River Road–Santa Clara Urban Facilities Plan

RIVER ROAD-SANTA CLARA

URBAN FACILITIES PLAN

A Refinement of the Eugene-Springfield Metropolitan General Plan

Adopted by

Eugene, Springfield, and Lane County

Printed September 1987

by

Lane Council of Governments
Lane County
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INTRODUCTION

The River Road-Santa Clara Urban Facilities Plan (UFP) serves as a refinement to the Metropolitan Area General Plan. The Metropolitan Plan policies provide direction to develop, through an active citizen involvement program, a service plan "for the entire River Road and Santa Clara area." This document serves as that plan. A citizen involvement program was created specifically for the development of this plan. A 15-member citizen advisory committee and a policy committee reviewed each element as it was developed. Staff from the Cities of Eugene and Springfield, Lane County, and Lane Council of Governments also participated in the development of this plan. The UFP was developed over a four-year period, 1983 to 1986.

The River Road-Santa Clara Urban Facilities Plan is organized into five sections: Sanitary Sewer Service, Land Use, Public Facilities and Services, Environmental Design, and Transportation. The five elements were adopted as they were developed. The UFP elements are intended to be consistent with the Metropolitan Plan. However, in some cases there may be inconsistencies because circumstances have changed since the five elements were adopted. For example, conflicts exist between the regional transportation plan (TransPlan) and the UFP Transportation Element. TransPlan was adopted after the UFP transportation section was adopted. Where inconsistencies occur, the Metropolitan Plan and TransPlan take precedence over the UFP.

The separate plan elements were adopted by the three metropolitan governments as they were developed. This document compiles the policy information contained in the original UFP elements and summarizes the Sanitary Sewer Service Element. For more detailed information on sanitary sewer service in the River Road-Santa Clara area, refer to the River Road-Santa Clara Urban Facilities Plan Final Technical Report; Sanitary Sewer Service Element, May 1984, and the Sanitary Sewer Service Element Environmental Information Document, June 1984.

Sanitary Sewer Service Element

1.0 INTRODUCTION

The Sanitary Sewer Service Element is a component of the River Road-Santa Clara Urban Facilities Plan and was prepared at the level of specificity needed to apply for an Environmental Protection Agency (EPA) sewer grant. This EPA grant was approved in 1984 for $5.9 million and will help finance the cost of interceptor sewers for the area.

The complete Element and its companion Environmental Information Document are much more detailed than other elements of the Urban Facilities Plan. This summary includes the primary assumptions and findings of the Sanitary Sewer Service Element; refer to the Element for further information.

1.1 EXISTING POLICIES AND SITUATION

1. Regional wastewater (208 Plan) and land use (Metropolitan Plan) policies mandate the use of sanitary sewers in the River Road-Santa Clara area.

2. The Oregon State Environmental Quality Commission (EQC) in September 1980 recognized that a groundwater pollution problem existed in the area. The EQC entered into an agreement with Lane County to require the eventual provision of sanitary sewers in order to solve the groundwater pollution problem.

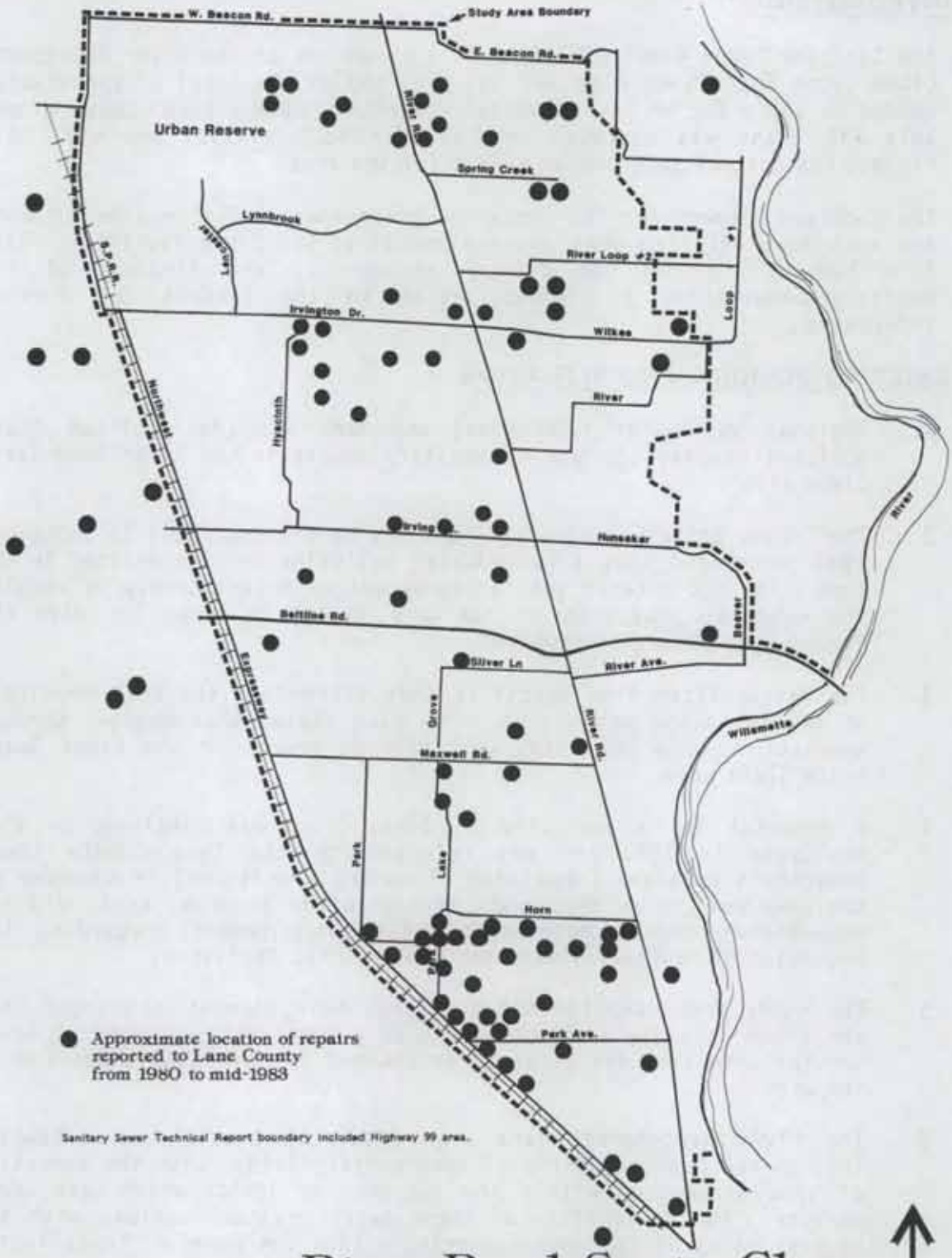
3. The Metropolitan Plan specifies that cities are the sole providers of sewers in the metro area. The plan states that Eugene, through annexation, or a new city, will provide sewers to the River Road-Santa Clara area.

4. A proposal for a new city of Santa Clara was developed by area residents in 1983 and was rejected by the Lane County Local Government Boundary Commission (Boundary Commission) in November of the same year as an inadequate incorporation proposal as it did not adequately address Metropolitan Plan requirements regarding the provision of sanitary sewers and other public facilities.

5. The study area used for the Sanitary Sewer Element is larger than the Urban Facility Plan area, and as a logical and economical sewer service area includes other lands planned for eventual urban use to the west.

6. The River Road-Santa Clara area presently treats its wastewater through the use of individual septic drainfields, with the exception of some properties within the Eugene city limits which have sewer service. The reliability of these septic systems varies, with the highest rates of failures occurring within ten years of installation and from 30 to 40 years from installation. Refer to the Septic Drainfield Repair Map to determine where relatively recent (1980 to mid-1983) septic drainfield repairs have occurred. Other repairs have probably taken place in the same timeframe without permits.

Septic Drainfield Repairs



● Approximate location of repairs reported to Lane County from 1980 to mid-1983

Sanitary Sewer Technical Report boundary included Highway 99 area.

River Road-Santa Clara Urban Facilities Plan

7. A substantial supply of groundwater exists in the area from ten to 150 feet below the surface. Well-drained soils have permitted the use of septic wastewater disposal systems, and have also permitted the wastewater to drain into the groundwater. A study was conducted in 1980 which showed the extent and amount of groundwater pollution in the area. The results of this study are summarized on the Nitrate-Nitrogen Levels Map.

1.2 ASSUMPTIONS

1. The Metropolitan Plan assumes that full urban services, including sewers, will be provided to all locations within the metro area that are inside the urban growth boundary, which includes all of the study area excepting the urban reserve area to the northwest. The Plan Diagram depicts residential land allocations in the River Road-Santa Clara area that would provide housing for about 17,000 people. These allocations are around ten percent of the total Plan residential land allocations.

2. If sewers were not provided to the area, new housing for about 2,700 people could be built. This represents 15 percent of the population that could be housed if sewers were available. Housing for the remaining 14,300 people would need to be provided elsewhere in the metro area.

1.3 ALTERNATIVES

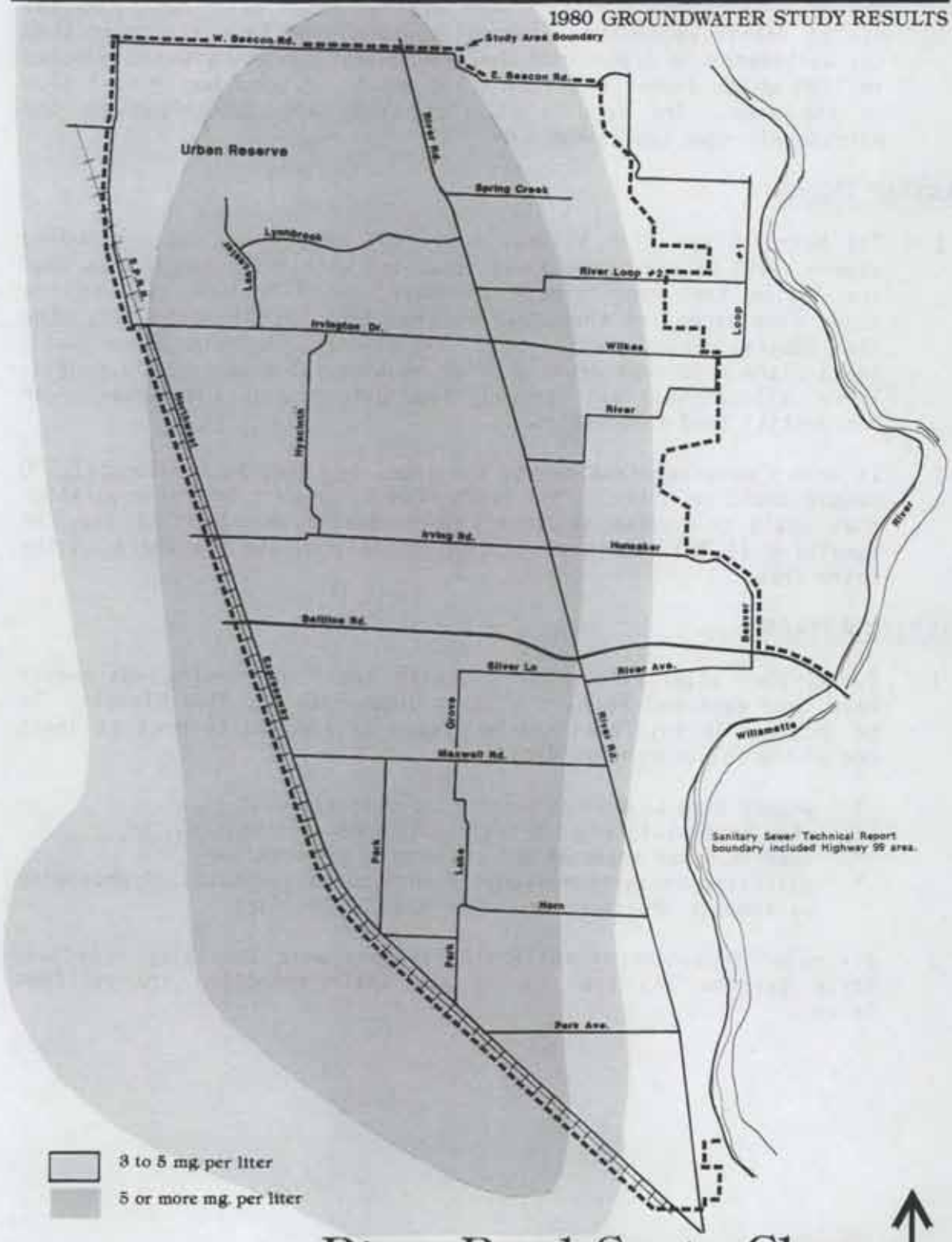
1. Twenty-four alternatives for treating and transporting wastewater have been examined as part of this Urban Facility Plan Element. To be included in this preliminary list a method had to meet at least one of the following standards:

   * widely used as a means of transporting wastewater; or
   * show potential for cost savings in some applications; or
   * used in other areas of the state or study area; or
   * discussed in another study as an alternative means of providing wastewater treatment for River Road-Santa Clara.

2. Six major treatment or collection systems were initially rejected. These systems and the reasons for their rejection are outlined below.

Nitrate-Nitrogen Levels

1980 GROUNDWATER STUDY RESULTS



Sanitary Sewer Technical Report boundary included Highway 99 area.

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Alternative	Reason for Rejection
Vacuum collector sewers	Too costly
Treatment by land application	Too costly or does not meet state water quality standards
Anaerobic lagoons	Produces strong odors and may not work in this climate
Improved septic tanks	Would continue groundwater pollution
Recycling wastewater	Public acceptance doubtful
Non-water toilets	Public acceptance doubtful, and too costly

3. After this initial screening process was complete, four final treatment alternatives remained in consideration for further examination. The most efficient choice has been found to be the use of the existing treatment plant. The results of this examination are summarized below with findings for each alternative.

Alternative	Finding
Use existing treatment plant	Least costly
Build a separate plant using lagoons and sand filters	Most costly
Build a separate plant using lagoons and aquaculture	Unproven and more costly
Build a separate plant using oxidation ditches	More costly

4. Three alternatives for transporting sewage have been considered, with the favored method involving the use of a conventional sewer design located away from River Road.

5. Four alternative refinements of the preferred wastewater transportation method have been studied. Three out of the four refinements have been found to have virtually the same costs of construction.

6. The primary impacts of constructing a sanitary sewer system for the River Road-Santa Clara area have been identified as financial and nuisance related. Financial impacts would result from annexation if Eugene were to provide sewer service, as City property tax rates are higher than those in the unincorporated portions of the County. The financial impacts of forming a new city are unknown as no current

incorporation proposal has been submitted. Nuisance impacts are those traditionally associated with major construction projects: noise, dust, traffic disruption, and the like.

7. An alternative involving no sewer construction has also been examined. This would involve the long-term monitoring and maintenance of existing septic systems. Existing groundwater pollution would not be reduced and planned development in the River Road-Santa Clara area would need to be directed elsewhere in the metro area.

1.4 FINANCING

1. There are four separate phases of sanitary sewer construction, with different financing approaches utilized for each phrase. These approaches apply to Eugene; a new city would need to develop its own methods as well as a means of buying into the regional sewer transport and treatment system.

2. Interceptor sewers are the largest and most basic part of the system that would be needed to serve the area. Three financing methods will be used to pay for this portion of the system. A federal grant was applied for and awarded to pay for a portion of the interceptor system, thereby reducing the cost payable by local residents. A portion of the regional sewer user fee which is billed to all sewer users and a portion of all sewer assessments charged to new connections are also used to finance interceptor sewers.

3. Connector sewers are those that serve individual homes and feed into interceptor lines. Traditionally, the property owners whose land borders these sewer lines pay the full cost of their construction. When available, a financing method known as "Bancrofting" can be used whereby the City provides financing for public improvements over a 10- or 20-year period. In Eugene a program is presently in existence that permits low-income elderly homeowners to defer payment for public improvements, such as connector sewers, until their property is sold.

4. Connectors between individual homes and sewer lines are paid for by individual property owners. It has been estimated that the average cost to connect a home to the sewer in the River Road-Santa Clara area is about $1,100 in 1986 dollars. The Element proposes creating a new revolving loan fund in the City of Eugene to help finance these individual hookups for low-income elderly homeowners.

5. The final type of sewer costs are those associated with the operation and maintenance of the sewer collection and treatment system. The monthly sewer user fee that is paid by all properties connected to the regional system funds these ongoing expenses.

6. Other documents have suggested imposing a new connection charge for land located outside the servicing district which was created to pay for the new regional treatment plant. The study area is outside this district. The Element recommends that if a charge of this sort

were to be implemented, it should not apply to newly-annexed property in order to encourage property owners to annex and be served by sewers at the earliest possible time.

7. Estimates of the total cost of providing sanitary sewer service to an individual home has been prepared. These estimates apply to a single family home that is 1,800 square feet in size, located on a 9,200 square foot lot, with an assessed value of $55,566. All figures are in 1986 dollars.

	Initial Cost	Annual Cost
Cash payment	4,250	166
Bancroft financing	1,350	608
Deferred cost	250	343

1.5 IMPLEMENTATION

1. If Eugene remains responsible for providing sewers to the area, voluntary annexation to the City will be the method of choice for providing sewer service to individual properties.

2. If a new city is formed in the area, it would need to purchase the portion of the sewer system, which is already built, from Eugene who has agreed to sell if this situation occurs.

3. Minimum goals for providing sewers to the River Road-Santa Clara area have been set. By 1988, 15 percent of the area should be served, increasing to 30 percent by 1990 and 75 percent by 1995. If these goals are not reached, new connections to the sewer system will be expedited by incentives and other means.

4. Potential incentives, such as a gradual phase-in of city property tax levels (tax differential annexation), have been suggested as a means of encouraging prompt connection to the sewer system.

5. If large annexations occur, the Element recommends that Eugene adopt a schedule, through a public participation process, for where and when connector sewers would be built, so as to maximize economy and minimize inconvenience.

1.6 SELECTION OF RECOMMENDED METHOD

1. Based upon the research and public opinion obtained in preparing the Sanitary Sewer Element, the CAT and Policy Committee have recommended that sanitary sewer service be provided to the River Road-Santa Clara area.

2. The CAT and Policy Committee recommended the use of a plastic pipe sewer design as the preferred method of serving the area, with either alternative 3A or 3B as described in the complete Element to be used for the design.

Land Use Element

2.0 INTRODUCTION

The land use element of the Urban Facilities Plan examines how future growth should occur in light of existing development, zoning, and communitywide goals and policies contained in the Metropolitan Area General Plan (Metropolitan Plan). Functional plans, such as the Eugene-Springfield Area 2000 Transportation Plan (T-2000) and the Metropolitan Bikeway Master Plan, are also considered in the refinement planning process. In addition, the River Road-Santa Clara Urban Facilities Plan study area contains two refinement plans that preceded the adoption of the 1990 and Metropolitan Plans--the Santa Clara Community Plan (1969) and the River Road Development Plan (1966). These two plans remain in effect until they are superseded by adoption of the River Road-Santa Clara Urban Facilities Plan. This element is one component in the development of a larger study--the River Road-Santa Clara Urban Facilities Plan.

The Metropolitan Plan (Purpose 8, Page I-2) states that the Plan serves as a general planning framework and should be augmented by more detailed planning programs which meet the specific needs of the various local governments. The Plan further points out that, due to budget limitations, not all refinement plans can be done simultaneously, but that preference should be given to those of metropolitanwide significance. Several findings and objectives cited in the Plan refer to the importance of the River Road-Santa Clara area in achieving the goals and policies established by the metropolitan community. Findings 1 and 7, page II-D-5, recognize that land supply in the area is of metropolitan significance as a result of substantial public investment in the area. Consequently, it is most cost-efficient to achieve urban densities in River Road-Santa Clara prior to accommodating new development needs in totally undeveloped areas.

The Metropolitan Plan also includes specific objectives that ensure availability of land for urban levels of development. By providing public services to the area, urban densities can be achieved in River Road-Santa Clara (Objectives 1 and 2, Page II-D-6).

The land use element contains four components: general, commercial-industrial, residential, and Land Use Diagram (see following page). Findings, policies, and suggested actions are provided in each of these elements. The land use diagram is a graphic depiction of the policies and suggested actions contained in the refinement plan and provides a more detailed guide to future land use than that shown on the Metropolitan Plan Diagram.

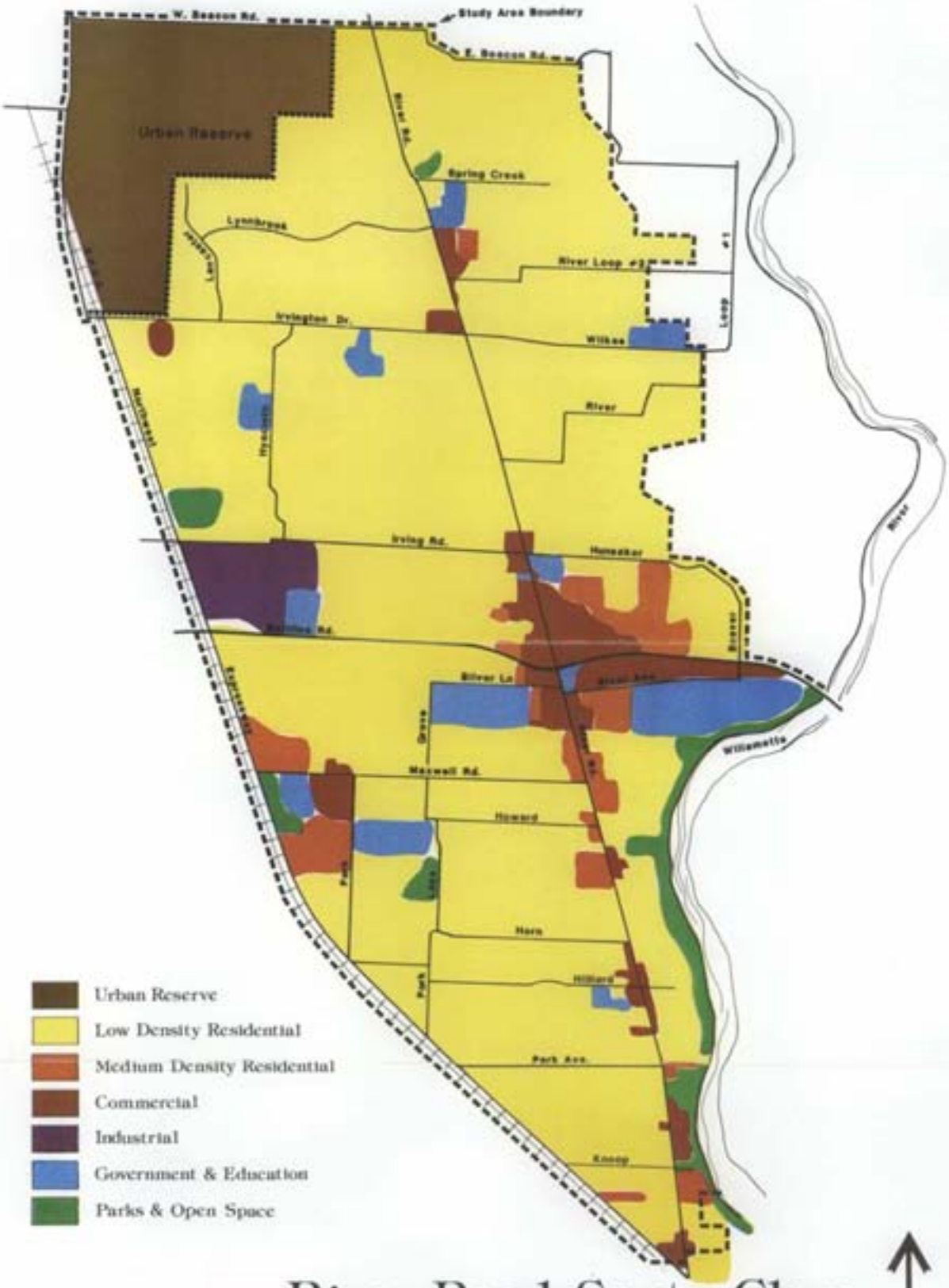
The findings, policies, and proposals included in the land use element, as elsewhere in the Plan, reflect the issues, goals, and objectives developed early in the planning process. Compatibility of residential and non-residential uses, strip commercial development along River Road, residential infilling, and maintaining the suburban character of the area were among the most important land use issues and goals identified.

Conflicts between commercial agriculture and residential land use have been discussed during the planning process.

The land use policies and suggested actions contained in the Urban Facilities Plan resulted from consideration of issues, goals, and objectives identified by the Citizen Advisory Team, technical information, and other plans and policies that pertain to the area. In most cases, 1982 land use and 1980 Census data were used during the analysis. These data represent the most current information available.

Many of the policies contained in the Plan have one or more related suggested actions that propose specific implementation strategies. Urban Facilities Plan policies may also be implemented through policies and actions adopted as part of other functional plans, such as the T-2000 Plan and the Bikeway Master Plan.

Land Use Diagram



December 1984

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2.1 GENERAL LAND USE

Findings

1. The River Road Development Plan (1966, Lane County) and the Santa Clara Community Plan (1969, Lane County) are recognized refinement plans within the plan area boundaries.

2. The River Road Development Plan and the Santa Clara Community Plan were adopted prior to adoption of the 1990 Plan (1972) and the Metropolitan Plan (1982).

3. The Metropolitan Plan specifies that a servicing plan be developed cooperatively by Lane County and Eugene for the River Road-Santa Clara area to insure that public services are made available to provide for anticipated growth. This plan should include a citizen involvement program.

4. Development of the area to urban uses and densities consistent with the Plan will ensure the most efficient use of land in the area.

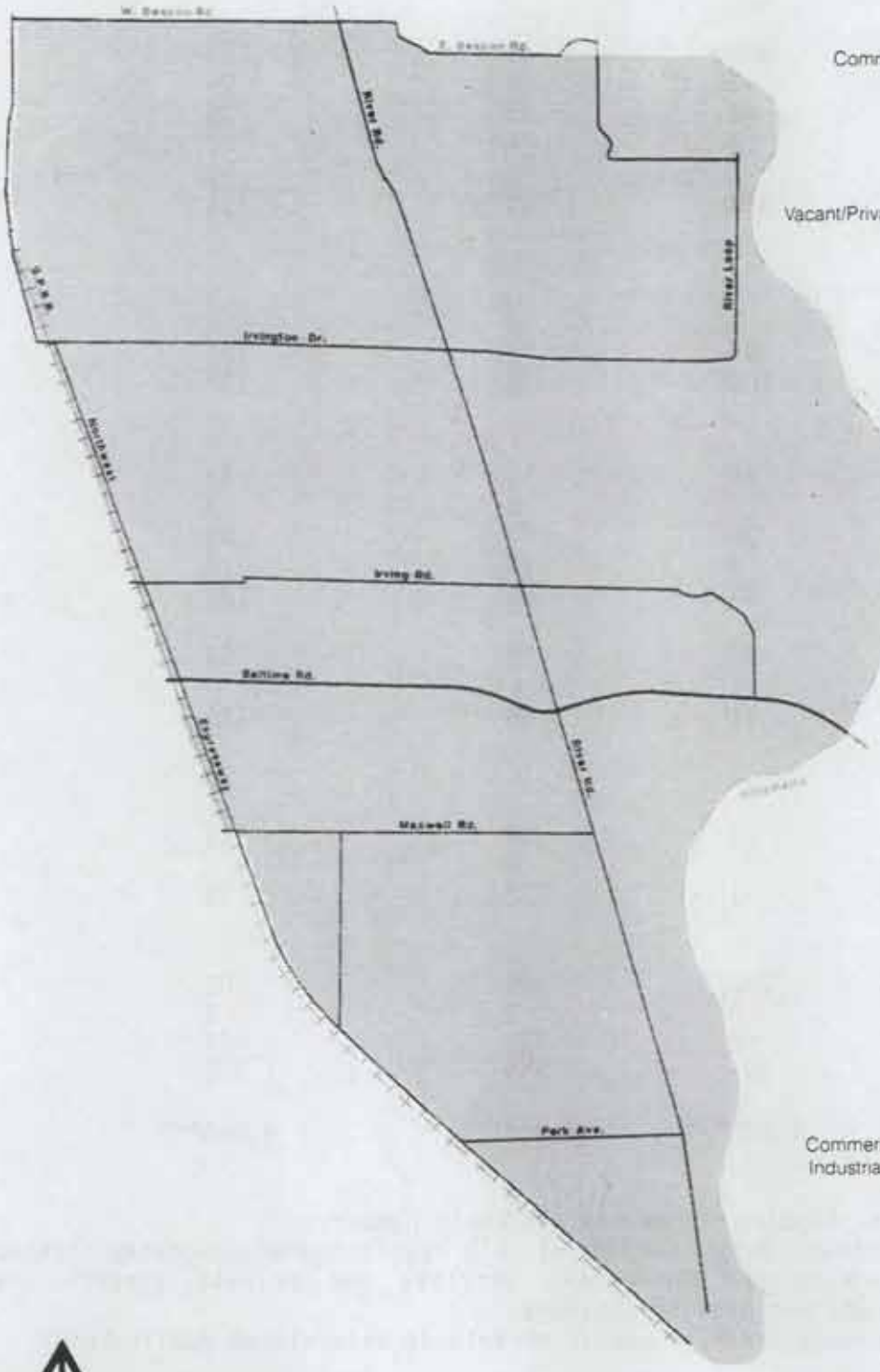
5. The Metropolitan Plan provides that refinement plans be done, when possible, to augment the Plan, particularly in areas of metropolitanwide significance. The introduction section to this element concludes that the River Road-Santa Clara area has been identified as an area of metropolitanwide significance.

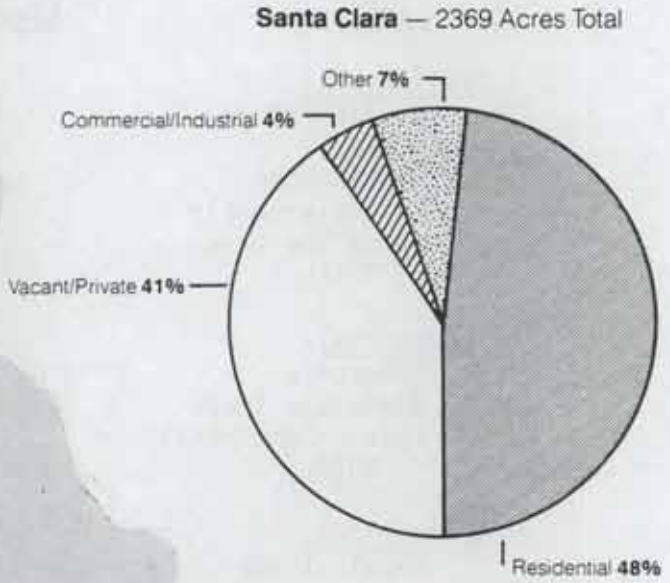
6. The River Road-Santa Clara area consists primarily of low-density residential use, with commercial development located along River Road. Additional community-scale commercial uses are located along River Avenue and on Maxwell Avenue, east of the Northwest Expressway. A small amount of industrial use exists in the area, mostly along River Avenue. Public lands include schools; city, county, and River Road Park District park lands; public utility facilities; and the Regional Wastewater Treatment facility. The above uses provide residents with housing, shopping, employment, and recreational opportunities. Figure 2.1 and Table 2.1 indicate the percentage and amount of acreage of existing land uses in the plan area.

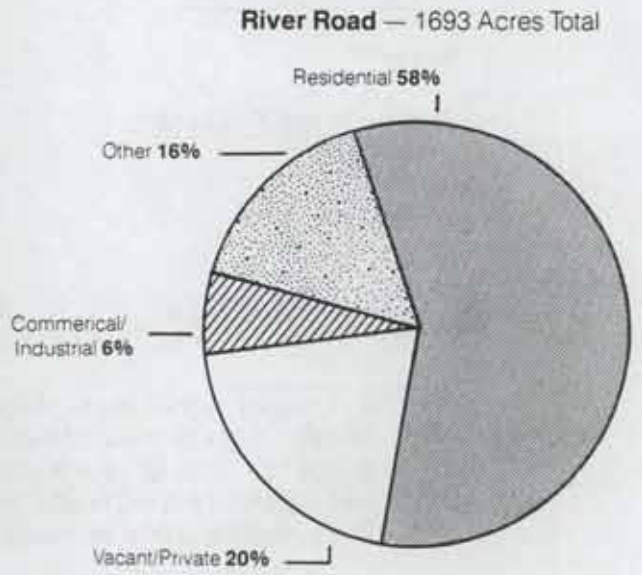
7. Residential development of the area has occurred primarily in the last four decades. Eighty-three percent of all residential development in the River Road area occurred from 1940 to 1970. Peak development in the Santa Clara area occurred from 1960 to 1980 when over 85 percent of all residential dwellings were constructed. A chronology of events that have affected land use in the River Road and Santa Clara area is included in the appendix.

Figure 2.1

Existing Land Use Within the Urban Growth Boundary







1982 Metropolitan Parcel File

River Road-Santa Clara

TABLE 2.1
STUDY AREA LAND USE BY TYPE AND ACREAGE (1/1/82)

Land Use	River Road	Santa Clara	River Road-Santa Clara
Residential			
Single-Family	892	1,059	1,951
Duplex	47	48	95
Mobile Home	12	23	35
Multiple-Family	28	4	32
Group Quarters	1	0	1
TOTAL	980	1,134	2,114
Industrial			
Industrial	5	0	5
Wholesale Trade	1	0	1
Trans.-Comm.-Util.	99	22	121
TOTAL	105	22	127
Commercial			
Retail Trade	28	19	47
Recreation	3	0	3
Services	36	29	65
Golf Courses	0	17	17
TOTAL	67	65	132
Government	41	12	53
Education	61	65	126
Parks	17	10	27
Roads and Parking**	79	94	173
Water**	1	2	3
Undeveloped Private			
Vacant	243	565	808
Timber	0	1	1
Agriculture	98	399	497
TOTAL	341	965	1,306
GRAND TOTAL	1,692***	2,369***	4,061***

* All numbers reflect rounding to the nearest whole number.

** These categories have been purged of all public-owned, non-tax lotted parcels. Only parking for commercial services and private streets are reflected in the roads and parking category.

*** Does not include acreage used for public streets or undeveloped public land.

Source: L-COG, Geographic Data System, 1982 Metropolitan Parcel File

8. Existing land uses and zoning in the River Road-Santa Clara area are shown on the maps maps on the following pages. These maps reinforce the finding that the area is primarily residential, with commercial activities along River Road. Zoning generally reflects existing uses of the land and historical land use patterns.

Policies	Suggested Actions
1.0 Minimize land use conflicts by promoting compatibility between land uses, especially among residential, commercial-industrial, and commercial-agricultural uses.	
2.0 Adopt zoning that is consistent with the land use diagram and policies contained in the land use element of the Urban Facilities Plan.	
3.0 Provide for land uses that conform to Metropolitan Plan goals and policies and that consider the provision of a full range of urban services in an efficient and cost-effective manner.	

2.2 RESIDENTIAL LAND USE

Findings

1. River Road-Santa Clara is generally an area of single-family (low-density) residential development. Sixty-eight percent of the River Road-Santa Clara area is residential (refer to Figure 2.1 and Table 2.1).

2. The average lot size in River Road is 9,716 square feet and in Santa Clara is 9,143 square feet.

3. The age of structures indicates River Road developed primarily during the period between 1950 and 1960, while the vast majority of housing starts in Santa Clara date from 1960. Eighty-two percent of all housing in the River Road-Santa Clara area has been constructed since 1950. Table 2.2 provides a breakdown of the year structures were built.

TABLE 2.2
RIVER ROAD-SANTA CLARA SINGLE-FAMILY AND DUPLEX
BUILDING PERMIT ACTIVITY BY DECADE (1/1/82)

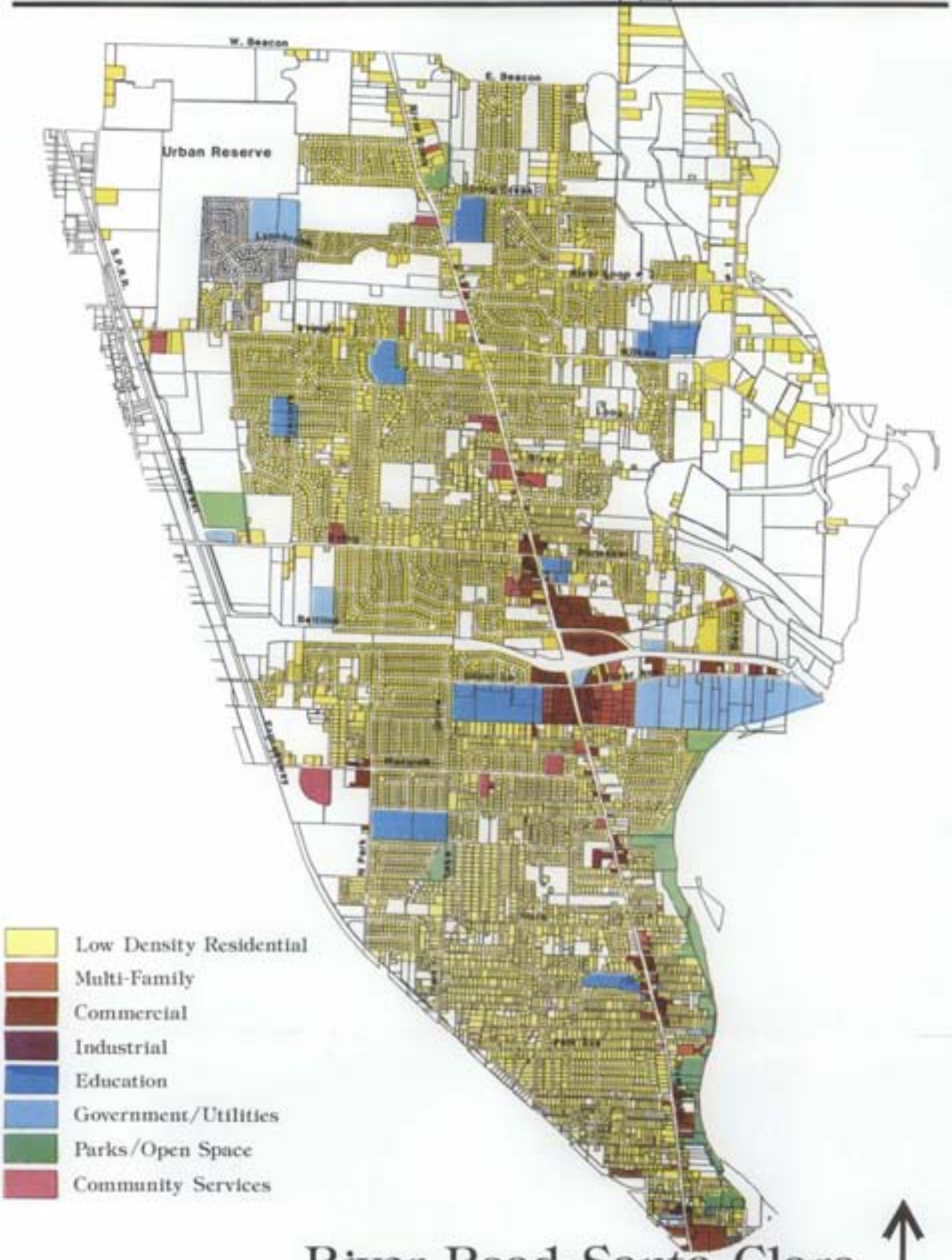
Decade	River Road	Santa Clara	Total
1900-09	2	1	3
1910-19	13	20	33
1920-29	101	34	135
1930-39	181	56	237
1940-49	589	253	842
1950-59	1,015	217	1,232
1960-69	1,043	2,237	3,280
1970-79	216	1,276	1,492
1980-	3	12	15
TOTAL	3,163	4,106	7,269

Source: L-COG, Geographic Data System, 1982 Metropolitan Parcel File

4. The percent of all dwellings which are owner-occupied is high, approximately 75 percent, compared to 49 percent in Eugene and 62 percent in Lane County.

5. Household size ranges from 2.76 persons/household in River Road to 3.11 persons/household in Santa Clara (2.94 persons/household for River Road/Santa Clara). Eugene and Lane County have average household sizes of 2.35 and 2.59 persons, respectively.

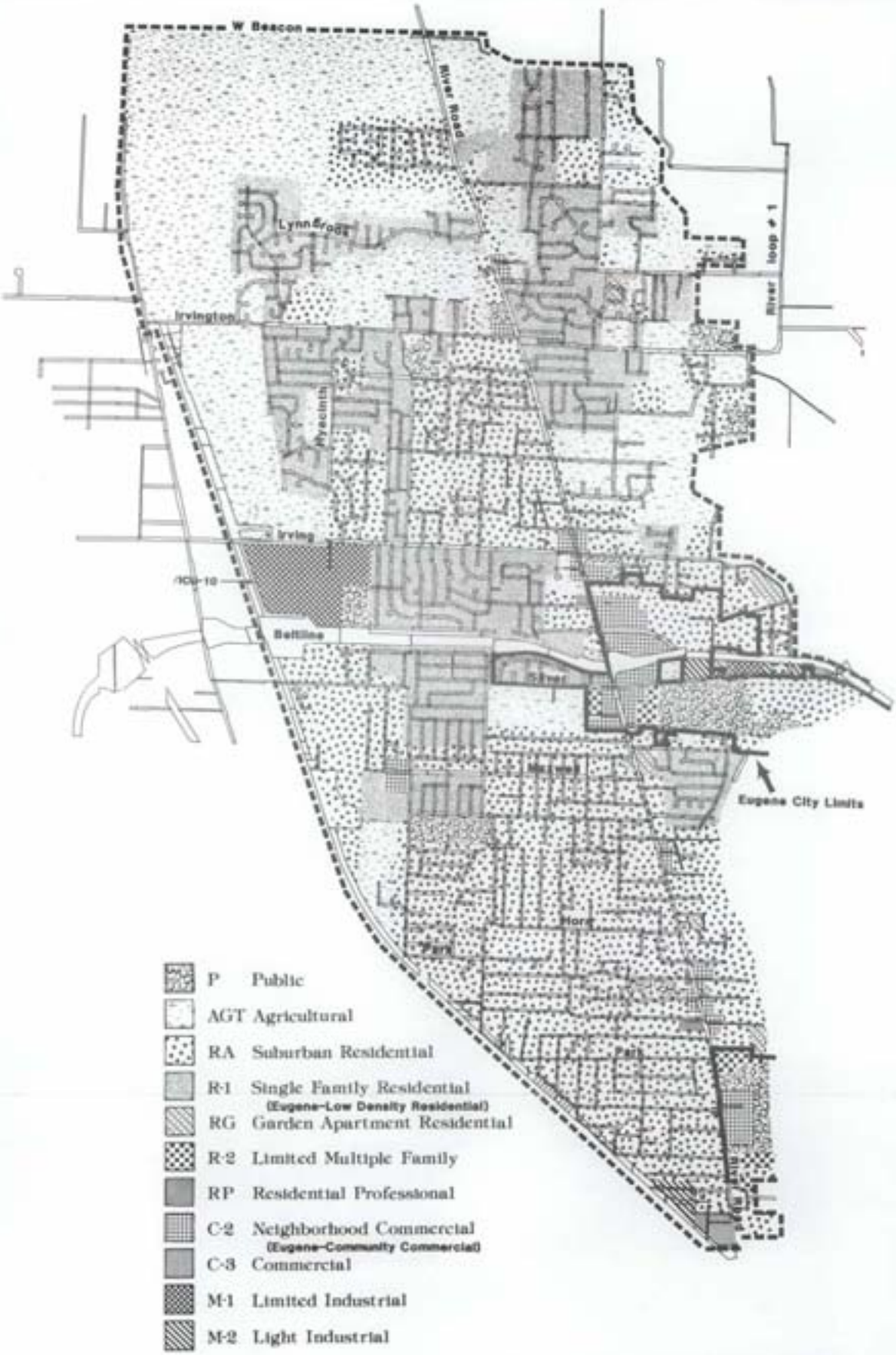
Existing General Land Use Patterns



Sept. 1984

River Road-Santa Clara Urban Facilities Plan

Zoning



Sept. 1984

River Road-Santa Clara Urban Facilities Plan

6. Additional redevelopment and infilling could occur within existing neighborhoods as sanitary sewers become available to the area. Established residential neighborhoods will experience some change due to increased density from redevelopment and infilling. However, the majority of new development is expected to occur on relatively large vacant or underdeveloped parcels.

7. Availability of sanitary sewers in the area will have a significant effect on future development in the River Road and Santa Clara areas. The Metropolitan Plan has allocated 1,880 and 8,760 dwelling units to the River Road and Santa Clara areas, respectively. The Metropolitan Plan anticipates that 18,000 to 20,000 additional persons will eventually reside in the plan area. Additional factors, such as reduced lot size, smaller household size, housing preference, and redevelopment and infill potential could increase these numbers another 5,000 to 10,000. However, without the provision of sanitary sewers to the area, existing development standards would permit 2,000 additional dwelling units or about 5,000 persons. Therefore, housing for a minimum of 13,000 to 15,000 persons would have to be provided elsewhere in the metropolitan area.

8. Multiple-family residential development represents three percent of all residential development compared to 86 percent for single-family residential. Table 2.3 shows the distribution of residential structures by type within the plan area as compared with Eugene. The demand for medium-density residential development was estimated by projecting existing supply relative to other residential uses. Once the demand was determined, allocations of medium-density residential use were assigned to vacant parcels using the following criteria: in concentrations at intersections of the existing or planned major street and highway network and along major arterials integrated with community commercial development.

TABLE 2.3
HOUSING UNITS BY STRUCTURE TYPE

	Single-Family	Duplex	Multiple-Family	Mobile Home
Eugene	57.4%	8.8%	30.4%	3.4%
River Road	91.0%	4.8%	3.0%	1.2%
Santa Clara	93.4%	4.2%	0.4%	2.0%
River Road-Santa Clara	92.3%	4.4%	1.6%	1.7%

Source: L-COG, Geographic Data Base, 1982 Metropolitan Parcel File

9. Existing multiple-family residential development is generally located in proximity to commercial development and major transportation facilities. The majority of that development is associated with the Beltline Road and River Road development node, within the Eugene city limits.

10. Additional medium-density residential use has been designated in the Metropolitan Plan for the Belt Line Road and River Road node, the north Santa Clara development node, the Maxwell development node and the south River Road development node. Figure 2.2 and Table 2.4 indicates that 27 percent and five percent of the developable land in River Road and Santa Clara areas, respectively, are designated for medium-density residential use.

TABLE 2.4
ALLOCATIONS IN ACRES BY METROPOLITAN PLAN LAND USE DESIGNATION OF PROJECTED LAND USE NEEDS

Plan Designation	River Road	Santa Clara	River Road-Santa Clara	Metropolitan Totals
High-Density Residential	0	0	0	230
Medium-Density Residential	83	49	132	1,380
Low-Density Residential	190	821	1,011	9,450
Commercial	39	23	62	730
Light-Medium Industrial	0	60	60	1,890
Heavy Industrial	0	0	0	345
Special Light Industrial	0	0	0	0
Special Heavy Industrial	0	0	0	385
Parks, Open Space, Government	30	12	42	
TOTAL ACRES	342	965	1,307	14,410

Source: L-COG, Geographic Data Base, 1982 Metropolitan Parcel File, Assessment and Taxation Data

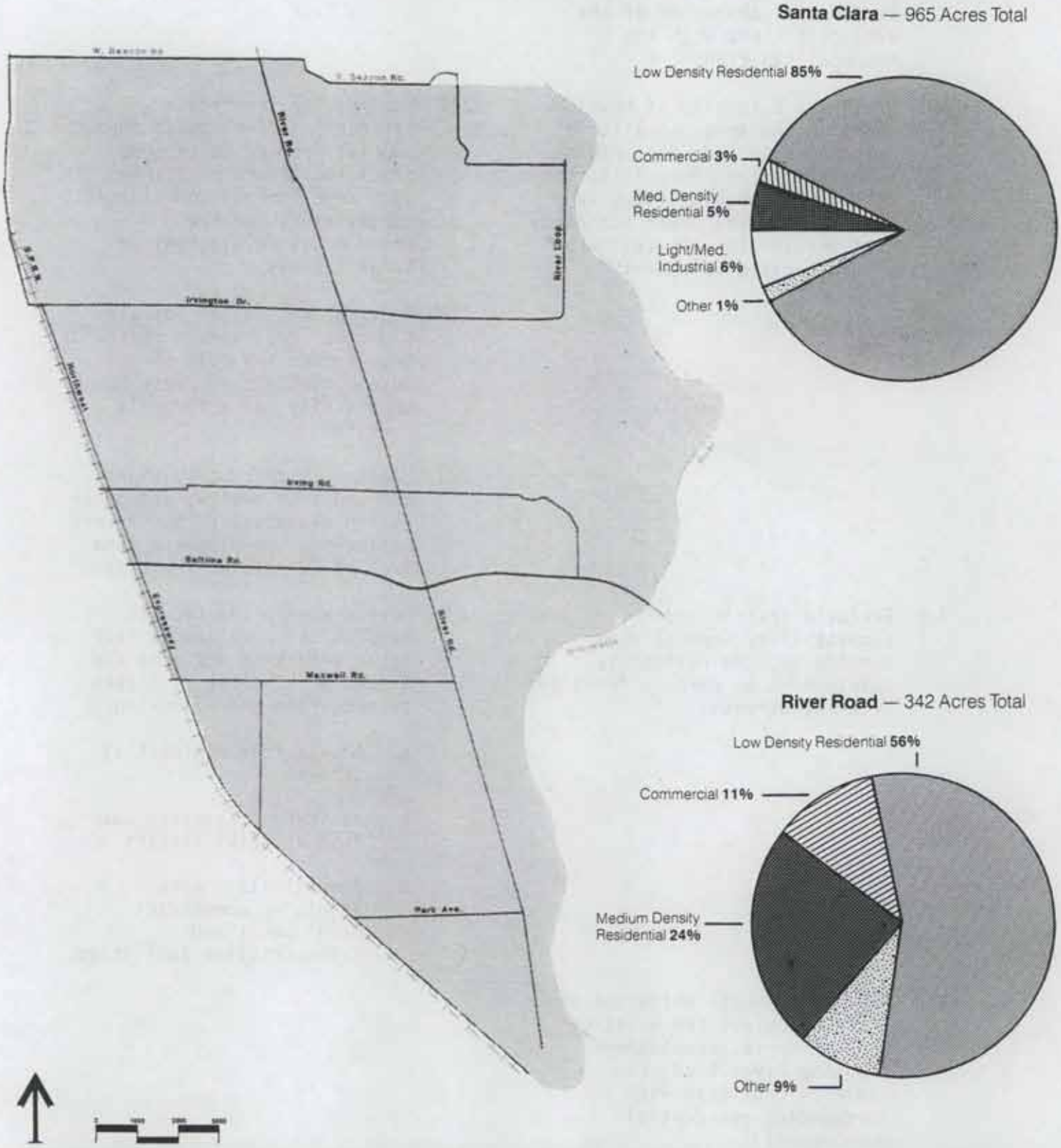
11. Metropolitan Plan land use designations in the River Road-Santa Clara area reinforce the low-density residential character of the area and encourage medium-density residential development near commercial centers and transportation facilities.

12. A significant number of older mobile homes have been placed on individual parcels and are non-conforming uses.

13. Traffic hazards exist along arterial streets; i.e. River Road, Maxwell Road, and Irving Road, due to driveways that serve individual residences.

Figure 2.2

Metro Plan Land Use Designation for Private Vacant Land Within the Urban Growth Boundary



1982 Metropolitan Parcel File

River Road-Santa Clara

Policies	Suggested Actions
1.0 Recognize and maintain the predominately low-density residential character of the area consistent with the Metropolitan Plan.	
2.0 Provide a diversity of housing types in the area. Available techniques include encouraging reinvestment and rehabilitation of existing housing stock and the use of development standards that provide for clustering or planned unit development.	2.1 Provide for innovative residential development through subdivision and other code provisions, such as planned unit developments and cluster subdivisions for new residential development on large parcels. 2.2 Provide for smaller lot size and other development standards that reduce the cost of development and increase the opportunity for affordable housing. 2.3 Employ cluster subdivisions, PUD and site review, and other design processes to buffer new residential development from identified natural features.
3.0 Evaluate traffic and compatibility impacts when considering new residential development on parcels fronting arterial streets.	3.1 Review site plans for all residential development that is in excess of one acre and fronts on an arterial street to encourage the following: a. Access from residential streets b. Residences oriented away from arterial streets c. Compatibility with adjoining commercial development and transportation facilities
4.0 Provide adequate buffering and traffic control for existing non-residental development fronting River Road, (to minimize conflicts with surrounding residential development).	

5.0 Permit medium-density housing (10 to 20 dwelling units/acre) in proximity to existing or planned urban facilities. Access to commercial development, transit, and alternative modes of transportation, schools and parks, and open space should be considered. Medium-density residential development will be considered for the north Santa Clara area consistent with the above criteria.

6.0 Design residential development which is adjacent to the Greenway, parks, and other identified natural features in a manner that ensures its compatibility with those features.

7.0 Allow existing mobile homes on individual parcels to remain as non-conforming uses. Future location of mobile homes shall be restricted to mobile home parks or subdivisions.

7.1 Inventory and designate sites that may be appropriate for mobile home park or subdivision development.

2.3 COMMERCIAL AND INDUSTRIAL LAND USE

Findings

1. Three general types of commercial development exist in the River Road-Santa Clara area. These are:

   a. Community commercial uses, which serve the general area and permit a wide range of sales and service businesses; for example, the existing development at Belt Line and River Road.

   b. Neighborhood commercial uses, which serve their immediate area and permit a limited range of business; for example, the neighborhood market located at the corner of North Park and Beebe.

   c. Strip commercial uses, which are located along River Road and include neighborhood and community commercial types of businesses; for example, the existing strip development along south River Road.

2. Particular concerns exist regarding commercial-industrial development in specific areas. These areas include:

   a. River Avenue commercial-industrial area
   b. Strip commercial development along River Road
   c. Maxwell commercial area
   d. Irving Road light-medium industrial site
   e. River Road/Belt Line Road commercial area
   f. Commercial agriculture within the plan area
   g. Agriculture and mining activities along the urban fringe

3. Strip commercial development patterns create a variety of land use problems due to their shape. Some of these are:

   a. Increasing the traffic load on the street where the strip is located

   b. Increasing traffic hazards due to individual business access points

   c. Creating potential conflicts in appearance, light, and noise with adjacent residential uses

4. Almost all existing commercial development is located along River Road, requiring residents to visit the area regularly to purchase necessary goods and services.

5. Based on existing and projected residential development, the Metropolitan Plan allocated approximately 23 additional acres of community commercial development to the Santa Clara area. Approximately 15 acres of this allocation was assigned to the area north of Division Avenue and east of River Road, while the remaining eight acres was allotted to undeveloped land adjacent to the

existing commercial area located north of Wilkes Drive on the east side of River Road.

6. The Metropolitan Plan also allocated an additional five acres of community commercial development to a floating node located in the north Santa Clara area. The exact location of the floating node was to be determined by a refinement planning process or a local decision-making process of comparable scope.

7. Since acknowledgement of the Metropolitan Plan, 21 acres have been zoned for community commercial development north of Division Avenue and east of River Road.

8. The addition of 21 acres of commercially-zoned land at the River Road and Division Avenue commercial area and the eight acres of community commercial-designated land allocated to the existing commercial area north of Wilkes Drive is large enough to meet virtually all of Santa Clara's commercial land needs that were anticipated by the Metropolitan Plan, including the commercial portion of the floating node.

9. Land uses along River Avenue are predominantly commercial.

10. The area fronting the west side of River Road and located north of Irvington Drive contains two parcels which have been developed with non-residential uses (American Legion Hall and the Spring Creek electrical substation). Three parcels directly west of River Loop #2 and three parcels at the northwest corner of Irvington Drive and River Road are commercially zoned and or either vacant or developed for single-family use.

11. Approximately 500 acres of agricultural land exists within the River Road-Santa Clara area. A substantial percentage of this acreage supports commercial farms. Although designated for urban development, the Metropolitan Plan encourages agricultural use within the urban growth boundary as a viable and productive interim land use.

Policies	Suggested Actions
1.0 Maintain and enhance the compatibility of adjacent land uses through the use of appropriate buffering mechanisms, such as landscaping standards.	
2.0 Require site plan reviews for all new commercial and industrial development.	2.1 Consider site development standards, such as parking design, building placement, and landscaping, as part of the development review process for any new commercial or industrial use located adjacent to a residential development. Large undeveloped residential parcels adjoining commercial or industrial uses may also be subject to development standards. Specific techniques which may be requested include landscaping, fencing, and building placement.
3.0 Prohibit the linear expansion of existing strip commercial areas fronting on River Road. Existing strip commercial development may expand by infilling, redevelopment, or expansion onto contiguous property that does not front on River Road.	3.1 Discourage future commercial rezone applications for parcels that would expand the fringes of strip commercial development along River Road.
4.0 Provide for buffering and traffic control for existing development that fronts River Road (to minimize conflicts with surrounding residential development).	
5.0 Minimize impacts of new commercial development intended to consolidate and improve existing strip commercial areas along River Road by requiring development standards.	5.1 Apply the following development standards to all commercial development and redevelopment within existing strip commercial areas fronting on River Road: a. Site plan review of all developments b. Landscape parking lots and River Road frontage

c. Consolidate and minimize access points onto River Road

d. Locate new development in proximity to other existing commercial uses

6.0 New neighborhood commercial uses shall be located away from River Road in locations that facilitate the provision of commercial facilities scaled to a residential area and that allow for dispersal of commercial uses throughout River Road-Santa Clara.

7.0 Ensure compatibility between neighborhood commercial developments and the surrounding residential area by identifying and applying siting and development standards.

7.1 Apply the following siting and development standards to all neighborhood commercial development proposals in the River Road-Santa Clara area:

Siting Criteria

a. Neighborhood commercial developments shall not be located on or adjacent to River Road, except as provided on pp. 2-31.

b. Limit developments to two acres in size, with the exception of the Northwest Expressway subarea.

c. Minimum one-half mile distance between developments.

d. Sites must be located on a street classified as a minor arterial.

e. Within walking and biking distance of a residential population of at least 2,000 persons (existing or anticipated).

f. Sufficient frontage should exist to ensure for safe pedestrian, bicycle, and automobile access to services without conflict.

Development Standards

a. Review site plans to ensure that the development is appropriate in scale and character with the area to be served. The site plan should also address the following concerns as they relate to the whole site and its relationship to the neighborhood and adjoining streets and services:

1) Perimeter fencing, landscape screening, and parking area buffering to ensure a visually attractive development and to minimize sight and noise impacts to adjacent residential areas.

2) Access, off-street parking, and circulation that provide for the safety of shoppers and minimizes noise impacts to surrounding residences.

3) Lighting and signing must be oriented to abutting streets and away from adjacent residences.

4) Heating and cooling equipment should be designed to minimize noise impacts to adjoining residences.

b. Commercial uses are restricted to those goods and services that are needed on a "day-to-day" basis. Examples of such goods and services include: banks, bakeries, barber shops and beauty salons, book stores, clinics, grocery stores, delicatessens, laundromats and dry cleaners, and professional offices (physicians, dentists, accountants, etc.).

8.0 The commercial uses planned in the Metropolitan Plan for the north Santa Clara floating node are no longer needed and should be eliminated from further consideration at this time.

8.1 Amend the Metropolitan Plan land use diagram to reflect the fact that there is no longer a floating node located in north Santa Clara.

9.0 Encourage commercial agricultural operations that meet the needs of local markets as an interim use in the area. Examples include orchards and truck and berry farms.

9.1 Support the Farm Tax Deferral program for existing commercial agriculture uses.

2.4 FUTURE LAND USE

What is a Land Use Diagram?

A land use diagram depicts general future land use. The River Road-Santa Clara Urban Facilities Plan land use diagram is a refinement of the Metropolitan Area General Plan diagram. Along with the policies and suggested actions contained in the Urban Facilities Plan, the diagram provides a more detailed description of future land use in the River Road-Santa Clara area. Both the Urban Facilities Plan diagram and policies and suggested actions must remain consistent with the Metropolitan Plan and other metropolitanwide plans and policies. The Urban Facilities Plan was prepared after considering land use, zoning, property ownership data, land use policies, and suggested actions contained in the Urban Facilities Plan; availability of transportation and other public services and facilities; and other applicable plans and policies.

How is the Diagram Used?

The diagram is used, along with accompanying policies and suggested actions, policies contained in the Urban Facilities Plan, and applicable areawide goals and policies, to evaluate individual land use proposals. The land use diagram provides guidance for future development. Existing development would continue as previously approved or as non-conforming uses.

The land use diagram is not a zoning map. In many cases, more than one zoning district would be consistent with the recommended land use designation.

The Urban Facilities Plan Land Use Diagram

In order to consider and suggest future land use for the River Road-Santa Clara areas, 12 subareas were identified. The subareas (refer to Subareas Map) contain virtually all existing commercial, industrial, and medium-density residential development and undeveloped land designated for these categories in the study area. Policies and suggested actions applicable to the low-density residential areas are discussed in the main text of this chapter.

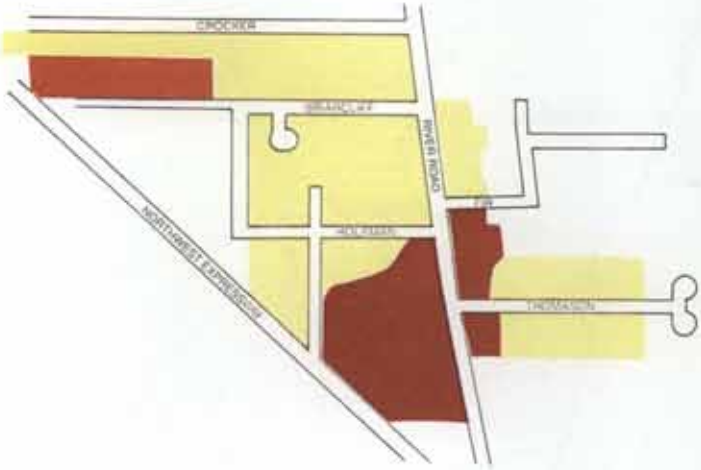
Subareas

a. River Road/Railroad Avenue
b. River Road/Knoop
c. River Road/Hilliard
d. River Road/Howard
e. Maxwell/Park Avenue
f. Riviera
g. River Avenue
h. River Road/Irving
i. River Road/Division
j. Irving Light-Medium Industrial
k. Northwest Expressway
l. River Road/Wilkes

River Road-Santa Clara Urban Facilities Plan

2.5 River Road Subareas

a. River Road/Railroad Avenue



Description

This subarea is intersected by three major traffic routes--the Northwest Expressway, Chambers Connector, and River Road. Approximately 25 percent of the area is developed with commercial use. It contains some medium-density development, but is predominantly single-family residential. Commercial zoning is concentrated at the Thomason and River Road intersection. The Southern Pacific Railroad is a noise generator.

Recommendations

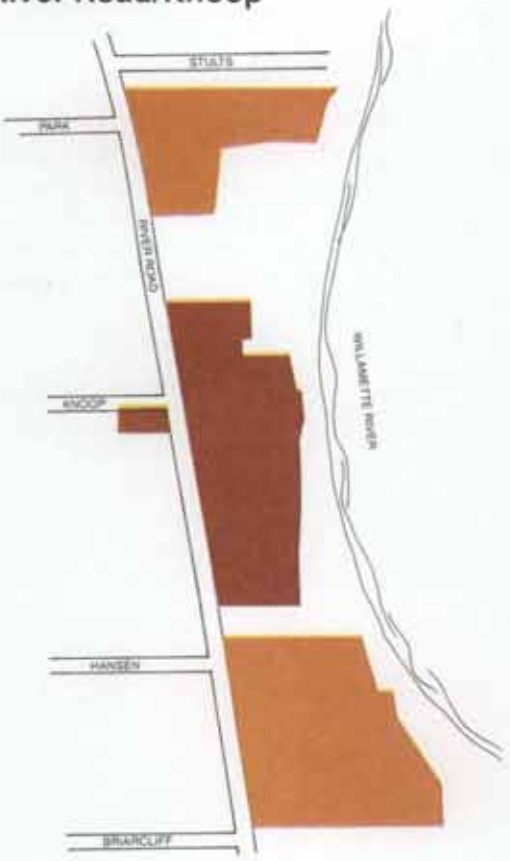
1. Designate and zone existing medium-density development.

2. Limit River Road access to existing commercial development.

3. Apply site review for redevelopment of existing commercial areas.

4. Maintain existing land use patterns until completion of the Chambers Connector. The effects of the Chambers Connector and related road improvements on the immediate area should be examined upon completion of final design and right-of-way acquisition and any appropriate changes adopted.

b. River Road/Knoop



Description

This subarea is characterized by a concentration of neighborhood commercial use. In 1983, almost all of area was annexed to the City of Eugene. It has excellent access to parks and the Willamette Greenway. All but one parcel is zoned for commercial and medium-density residential use. Two non-conforming industrial uses are present.

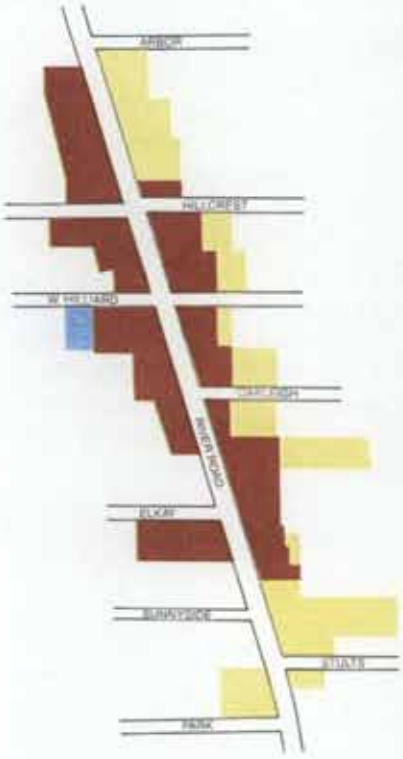
Recommendations

1. Maintain existing land use pattern.

2. Apply site review for medium-density development in the northern portion of the subarea.

3. Limit number of River Road access points to medium-density development in the southern portion of the subarea.

c. River Road/Hilliard



Description

This subarea is characterized by strip commercial uses and contains several non-conforming uses. A 200-foot strip along both east and west River Road has been zoned for commercial use.

Recommendations

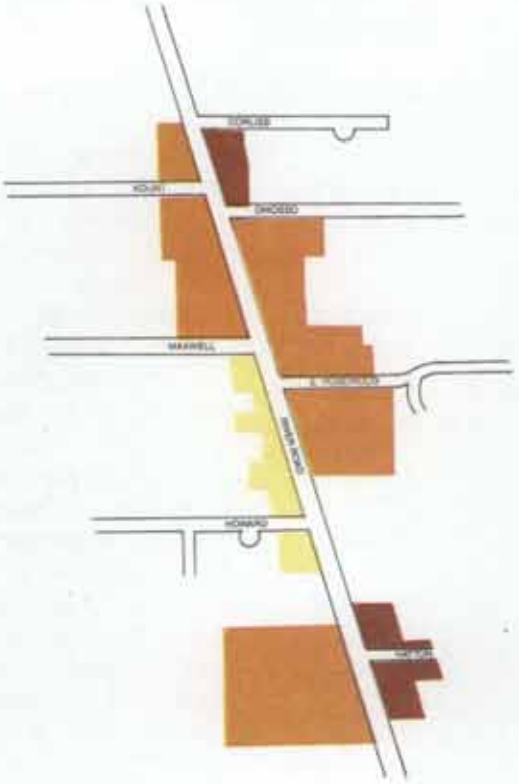
1. Rezone small split-zone tax lots to their most intensive use.

2. Maintain viability of existing residential land use.

3. Infill commercial uses between Hillcrest and Sunnyside, both east and west of River Road.

4. Recommend professional office development for the undeveloped land on the west side of River Road between West Hillcrest and Horn Lane. Only professional office development making unified use of one or more acres shall be allowed in the area. Access shall be limited to West Hillcrest or Horn Lane. Apply site review, upon rezoning, to mitigate impacts on existing low-density residential development west of the area.

d. River Road/Howard



Description

Brunner's Commercial Nut Dryer is the largest single land use in this subarea. The area is characterized by a limited amount of single-family use, with neighborhood-commercial uses in the southern portion. All commercial uses north of Maynard are non-conforming. The entire subarea is zoned for single-family residential use, with the exception of a small commercial node in the southeast portion. It is intersected by the only non-freeway access to west Eugene and is well served by the transit station and commercial facilities to the north.

Recommendations

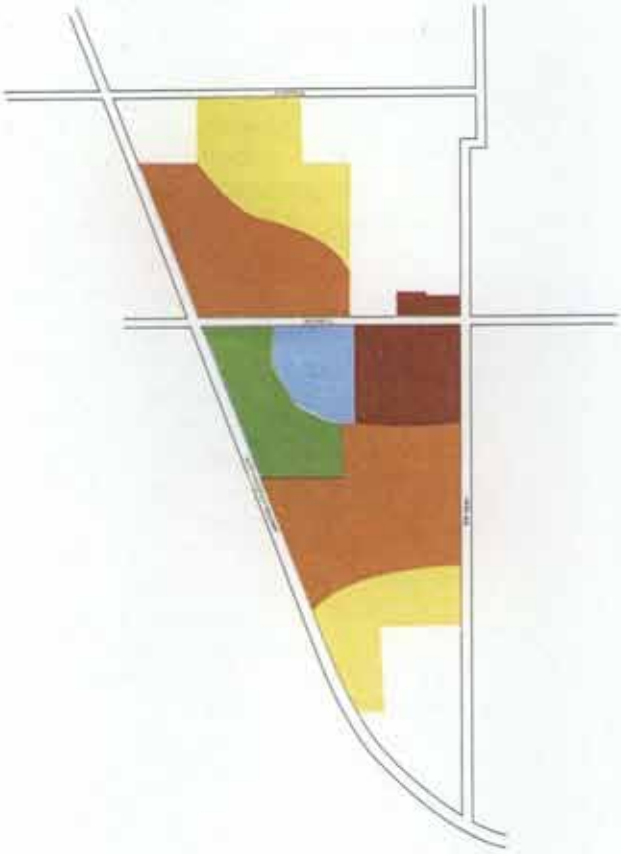
1. Maintain the status of non-conforming uses.

2. Maintain the status of existing medium-density land use.

3. Encourage medium-density residential development for all portions of the subarea, with the exception of the following areas: Hatten Street commercial area, the area west of River Road between Maxwell and Howard, and the area east of River Road between Owosso and Corliss.

4. Recommend professional office development on the east side of River Road between Owosso and Corliss.

e. Maxwell/Park Avenue



Description

This subarea contains a large amount of vacant, undeveloped land. The primary natural features are the slough and ponds. The majority of the area is zoned low-density residential. There is a commercial node at the intersection of Maxwell and North Park. The predominant transportation route is Maxwell --the only access to west Eugene between Beltline and the Chambers Connector. There is no access to the subarea from the Northwest Expressway. The Metropolitan Plan designates the area for medium-density residential development and a commercial node. The Southern Pacific Railroad is a noise generator.

Recommendations

1. Promote access from the Northwest Expressway onto Maxwell.

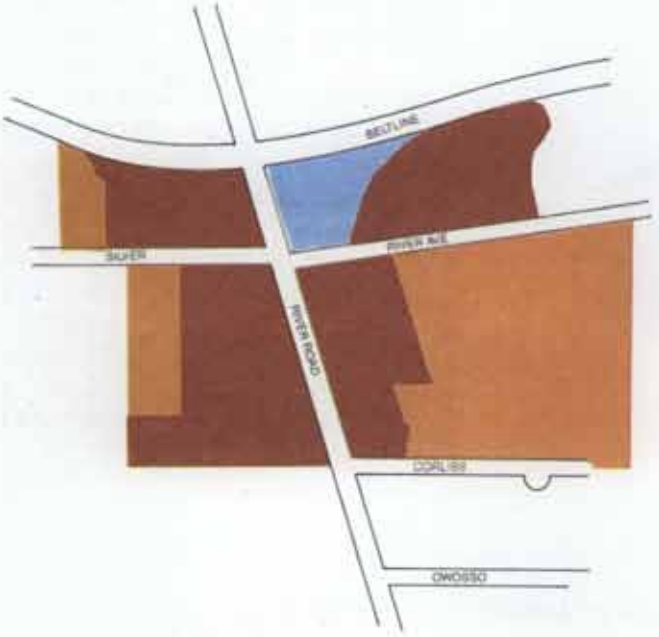
2. Recommend development of medium-density housing, while maintaining natural features, for neighborhood park and open space through use of clustering and site review.

3. Concentrate medium-density development around the commercial node, with a transition to low-density, particularly at the northern and southern boundaries of the subarea.

4. Apply site review for parcels fronting the Northwest Expressway and the Southern Pacific Railroad tracks.

5. Maintain current commercial designation to the north of the line which would be Howard Avenue if ever extended westerly. Only commercial developments making unified use of five or more acres shall be allowed in the area.

f. Riviera



Description

This entire subarea is within the city limits of Eugene. It contains a fully-developed community commercial area unique to River Road. The area contains various commercial uses, the Lane Transit District transit station, and the largest concentration of multi-family residential development in River Road-Santa Clara. The land uses along River Avenue do not have a strong connection to each other or to the rest of the area due to lot configuration, development patterns, and the fact that access is from River Avenue.

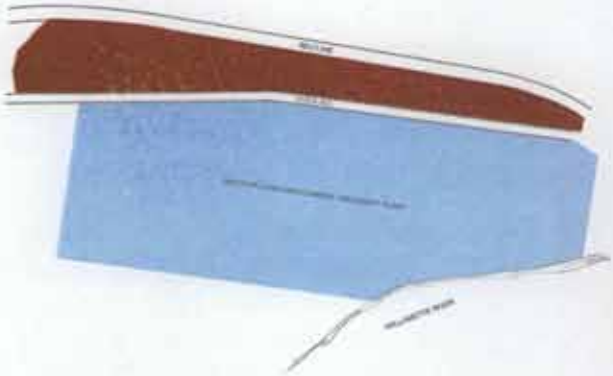
Recommendations

1. Continue existing land use pattern.

2. Rezone single-family residential south of River Avenue to medium-density and north of River Avenue to commercial zoning.

3. Rezone all residentially developed parcels south of River Avenue and east of River Road to medium-density residential use.

g. River Avenue



Description

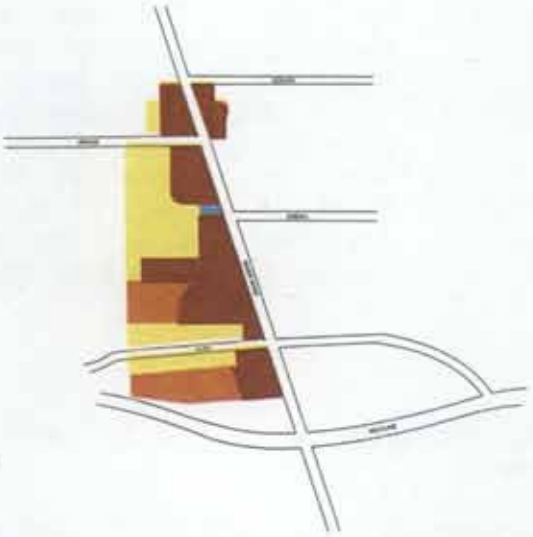
The Metropolitan Wastewater Treatment Plant is the dominant use in this subarea. A significant proportion of parcels north of River Avenue are vacant. The privately-owned parcels in the area are industrial. The Metropolitan Plan designation for privately-owned land is commercial. Property ownership patterns have resulted in small parcel size. Existing uses in the subarea tend to be commercially oriented.

Recommendation

1. Rezone the area north of River Avenue to commercial.

2.6 Santa Clara Subareas

h. River Road/Irving



Description

This subarea contains the northernmost strip commercial zoning along River Road. There is a fully-developed commercial node at the intersection of Irving and River Road. Major east-west access through the area is via Ruby Lane, Santa Clara Avenue, and Irving Road. The intent of past zoning decisions has been to limit retail commercial development to the node at Irving and River Road. Zoning for professional office use along west River Road has been encouraged as a buffer for residential development. A 200-foot strip along both east and west River Road has been zoned for commercial use. The subarea contains two large undeveloped parcels.

Recommendations

1. Rezone small split-zone tax lots to their most intensive use.

2. Parcels south of Santa Clara Avenue and west of River Road, that are not already developed for commercial use, should be zoned for office development.

3. Designate the large southern undeveloped parcel for medium-density development.

4. Designate the westerly portion of the large parcel south of Santa Clara Avenue and west of River Road for medium-density development, with an emphasis on development of health-related facilities.

5. Maintain the viability of existing low-density residential development.

6. Designate professional office development for five parcels north of Santa Clara Avenue and west of current commercial development on west River Road.

i. River Road/Division

Description

A large percentage of this subarea is within the city limits of Eugene. These properties were rezoned for commercial use upon annexation to Eugene. The area contains the largest amount of community commercial use in Santa Clara. It is zoned for commercial and low-density use; there exist few non-conforming parcels. There is a lack of access to interior parcels. The subarea contains a mobile home park.

Recommendations

1. Develop an integrated plan, including transportation access and urban services, for the subarea.

2. Designate medium-density development for undeveloped and under-developed property west of Ross Lane and west of Lee's Trailer Park.

3. The transition from professional office use to medium-density residential use should occur in the vicinity of a line projected south from the east boundary of the Santa Clara Elementary School property.

4. Rezone parcels north of Santa Clara Square and south of Green Lane for professional office use.

j. Irving Light-Medium Industrial

Description

This subarea is mostly undeveloped. It contains an EWEB reservoir in its southeast corner. The Metropolitan Plan designation for the area is light-medium industrial. The majority of land in the area was zoned for future industrial use in 1982. Provision of urban level services will be needed before intensification of development can occur. Principle access to the site is from Irving Road.

Recommendation

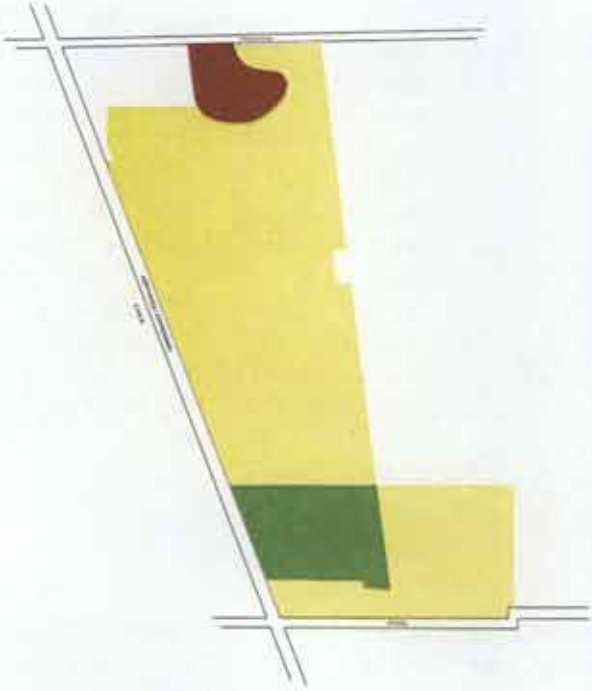
1. Use Planned Unit Development procedures to mitigate impacts on existing adjacent low-density residential development upon rezoning to industrial.

2. Only industrial developments, making unified use of ten or more acres shall be allowed in the area.

3. Consider amending the Plan designation to Special-Light Industrial.

4. Amend the Eugene City Code Special Industrial District to include mention of the industrially designated site on Irving.

k. Northwest Expressway



Description

This subarea contains the largest amount of undeveloped land in Santa Clara. The northern two-thirds of the area is zoned for agricultural use, while the southern portion is zoned low-density residential and includes a private golf course. The Metropolitan Plan designation for this area is low-density residential. The slough is the primary natural feature. Several residential streets terminate at the eastern boundary, providing good access to the site. The railroad tracks are a noise generator.

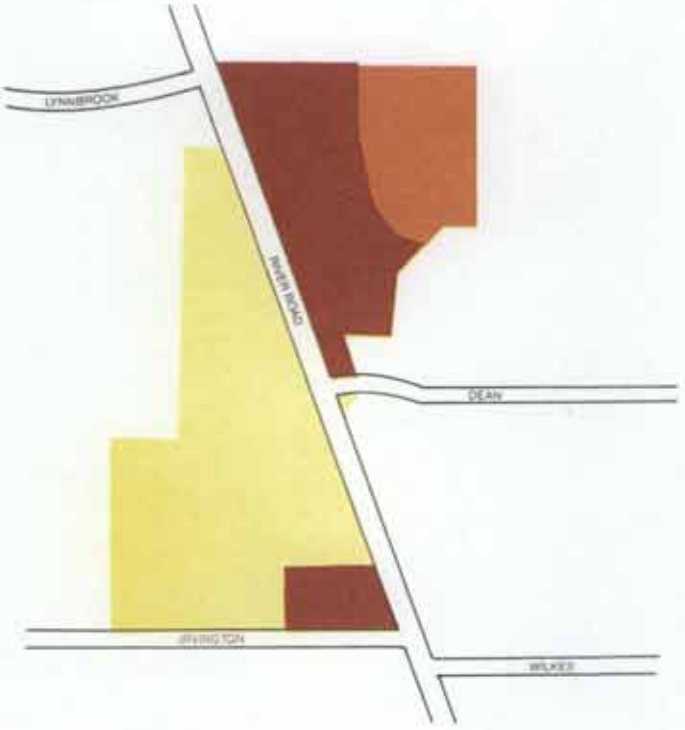
Recommendations

1. Encourage development of a two- to five-acre neighborhood commercial node west of the slough for the following reasons:

   - Arterial street access
   - Access from the Northwest Expressway at Irvington Drive
   - Large parcel size in the area
   - Metropolitan Plan assumes large population growth in this area

2. Apply site review for development of parcels fronting the Northwest Expressway and Southern Pacific Railroad.

I. River Road/Wilkes



Description

This subarea is characterized by a centrally-located commercial node. Approximately half of the area is undeveloped. It contains the northern extent of neighborhood commercial use. The commercial node properties were rezoned in 1950 and late 1960. Commercially-zoned lots west of River Road are primarily in single-family use, while east of River Road the lots are in commercial use. Property at the northwest corner of Irvington and River Road was rezoned in 1980 and has not yet been developed.

Recommendations

1. Consolidate commercial development for property south of Swain Lane and bounded by the slough on the east and Greenwood Street on the south.

2. Rezone split-zone tax lots.

3. Designate medium-density development on the easterly portion of the large undeveloped parcel north of Swain Lane.

4. Designate community commercial development on the westerly portion of the large undeveloped parcel north of Swain Lane. Only commercial developments making unified use of five or more acres shall be allowed in the area.

5. Encourage commercial development contiguous to existing commercial uses east of River Road.

6. Encourage low-density zoning for property south of Brotherton, across from River Loop #2.

7. Designate neighborhood commercial development for two acres on the northwest corner of Irvington and River Road. Only commercial developments making unified use of one or more acres and with access limited to Irvington Drive, shall be allowed in the area.

Public Facilities & Services Element

3.0 INTRODUCTION

The Public Facilities Plan is one of five elements which comprise the entire River Road-Santa Clara Urban Facilities Plan. Like the other elements (Sanitary Sewers, Land Use, Transportation, and Environmental Design), the Public Facilities Plan:

1. Was developed by a citizens group representing River Road-Santa Clara

2. Received policy guidance from an intergovernmental policy committee with representation by elected officials from all three metropolitan governments and the Metropolitan Area Plan Advisory Committee (MAPAC)

3. Was developed and should be used in the context of the Eugene-Springfield Metropolitan Plan

4. Contains policies which will serve as the basis for future public actions concerning public facilities in River Road and Santa Clara

5. Contains suggested actions which provide proposals for specific implementation strategies

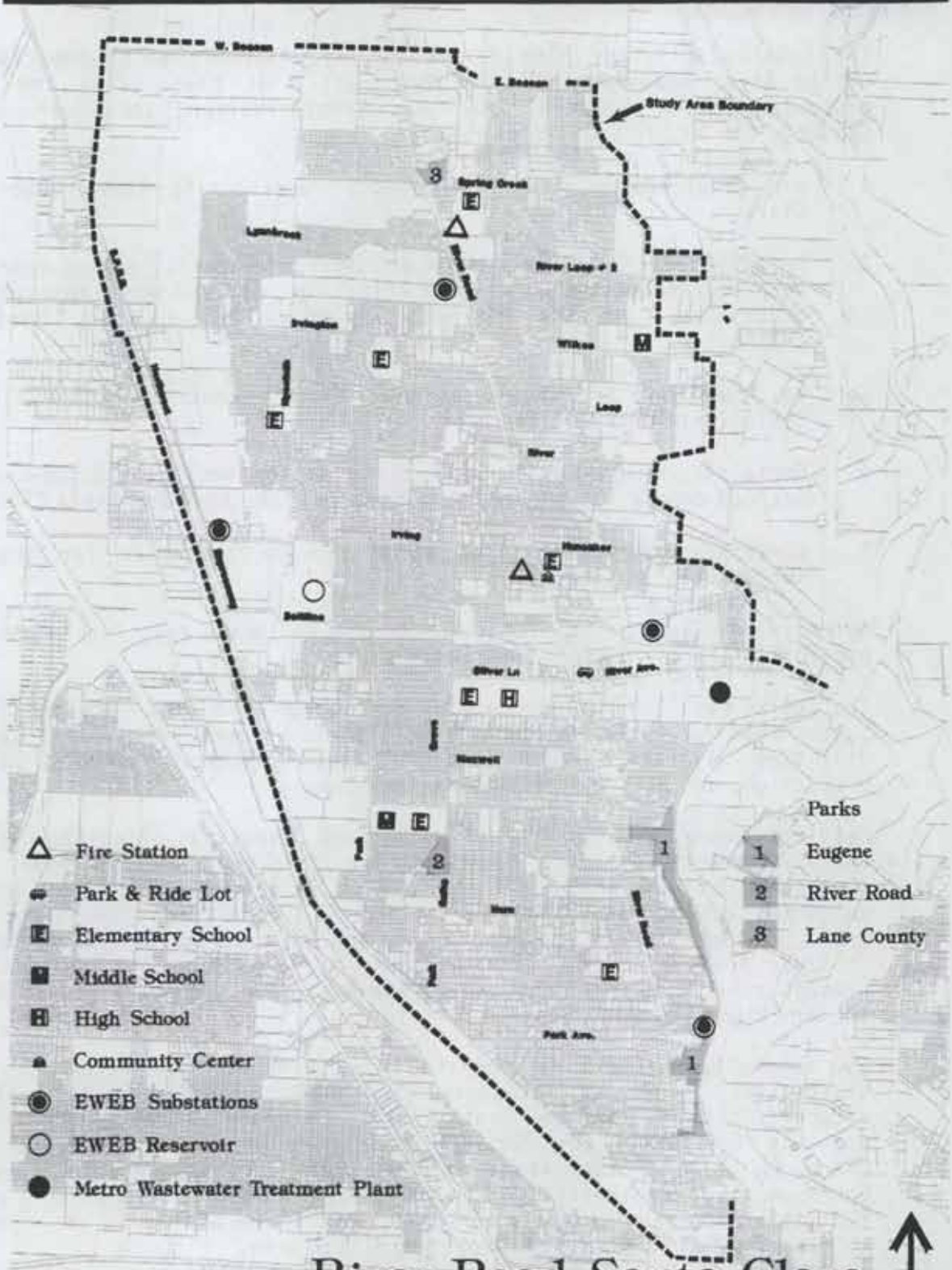
Refer to the Public Facilities Map on the following page for location of public facilities in River Road-Santa Clara.

The Public Facilities Plan contains nine components which address issues concerning the following public facilities: storm sewers, fire, public utilities, library, solid waste, street lighting, schools, police protection, and park and recreation services.

Each component contains a brief background discussion, findings based on the background, policies based on the findings, and in some cases suggested actions which reflect policy direction. The policies and suggested actions contained in the Public Facilities Element resulted from consideration of issues, goals and objectives identified by the Citizens Advisory Team. Data and other information contained in this element came from pertinent public agencies, e.g. School District 4J and the Junction City Water Control District.

The Eugene-Springfield Metropolitan Area General Plan recognizes that substantial levels of investment for public facilities have already occurred in River Road and Santa Clara. In order to capitalize on this existing investment, the General Plan envisions River Road and Santa Clara as critical components in the area's overall growth strategy. Consequently, cost-efficient construction and delivery of public facilities and services in River Road-Santa Clara will play an important role in the future growth of the metropolitan area.

Public Facilities



Sept. 1984

River Road-Santa Clara Urban Facilities Plan

3.1 STORM SEWERS/DRAINAGE

River Road/Santa Clara drainage is primarily influenced by four drainage channels and their associated watersheds. The Santa Clara area is affected by Flat Creek, Spring Creek, and the Willamette River sloughs, while the River Road Area is drained primarily by the upper Amazon and the Willamette River.

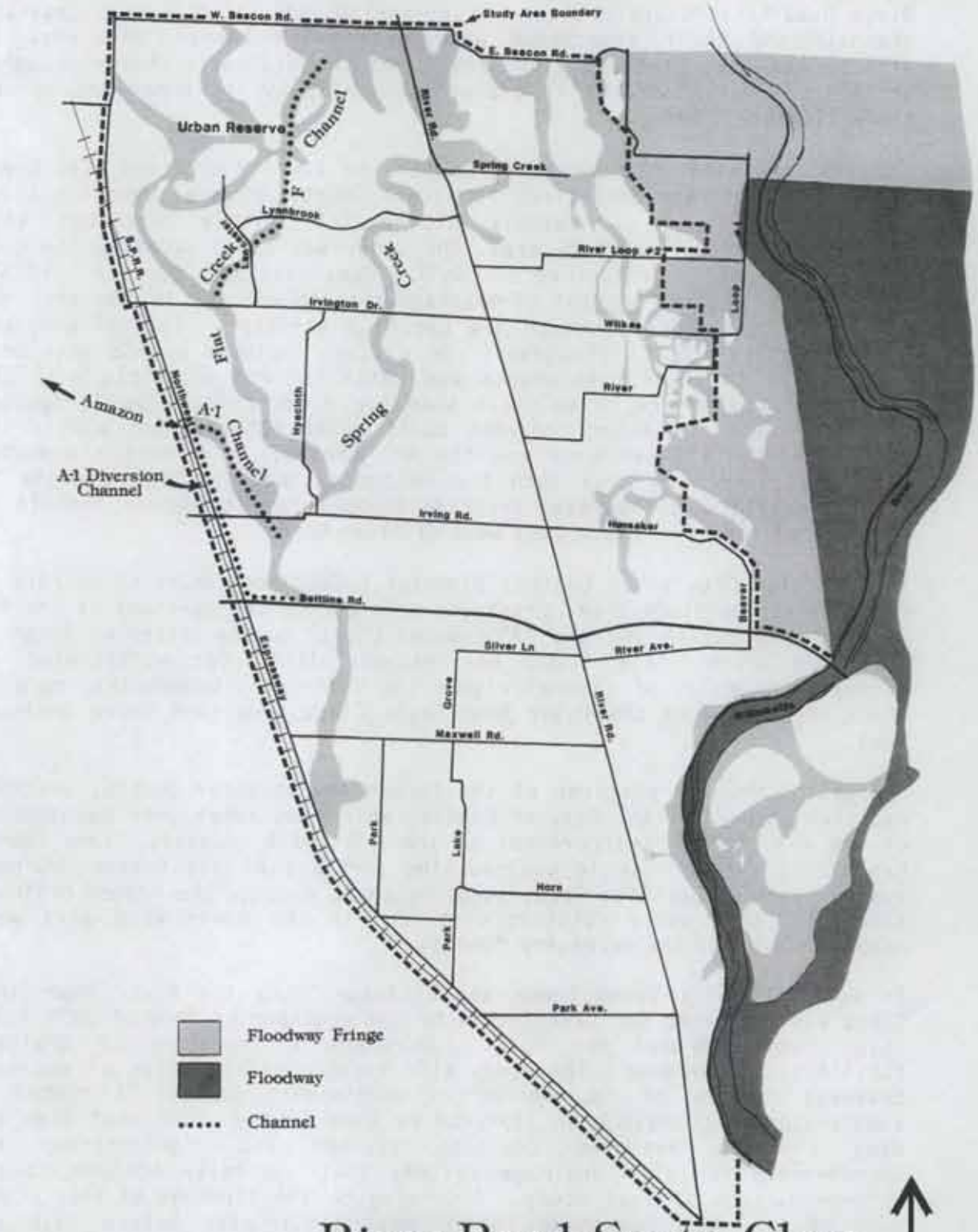
In 1965, the Watershed Work Program for the Lower Amazon and Flat Creek was prepared by representatives from Lane County, Eugene, Junction City, Benton County, and a variety of special service districts with responsibility for the study area. The study was coordinated by the U.S. Department of Agriculture's Soil Conservation Service (SCS). Construction and improvement of drainageways and ditches in the area has been funded primarily through the use of a variety of federal programs carried out by SCS. Drainageways and ditches improved by SCS have been turned over to local governments and water control districts with the proviso that they are to maintain them for flood control or irrigation purposes. The two major projects built under SCS programs within the River Road/Santa Clara area are the A-1 Channel, diverting stormwater from the River Road area into the Amazon drainage system, and the "F Ditch," providing an improved drainage channel for stormwater run-off in portions of the Santa Clara area west of River Road.

The Junction City Water Control District (JCWCD) continues to operate in portions of the study area, providing maintenance for portions of the "F" (Flat Creek) system and the "A" (Amazon Creek) system, stopping north of Irvington Drive. The JCWCD has responsibility for maintaining an estimated 60 miles of channel within the District's boundaries, much of which lies north of the River Road-Santa Clara area (see Storm Drainage Map).

Responsibility for portions of the former Amazon Water Control District has been assumed by the City of Eugene, which has taken over maintenance of the A-3 channel and portions of the A-2 and A channels. Lane County has also played a role in constructing portions of the Amazon drainage system south of Beltline Road, stepping in to provide the needed drainage facilities when other existing districts in the River Road area were unable to provide the necessary funding.

In April 1975, a Storm Sewer and Drainage Study for River Road-Santa Clara was completed for Lane County by the engineering firm of CH2M Hill. This study provided the first comprehensive inventory of drainage facilities in the area. The study also recommended a series of enclosed drainage systems be implemented as development occurs. A number of subdivision plats have been approved by Lane County since that time and have provided enclosed drainage systems and rights-of-way and improvements for open drainage systems that generally conform to the recommendations of that study. According to the findings of that study, some of the local drainage improvements constructed before 1975 are located at a higher elevation than will eventually be needed to provide adequate protection from stormwater run-off and flooding as the area develops.

Storm Drainage



August 1985

River Road-Santa Clara Urban Facilities Plan

Findings

1. Funds for construction/improvement of drainageways along Amazon and Flat Creek have been provided through the SCS, which is in the process of closing out the Amazon/Flat Creek project.

2. There is currently no comprehensive financing method for installation of storm drainage systems in the River Road-Santa Clara area, though some additional funds may be available through the SCS's Resource, Conservation and Development Program.

3. The "F" ditch recently constructed between Lassen and a point just north of Irvington Drive has been designed for a ten-year flood.

4. Portions of the Flat Creek drainageway which lie south of the recently completed "F" ditch are not improved or maintained and are extensively overgrown, with the result that their capacity is estimated to be below that needed for a ten-year flood.

5. The JCWCD spends an estimated $30,000 per year to maintain drainageways under its jurisdiction, and levies an annual tax for ditch cleaning.

6. The JCWCD has acquired right-of-way (50 to 60 feet) and maintenance strips (usually 15 feet) for maintenance of drainageways acquired and improved through the SCS.

7. There is no jurisdiction with responsibility for maintenance of many of the natural drainageways in the area.

8. While Lane County maintains roadside ditches and information on them, there is no centralized information base or inventory for other drainage facilities in the area.

9. Lane County improved portions of the A-1 channel extending from Emerald Park west into the adjacent subdivisions and north to Beltline Road, but capacity of the drainageway has been reduced due to the lack of maintenance.

10. For portions of the "F" system located south of Irvington (and thus outside of the JCWCD), Lane County has required right-of-way for drainageways as part of approved subdivision plats.

11. Open storm drainage systems located within developed residential subdivisions have proven to be difficult to maintain, and in some cases no longer function, in part due to their use as disposal areas for brush, grass, and other materials from adjacent development.

12. Some portions of the Willamette Sloughs in east Santa Clara have been filled in through activities of adjacent sand and gravel operations.

13. The source for Spring Creek has been blocked.

14. Enclosed drainage systems constructed prior to 1975 have been developed at insufficient depth and drain into natural ditches. Because of their depth, it will be difficult to connect them with planned future drainage improvements and they will be inadequate to handle anticipated runoff from future development.

Policies

1. If annexation or incorporation occurs affecting the JCWCD, those areas inside the City shall be withdrawn from the JCWCD and responsibility for maintenance of the affected drainageways shall be assumed by the appropriate city.

2. If a large annexation in the River Road-Santa Clara area occurs, enclosed storm drains shall be eventually installed to replace roadside ditches.

3. As annexation or incorporation occurs, a comprehensive drainage plan for the area shall be developed in cooperation with Lane County and other appropriate agencies.

   a. Identify and implement means of improving maintenance of existing drainage systems serving the area, recognizing that without maintenance the existing system will become inadequate.

   b. Identify those portions of the open storm drainageways which can be retained and those which should be eliminated and provide sufficient right-of-way or easements for their continued maintenance.

   c. Where needed, require new development to provide enclosed storm drainage systems to supplement the existing drainageways.

   d. Develop a funding mechanism to address needed drainage improvements before significant additional development can take place.

   e. Examine policy and engineering alternatives to provide the most cost-effective storm drainage system for the area.

   f. Inventory those portions of the natural drainage system that have been filled in or blocked and identify means and associated costs of reopening them.

   g. Provide a comprehensive inventory of dedicated rights-of-way, existing enclosed systems, improved open drainageways, and unimproved portions of the drainage system.

4. Responsibility for maintenance of natural drainageways outside the study area shall be delegated to the appropriate jurisdiction following completion of the master drainage plan for the study area.

5. In the event of incorporation or annexation, an agreement for transition of maintenance responsibility between Lane County and the appropriate city will be needed.

6. In the event of incorporation or annexation, the responsible general purpose government shall:

   a. Adopt ordinances prohibiting dumping in open drainage channels.

   b. Provide for maintenance of major drainage channels.

3.2 FIRE

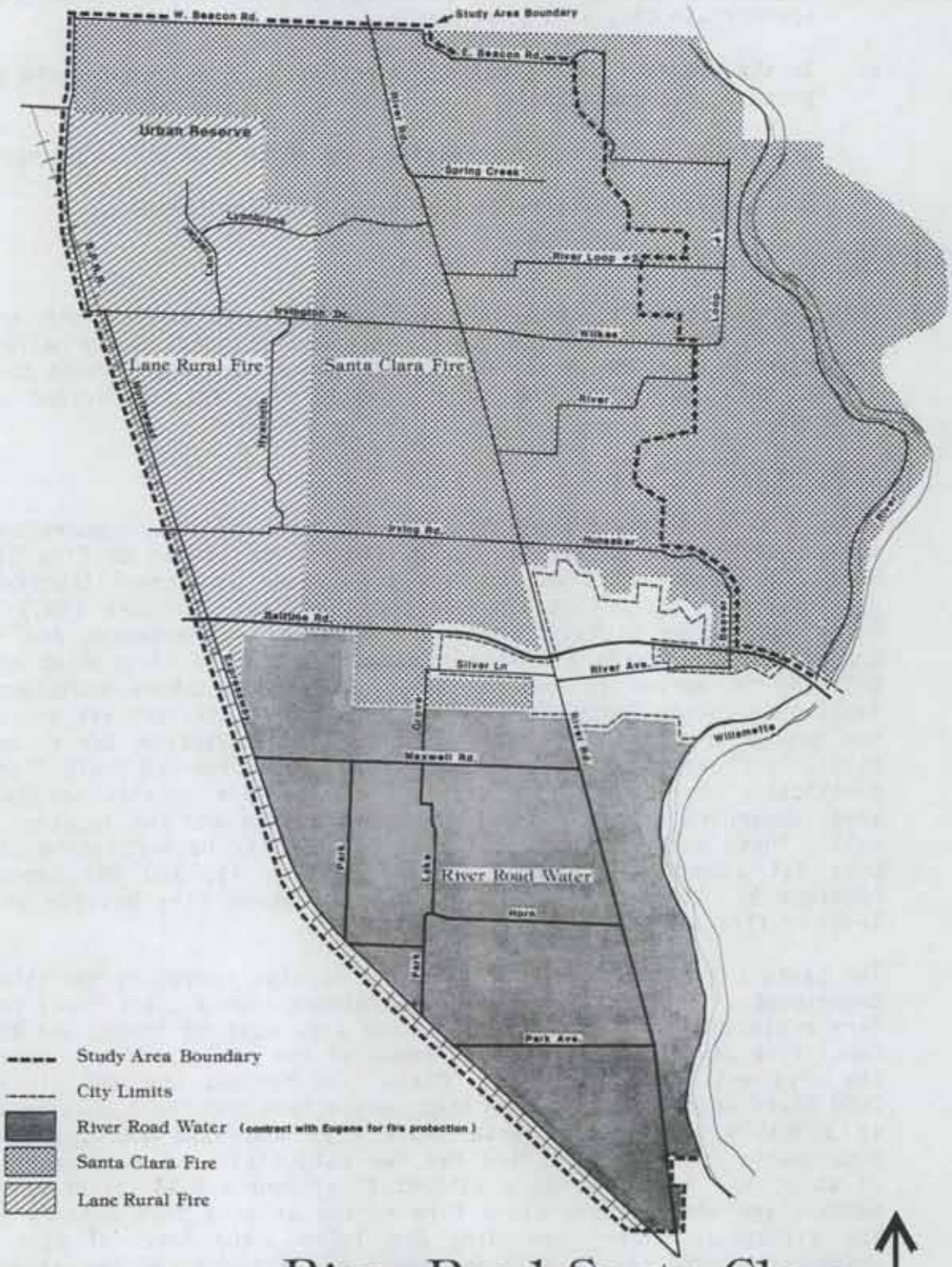
This section includes data on existing fire and life safety services which are provided to the area, existing policies which affect the provision of those services, and some of the major issues which currently affect this subject. The major conclusions are summarized in the findings.

Existing Facilities

Three fire departments presently provide fire and life support services to the River Road-Santa Clara plan study area (refer to Fire District Map). The Eugene Fire and Emergency Services Department (Eugene Fire) provides fire protection and emergency medical services (EMS) to the River Road Water District under a contractual arrangement and to all properties inside the Eugene city limits. Most of River Road south of Beltline is served by Eugene Fire. It also provides additional EMS facilities to the Santa Clara area. Dispatching services are provided to the entire area by the Eugene Public Safety Dispatch Center and are partially financed by the Lane Rural Fire Protection and Santa Clara Fire districts. Four Eugene fire stations can provide service to the study area, depending on the type of equipment needed and the location of the call. These stations are located at Eugene City Hall (Station 1), 1045 West 1st (Station 2), 4664 Barger (Station 7), and 697 Goodpasture (Station 9). The staff and equipment of Eugene Fire provide an urban level of fire and life safety services.

The Santa Clara area north of Beltline is also served by two other fire departments. The Santa Clara Fire Department (Santa Clara Fire) provides fire protection and EMS support to the area east of Stark, and the Lane Rural Fire District #1 (Lane RFD) provides the same types of services to the area west of Stark. Santa Clara Fire has two stations, located at 2600 River Road and 3939 River Road, while Lane RFD has a station located at 29999 Hallett. Both Santa Clara Fire and Lane RFD are volunteer departments. Santa Clara Fire has two paid staff and a volunteer force of about 30. Lane RFD has a paid staff of four and 24 volunteers in the Santa Clara area. Santa Clara Fire serves an area that extends east to the Willamette River, including Big Island, and north of east Beacon Drive. Lane RFD serves a large amount of land outside the study area, stretching north to Junction City and west to the Coast Range. The staff, volunteers, and equipment of Santa Clara Fire and Lane RFD presently provide a level of service which is adequate to meet area needs.

Fire Districts



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River Road-Santa Clara Urban Facilities Plan

Insurance companies assign a numerical rating to areas based upon the estimated quality of their fire protection service and facilities. Large cities with excellent fire hydrant systems, specialized equipment and numerous fire stations can receive a rating of 1, which is the highest. Areas with no organized fire protection service of any kind receive a rating of 10, which is the lowest. The areas served by Eugene Fire have a 3 rating, with Lane RFD having a 4 rating and Santa Clara Fire having a 5 rating for most of its service area inside the study area. Properties in the planning area that do not have fire hydrant service are rated 8.

All departments provide EMS facilities to the area, with two levels of service available--basic and advanced life support. Examples of basic life support activities include CPR and general first aid. Advanced life support activities include administering medication and providing heart attack-related care. Eugene Fire provides the full range of EMS facilities to its service area. Santa Clara Fire and Lane RFD provide basic life support services and heart attack care through trained volunteers. User fees substantially offset costs incurred by public agencies for EMS. Other forms of advanced life support services are provided to the Santa Clara area by Eugene Fire.

Existing Contracts

A number of cooperative agreements presently exist between the area's fire departments. Santa Clara Fire and Lane RFD have an automatic aid agreement which insures that either department will assist the other if needed. These mutual response agreements allow both districts to augment their existing staffing and equipment configurations. Eugene Fire has entered into a contract with Santa Clara Fire and Lane RFP to provide for an orderly transition of service responsibilities to annexed properties. This agreement specifies that Eugene will pay Santa Clara Fire and Lane RFD their regular assessment or the fire protection rate charged to outlying districts, whichever is smaller, after property in their service areas are annexed to Eugene. In return, these departments will continue to provide fire protection service to these annexed properties. If either party gives notice of intent to terminate the agreement, the contract will remain in force for five more years. All fire departments have obligations under the agreement relating to such issues as adequate staffing. If these obligations are not fulfilled, the department has 30 days to correct the problem before the agreement is terminated.

Issues And Concerns

This section will summarize the major issues concerning fire and life safety that currently exist in the River Road-Santa Clara area.

1. Fire Station Location

   Both Lane RFD and Eugene Fire have no fire stations in the plan area. Two actions would improve this situation. Eugene Fire Station 9, on Goodpasture Road, can only reach the area by going on Beltline. The Owosso Bridge, across the Willamette River, was designed to provide direct access to the River Road area from this station. The access to this bridge, on both ends, is complete and

emergency apparatus can use it. Eugene Fire has also considered the possibility of moving Station 2 (on West 1st) to the River Road area when a fairly large amount of land has been annexed to Eugene. The new station would most likely be located in the River Road area on a major street, but no firm site-specific plans have been made at present.

2. Volunteer Firefighters

Both Lane RFD and Santa Clara Fire have expressed concerns regarding their long-term use of volunteer firefighters and EMS staff. Lane RFD will examine the possibility of adding additional paid staff as annexations reduce its potential area from which to draw volunteers. Santa Clara Fire presently has about a 25 percent volunteer shortage caused by annexations in its service area and uncertainty regarding long-term servicing responsibility.

3. Transfer of Services

All fire departments have had discussions regarding current or potential transfers of service areas. Lane RFD and Santa Clara Fire held a number of meetings, beginning in mid-1982, to discuss the possibility of consolidating a number of services, such as maintenance. These talks stopped in 1983 as the proposed incorporation of Santa Clara and other urban transition issues created too much uncertainty to warrant the expense of time and effort. Eugene Fire has had informal discussions with Santa Clara Fire on its long-term status as a volunteer department.

4. Impacts of Annexation or Incorporation on Santa Clara Area Fire Districts

Santa Clara Fire and Lane RFD would be affected by annexations if the City of Eugene chooses to assume servicing responsibility for annexed areas, as discussed in the "Existing Policies" section. They would be affected by incorporation if the new City Council and city voters approved a withdrawal from their boundaries. Both districts would continue to exist after annexation or incorporation unless they decided to dissolve.

If either District's service boundaries were reduced, fewer properties would be assessed for operating and long-term costs, thereby requiring an increase in tax rates. Neither District is obligated to transfer property or divide assets if boundaries change, unless compensation is made. State law specifies that the assets of rural fire districts cannot be divided if the remaining portion of the District receives a less favorable fire insurance rating (refer to Appendix "A" for additional information on this subject).

5. Service to Areas Outside the Plan Area

Lane RFD and Santa Clara Fire provide fire protection and EMS facilities to a substantial amount of land outside the study area. Lane RFD serves industrial and commercial property along Prairie Road, which provides an adequate amount of assessments to the District. Santa Clara Fire serves land outside the urban growth boundary (UGB) which is in agricultural and rural residential use. The assessments on this land would probably not be adequate to maintain fire protection service if Eugene Fire or a new city began providing fire protection to parcels inside the UGB. If this occurs, the possibility of Lane RFD or Eugene Fire assuming responsibility for this area would be examined.

Findings

1. The River Road-Santa Clara plan area is served by Eugene and Santa Clara Fire and Lane RFD. Santa Clara Fire is the only one that has fire stations in the area. Lane RFD has a station just west of the plan area.

2. The long-term viability of complete volunteer staffing for the Lane RFD and Santa Clara Fire may be questionable.

3. All fire departments which serve the area have personnel and equipment which are adequate to meet present fire and life safety needs. Eugene Fire provides a higher level of service, as measured by the fire insurance rating and level of EMS facilities.

4. Lane RFD and Santa Clara Fire have contracts with the City of Eugene that provide for an orderly transition of service responsibility and funding as property is annexed.

5. The annexation or incorporation of Lane RFD or Santa Clara Fire territory within the Plan area would not require the Districts to divide property or transfer assets to a city. However, if a District dissolved its property and assets could be divided, no change in fire insurance ratings would result.

6. Annexation or incorporation will result in either no change to fire districts or smaller service areas with higher district tax rates.

Policies

1. As annexation occurs, Eugene shall provide for a level of fire and emergency services comparable to that received in the remainder of the city.

2. Land development patterns in the area shall accommodate the provision of fire and emergency services.

3. As annexations or incorporation occur in the area, maintain or enhance present response times and levels of service to non-annexed areas.

4. Area residents are concerned about maintaining fire protection to areas outside the study boundary. Service providers shall monitor the level of service provided to all areas.

Suggested Actions

1.1 Monitor the ability of all fire and emergency service providers to provide adequate service to annexed or incorporated areas.

1.2 As annexations occur in the area, the City of Eugene should begin examining potential sites for a fire station in the area south of Beltline.

2.1 In reviewing development requests, insure that adequate water facilities are available to provide fire protection.

2.2 Street layouts in new developments should facilitate emergency vehicle access, taking into account other transportation design considerations.

3.3 PUBLIC UTILITIES

Discussion of electrical and water distribution service is contained within this section. Other utilities, such as natural gas and telephone service, are not discussed because the companies delivering the services are private corporations. Three public bodies are involved in distribution of water and electricity in the River Road-Santa Clara area: 1) the Eugene Water and Electric Board (EWEB), 2) the River Road Water District, and 3) the Santa Clara Water District.

Electrical Service

Most of the River Road-Santa Clara area is within the service boundary of EWEB. This is one of a few areas in the metropolitan region where EWEB provides electrical service beyond Eugene's city limits. A small portion of northern Santa Clara is served by the Emerald People's Utility District (EPUD).

Four EWEB substations are located in the River Road-Santa Clara area: Prairie, Spring Creek, Santa Clara, and River Road. Only residential distribution facilities are located in the EPUD service area.

Water Service

The Santa Clara Water District and the River Road Water District, both operating as special purpose governments, provide water service in River Road-Santa Clara.

The Santa Clara Water District formed in 1956. Portions of the boundaries of the Santa Clara Water District: 1) extend outside the urban growth boundary, and 2) are near the Willamette River. The Santa Clara Water District currently contracts for all functions, e.g., water, distribution, administration, and street light maintenance with EWEB.

The River Road Water District was created in 1941. This District provides water service, street lighting, and fire protection to the River Road area. The District purchases water from EWEB but retains its own employees for billing and maintenance activities. The District owns its own street lights and contracts with EWEB for its maintenance.

EWEB sells water to this District. The District, in turn, distributes the water through its own system. The District also provides fire protection through a contract with the City of Eugene. Finally, the District, through a contract with EWEB, provides street lighting on selected streets within its service area. The River Road Water District is currently negotiating with EWEB to assume an operational role similar to that performed for the Santa Clara Water District.

Overall, the existence of River Road and Santa Clara Water Districts is addressed by Policy 5, page III-G-5, of the Metropolitan Plan, which calls for reduction in the number of existing special service districts. The incorporation of a new city would cause the extinguishment of the two special purpose districts. Consequently, the existing contracts between EWEB and the Districts for water supply/distribution would become void (one party to the contracts would no longer exist), and the responsibility for new contracts or other arrangements for water supply and distribution would shift to the new jurisdiction. If the entire area is annexed to Eugene, the water districts would extinguish and the responsibility for water supply and distribution would transfer to EWEB.

Findings

1. EWEB provides a majority of the electrical service to the River Road-Santa Clara area, with only a small portion of the area served by EPUD.

2. There are four EWEB substations located in River Road-Santa Clara.

3. EWEB has been providing services to the River Road-Santa Clara area since the River Road Water District was formed in 1941.

4. EWEB has provided water supply and storage for the River Road Water District.

5. In the Santa Clara area, EWEB has provided all water supply, storage, distribution, maintenance, and billing services for the Santa Clara Water District.

6. The acknowledged Metropolitan Plan calls for the reduction in the number of special service districts operating within the metropolitan area.

7. In the event of the incorporation of a new city and withdrawal of territory from the existing water districts, contracts between the affected water districts and EWEB would be void and responsibility for new contracts or other arrangements for water supply would shift to the new jurisdiction.

8. If the entire area is annexed, the existing water districts would be extinguished or their territory withdrawn, and responsibility for water supply/distribution would transfer to EWEB.

Policies

1. In accordance with the acknowledged Metropolitan Plan, special purpose water districts within the urban growth boundary ultimately shall be extinguished.

2. EWEB shall continue to provide electrical service to its existing service area unless a newly-incorporated city, working through the Public Utility Commission, obtains service from another utility.

3. In the event of incorporation of a new city, the new jurisdiction shall be responsible for ensuring uninterrupted delivery of water to the newly incorporated area.

3.4 LIBRARY SERVICE

Existing library service to the River Road-Santa Clara area is provided: 1) by direct service from the Lane County bookmobile, and 2) through access to the City of Eugene Library.

These library resources are made possible, in part, through a countywide library service levy first introduced in 1976. In a spring election in 1984, county voters reaffirmed their support for this service with the passage of the library serial levy for the next three years, with revenues to approximate $1,530,000.

For Fiscal Year 1985-86, the distribution of funds will cover: 1) election costs, 2) Council of Librarians activities, 3) Lane County bookmobile services, and 4) library services provided by the seven incorporated cities and districts with public libraries. Distribution to cities and districts is based on the share of the levy paid by their residents. In Fiscal Year 1985-86, the City of Eugene received 40.89 percent of the levy remaining after election and council costs were paid.

Areas not located within a city or district with library services are served by the Lane County bookmobile. Revenues for this service come from serial levy taxes paid by residents outside the seven incorporated cities and districts with public libraries. The Lane County bookmobile serves the River Road-Santa Clara area every other Saturday:

For River Road, 9:30 to 11:30 a.m., at the corner of River Road and Howard.

For Santa Clara, Noon to 4 p.m., at the corner of River Road and Irving.

The bookmobile contains a mobile inventory of 4,000 books. Lane County Library Services maintains a total inventory of 18,000 books that are available to bookmobile patrons. Currently, 20 percent of the bookmobile's patrons come from the River Road-Santa Clara area.

Service to the area from the City of Eugene Library occurs in two ways: 1) the bookmobile service draws on other libraries, including Eugene's, through interlibrary loans for additional volumes requested by bookmobile patrons; and 2) River Road-Santa Clara residents can obtain a non-city resident library card for a user fee of $35 per year or $20 per six months for either a family or an individual.

The City of Eugene Library maintains an inventory of approximately 240,000 volumes. The library currently provides an estimated 2,000 library cards to River Road-Santa Clara residents. These cards are family cards, resulting in an estimated 4,600 users from the River Road-Santa Clara area, compared with 30,000 cards issued to Eugene residents. Eugene also operates a bookmobile service to areas within the City, a service which could be extended to the River Road/Santa Clara area if the area decides to annex to Eugene.

Future Library Services

Libraries are identified in the adopted Metropolitan Area General Plan as one of the services which shall be provided to urban areas within limitations imposed by demonstrated need and budgetary priorities. Two surveys were conducted during 1984 by the Lane County Library Services to determine residents' needs and preferences for library services. They consisted of a survey of bookmobile patrons and a random sample survey of registered voters in Lane County.

In the patron survey, River Road-Santa Clara expressed a preference for a countywide library card. The only other area to choose this option rather than the existing bookmobile service was the Bailey Hill area. This preference reflects the suburban orientation of patrons in these areas and their use of the existing services of the City of Eugene Library. An additional 17 percent of River Road-Santa Clara patrons expressed a preference for a branch library in their area, while the preference expressed by patrons surveyed countywide was the existing service provided by their libraries and the Lane County bookmobile.

River Road-Santa Clara residents would be extended full use of the City of Eugene Public Library upon annexation and full or partial refund of the non-city user fees would be considered. In addition, Eugene would extend its bookmobile service to sites currently served by the Lane County bookmobile.

Findings

1. River Road-Santa Clara residents are currently served by the Lane County bookmobile and constitute 20 percent of the bookmobile patrons.

2. Nearly 20 percent of River Road-Santa Clara residents also make use of the City of Eugene Public Library by paying non-resident user fees.

3. River Road-Santa Clara residents will have full use of the City of Eugene Public Library upon annexation and may receive full or partial refund of current non-resident user fees.

4. Bookmobile service provided by the Eugene Public Library would be extended to the River Road-Santa Clara area upon annexation to cover service formerly provided by the Lane County bookmobile.

5. In the event of incorporation, Lane County Library Services would continue its current level of service to the River Road-Santa Clara area.

Policies

1. As annexation occurs, Eugene shall immediately make available library service equal to that received by the remainder of the city.

2. Any new city formed in the area shall provide a level of library service equal to or better than currently provided to the area through the Lane County bookmobile.

3.5 SOLID WASTE SERVICE

The River Road-Santa Clara area receives solid waste collection service through private contractors. In addition, residents/property owners can make use of the 12 Lane County solid waste transfer sites and six sanitary landfills. However, the Glenwood transfer site, located at 3100 East 17th in Eugene, is closest to the area and is used by the majority of River Road-Santa Clara residents and property owners. Because of required travel distance (about ten miles), the Glenwood site can be inconvenient for area residents. The next closest solid waste site is located at Franklin, which is about 12 miles to the northwest in the Cheshire area.

The State Environmental Quality Commission (EQC) and the Environmental Protection Agency (EPA) have identified the metropolitan area as an Air Quality Maintenance Area (AQMA), an area which has the potential for being in non-compliance with air quality standards. For instance, the metropolitan area is in non-attainment for federal standards regarding particulate matter, and open burning contributes particulate matter to the airshed. While the City of Eugene prohibits outdoor burning, it is presently permitted in the River Road-Santa Clara area on a limited basis. Burning is permitted during a certain period of the year and, within that period, "burn days" (days within the burn period which meet certain standards) are designated by the Lane Regional Air Pollution Authority (L-RAPA) and EQC. However, materials which emit high levels of smoke as a result of burning are prohibited from disposal by this method. Only yard trimmings can be disposed of by this method.

Outdoor residential burning is controlled in the area through a permit system. Permits are issued through the agency that provides fire protection to the area, which can be either the Eugene Fire and Emergency Services Department, the Santa Clara Rural Fire Department, or the Lane Rural Fire Protection District.

Commercial and industrial burns are prohibited, while agricultural burning is controlled by another set of State Department of Environmental Quality (DEQ) regulations.

Disposal of certain types of refuse, e.g., leaves, could be handled through alternatives to burning, such as composting or public leaf pick-up programs like those currently in use in the City of Eugene.

The combination of private refuse collection, public solid waste disposal sites, and the ability to burn certain types of refuse (tree trimmings, brush, etc.) provides a highly flexible system of solid waste disposal for the River Road-Santa Clara area.

Findings

1. The River Road-Santa Clara area has the ability to dispose of solid waste through refuse collectors, use of public solid waste transfer sites, and burning (allowed by permits) of certain types of materials.

2. There is no current plan to provide a solid waste transfer station in the western portion of the metropolitan area.

3. The Glenwood Solid Waste Transfer Site is closest to the River Road-Santa Clara area.

4. The Eugene-Springfield metropolitan area is designated as an Air Quality Maintenance Area (AQMA) by the Environmental Quality Commission (EQC).

5. In response to air quality problems in the metropolitan area, the City of Eugene bans outdoor burning of refuse.

6. Outdoor burning of certain types of materials in River Road-Santa Clara is allowed through a permit system.

7. In River Road-Santa Clara, outdoor burning is an important means of disposal for materials such as brush and tree trimmings.

8. In order to maintain and improve air quality standards, the Lane Regional Air Pollution Authority indicates that a prohibition of outdoor burning should be applied in the River Road-Santa Clara area as soon as possible.

Policies

1. If a transfer site in the western portion of the metropolitan area is desired, a cost-benefit analysis shall be conducted to determine its effectiveness before any siting plans are considered.

2. If a major annexation of River Road-Santa Clara to the City of Eugene occurs, a "phase-in" of outdoor burning prohibitions shall occur.

3. Upon annexation, the City of Eugene shall phase-in a leaf pick-up program and chipper service in River Road-Santa Clara.

4. In the event of an incorporation, the new jurisdiction shall consider developing outdoor burning prohibitions and a leaf pick-up program and chipper service.

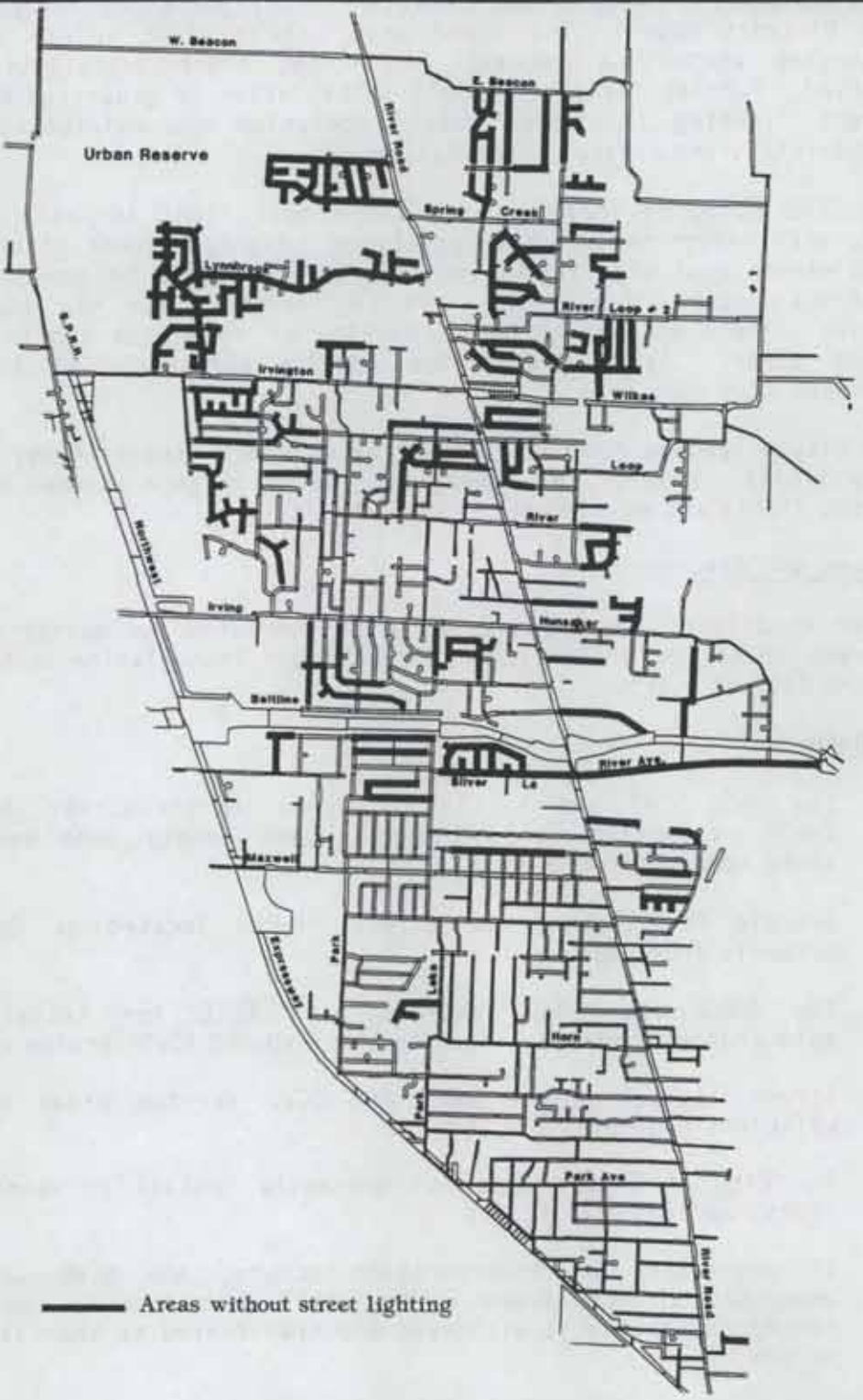
3.6 STREET LIGHTING

The street lights in the River Road-Santa Clara area are owned by the River Road Water District (RRWD) and the Santa Clara Water District (SCWD), respectively. Both Water Districts contract with EWEB for installation and maintenance of street lights in their respective service areas. Lane County and the City of Eugene own and maintain street lights related to major arterials within their respective jurisdictions. The River Road Park and Recreation District leases the area lights located in Emerald Park from EWEB. EWEB provides maintenance in exchange for the lease fee. Refer to the map on the following page for a general distribution of street lights in River Road-Santa Clara. The street lights in the River Road-Santa Clara area were converted to energy-efficient high pressure sodium by EWEB during FY 1982-83 at the request of the two Water Districts. The conversion was made as part of a Bonneville Power Administration grant.

Within the City of Eugene, the policy for installing new street lights is based on safety considerations and available funding. Installation of street lights is funded in the City's operating budget from general fund revenues. Priority areas for street light installation are identified through various methods. Neighborhood groups, Public Works Department staff, and individuals can initiate requests for installation of new lighting. After a request for new street lighting is received, a study is made of the area to determine need and set priorities. The study includes such issues as identification of properties affected by the proposed lighting, identification of existing lighting in the area, and determination of the availability of power sources and poles to support the lights. Lighting priorities are determined primarily by traffic safety issues. Locations with a high potential for traffic conflicts or streets with high volumes of traffic would have high traffic safety priority. Normally, these conditions would be found at street intersections or on arterials. Areas with high nighttime pedestrian use also have a high priority. Additionally, areas with a high crime rate are given some priority preference. Lighting installations in new subdivisions are usually delayed until the development is substantially completed. Lighting requests are kept on file, and this information is used to develop street lighting projects.

When funding for street light projects becomes available, lighting requests are included in the project in the order of priority established by the lighting studies. A letter is sent to each property owner affected by a proposed lighting installation. If any property owner objects to the proposed street light, further contact is made by City staff to propose alternatives or possible alterations. If there is opposition to the installation and there are no serious traffic safety issues involved, the City may choose not to install the light.

Street Lighting



Areas without street lighting

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The RRWD Board reviews requests for street light installation that they receive through neighborhood petitions. All petitions are considered by the District Board. The Board uses only traffic safety criteria to determine whether a request for street light installation will be granted. Funding for street light installation is generated by levying a street lighting fee which covers operation and maintenance, cost of electricity, and capital installation.

The SCWD Board reviews requests for street light installation that it receives through neighborhood petitions. Eighty percent of the residents on a street must sign a petition in order for it to be considered by the District Board. Very rarely are any requests for new street lights denied. There appears to be no backlog of requested lights. The SCWD funds street light installation with a percentage of the revenues received from user fees.

The City of Eugene does not install or maintain street lights outside its city limits. However, as annexations occur, Eugene assumes ownership of street lights and maintenance responsibility.

Issues and Concerns

River Road-Santa Clara residents are interested in maintaining SCWD's current policy on prioritizing street light installation upon annexation to the City of Eugene.

Findings

1. The RRWD, SCWD, and the City of Eugene own the street lights within their respective jurisdictions. Lane County owns street lights along some major arterials.

2. Emerald Park leases the street lights located on Emerald Park property from EWEB.

3. The RRWD and SCWD contract with EWEB for installation and maintenance of street lights in the RRWD and SCWD service areas.

4. Street lights in the RRWD and SCWD service areas are energy-efficient high-pressure sodium.

5. The City of Eugene does not presently install or maintain street lights outside city limits.

6. If annexation or incorporation occurs, the SCWD would retain ownership of its street lights until such time as the annexed or incorporated area is withdrawn and transferred to the City of Eugene or the new city.

Policies

1. Any new city formed in the area shall provide a level of street light installation and maintenance equal to or better than currently provided to the area through EWEB.

3.7 SCHOOLS

The study area includes portions of three school districts: Eugene 4J, Bethel-Danebo 52, and Junction City 69. The Eugene School District contains the largest area and consequently the most students. Located within the Eugene District are the following schools: Elementary--Awbrey Park, Spring Creek, Santa Clara, Howard, and River Road; Middle School--Kelly and Madison; and Senior High--North Eugene. Silver Lea Elementary School was closed in 1983 due to low enrollment, and is still owned by the District. Within the Bethel-Danebo District, Irving Elementary School serves students from within the study area and as far away as Alvadore. Students from the study area are bussed to Shasta Middle School or Cascade Middle School, and to Willamette High School. The Junction City School District serves a small area south of Beacon Drive, generally between River Road and Prairie Road. Students from that area are bussed to Junction City. Presently, there are no students from the area attending Junction City schools. Refer to the School District Map for District boundaries and school locations.

Attendance

Within the study area, approximately 4200 students attend Eugene 4J Schools. Irving Elementary School currently has about 246 students, many of whom are bussed to the school from outside the study area.

The recent trend for Eugene District 4J as a whole has been one of steady decline in overall enrollment. It is expected that this trend will continue in the near future. A reversal of the trend is expected during school year 1988-89. Including Silver Lea School, District 4J elementary schools within the study area are currently operating at a 58 percent occupancy rate. The middle schools and senior high school have an occupancy rate of 66 and 69 percent, respectively. The schools have a capacity for about 6500 students. Certainly, sufficient space is available for increased enrollment. Besides the unused Silver Lea School, the District does own a parcel on the north side of Wilkes Drive which would be available for possible expansion.

Bethel-Danebo District 52 expects a steady increase of students at Irving Elementary School. With a capacity of 290, it has additional space available for the near future. Shasta Middle School has a capacity of about 500 students and has a current enrollment of 461. Willamette High School has a capacity of 1500 and a current enrollment of 911. All districts adjust attendance boundaries in order to balance attendance, depending on vacancies of various schools.

In addition to serving the educational needs of the community, schools and school grounds also provide facilities for recreational and other educational opportunities. For example, School District 4J permits youth sport groups to utilize its playgrounds and gymnasiums for soccer, volleyball, and basketball leagues. Community schools are currently located in Madison and Kelly Middle Schools for child and adult evening classes. The schools are cooperative, interagency facilities, with costs shared by various groups. In the City of Eugene, the City helps defray some of the costs. Next year, Awbrey Park School is scheduled for a

community school. These accommodations appear to add to the overall identity of neighborhoods and aid in improving the quality of life for local residents, especially in light of the lack of park land in the Santa Clara area.

Location Characteristics and Safety

Within District 4J, attendance areas for all schools cross River Road. Santa Clara Elementary is located on River Road adjacent to a commercial area. Otherwise, all other schools are located in residential areas. Crossing River Road creates hazards for students and the traveling public. Also, Beltline Road creates a physical barrier to north-south movements. District 4J indicates no auto-pedestrian accidents in the recent past. The District does not provide street crossing guards, but parents of Awbrey Park students are voluntarily providing that service at the intersection of River Road and Spring Creek Drive. Other concerns and hazards are created by a variety of situations, such as lack of observance of traffic laws, substandard street and sidewalk improvements, and lack of public safety enforcement. Areas of concern include the intersections of Grove and Maxwell Streets, River Road and Wilkes, River Road and Hunsaker, and River Road and Hilliard Street.

District Boundaries

As noted above, the area is served by three school districts (see map), and students attend schools both within and outside the study area. For land use and servicing purposes, the study area has been viewed as a relatively cohesive area. Policy #1, page III-G-5, of the Metropolitan Plan, encourages the adjustment of district boundaries where a single, otherwise internally cohesive area is divided into more than one school district. Certain economies can no doubt be achieved by adjusting District boundaries, and dialogue between districts should be encouraged. Realignment of school district boundaries is the responsibility of the Educational Service District and would only occur if affected districts approved. School district boundaries do not appear to be affected by other municipal service decisions. School districts can and do operate independent of municipal governments.

Findings

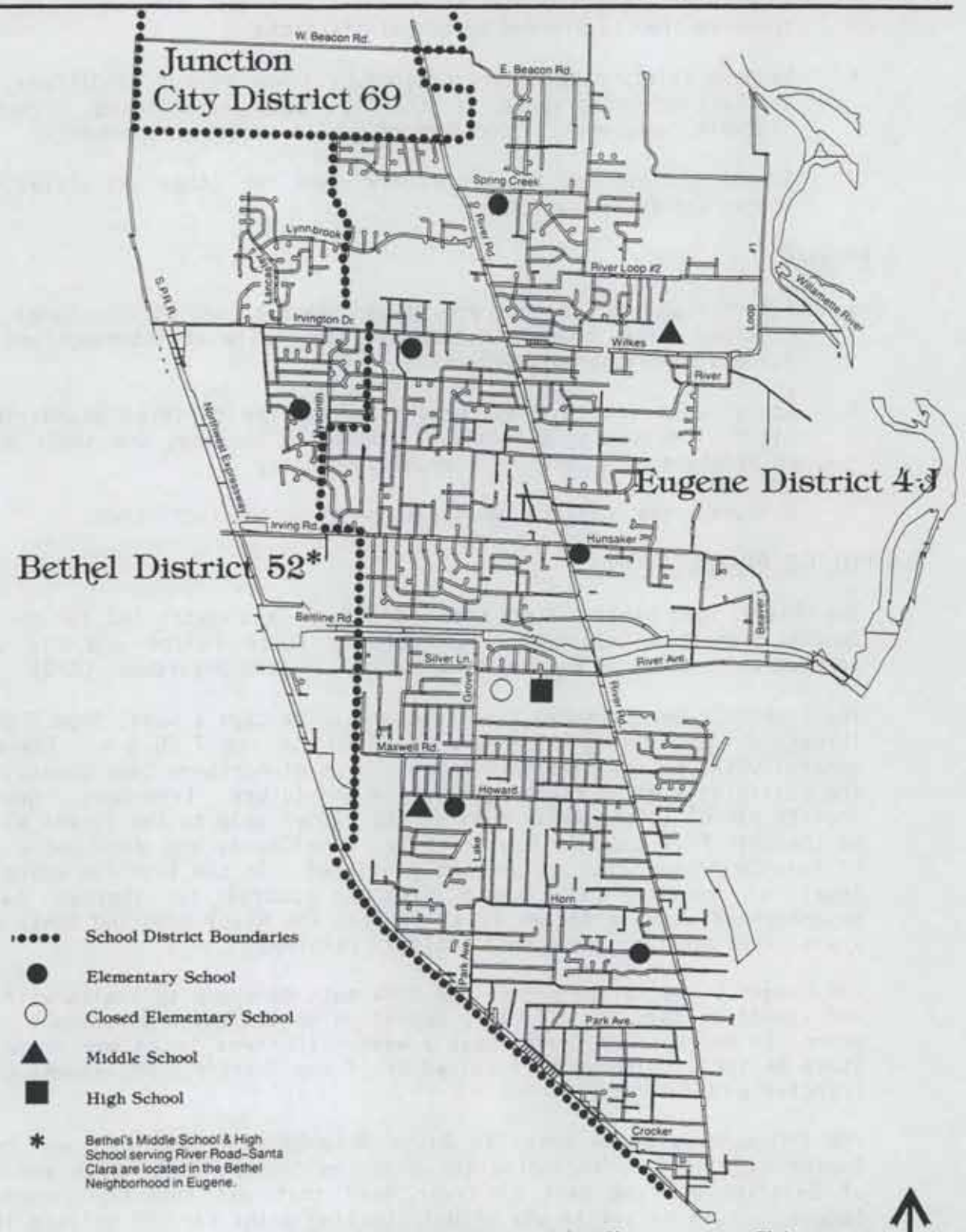
1. The River Road-Santa Clara area is served by three school districts: Eugene 4J, Bethel-Danebo 52, and Junction City 69.

2. A total of seven elementary schools, two middle schools, and one senior high school are located within the study area. In the Bethel District, middle school and high school students attend schools outside the study area; otherwise, students attend schools in their respective neighborhoods.

3. Silver Lea Elementary school was closed in 1983 due to low enrollment.

4. All schools have sufficient capacity to meet enrollment needs in the near future.

School Districts



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5. School district boundaries can be adjusted. The Metropolitan Plan encourages adjusting boundaries where a single, otherwise internally cohesive area is divided by school districts.

6. Student safety hazards are created by a variety of conditions, such as lack of observance of traffic laws, substandard street and sidewalk improvements, and lack of public safety enforcement.

7. School grounds and facilities are used for other activities, i.e. sports and evening classes.

Policies

1. Future road improvements providing sidewalks and bicycle lanes shall consider safety needs of students, especially at intersections near schools and along busy streets.

2. School districts are encouraged to examine district boundaries in light of servicing economies, especially bussing, and their effect on maintaining a cohesive community identity.

3. Encourage the continued multiple use of school facilities.

3.8 POLICE PROTECTION

The River Road-Santa Clara area is served and patrolled by the Lane County Sheriff's Department, the Oregon State Police and, in areas annexed to the City of Eugene, by the Eugene Police Department (EPD).

The Sheriff's Department patrols the area five days a week, from Thursday through Monday, during the hours of 11:00 a.m. to 7:00 p.m. There are generally two patrol cars serving this part of northern Lane County, with the possibility of increased service in the future. Lane County provides sheriff patrol to the areas outside the cities only to the extent allowed by the Sheriff's budget. Historically, Lane County has provided a level of service higher than is presently offered. In the last few years, the level of service has ranged from no patrol to limited patrol. Neighborhood Watch programs exist in both the River Road and Santa Clara areas, with many area residents actively involved.

The Oregon State Police patrol the area outside the city limits with one, and sometimes two, patrol cars, depending on the day and schedule. They patrol 24 hours a day, seven days a week. If there is an emergency, the State Police will respond if called or if the Sheriff's Department or EPD transfer a call to them.

The EPD patrols those areas in River Road-Santa Clara that are in the Eugene city limits, including the shopping centers just north and south of Beltline and the part of River Road that was recently annexed to Eugene. Tiels Market is the visual stopping point for EPD patrols in the River Road area. The two areas mentioned above are combined with abutting portions of Eugene to form complete patrol districts. The EPD will respond in an emergency if requested by either the Oregon State Police or Lane County Sheriff's Department.

The EPD will provide patrol and other police services to areas that annex to Eugene. If a new city is incorporated, it would either provide its own police services or could contract with the County Sheriff's Department to provide police services. As new development occurs as a result of annexation or incorporation, additional police services will be needed in the Plan area.

Findings

1. The Eugene Police Department, Oregon State Police, and Lane County Sheriff's Department all patrol portions of River Road-Santa Clara.

2. The Eugene Police Department patrols only those areas within the Eugene city limits. A more intensive level of police services is provided to those portions of the Plan area that are presently annexed to Eugene.

3. The Oregon State Police patrols areas outside the Eugene city limits on a 24-hour basis.

4. Neighborhood Watch programs are active in both the River Road and Santa Clara areas.

5. The overall level of police protection that is currently being received by the unincorporated portions of the Plan area is substantially below historical levels.

Policies

1. As annexation occurs, Eugene shall provide for a level of police service comparable to that received in the remainder of the City.

2. The residents of unincorporated portions of the Plan area should work closely with Lane County to ensure adequate police protection for their areas.

Suggested Actions

3.1 Residents should continue the use of Neighborhood Watch programs and other forms of low-cost assistance to public safety agencies.

3.9 PARK AND RECREATION SERVICE

The River Road Park and Recreation District generally serves most of the River Road area south of Beltline. The District was formed in 1954 and operates the River Road Park and Senior Center at Emerald Park. The park area is 9.7 acres in size and includes a swimming pool, wading pool, fitness center, spas, picnic shelter, and playground area. The District has the following staff:

12 full-time
4 permanent part-time hourly
30-40 part-time hourly (depending on time of year)
20-25 contractual (depending on time of year)

The City of Eugene owns approximately 67 acres of park land along the west bank of the Willamette River. A bikepath follows the course of the river, beginning at the Greenway Bike Bridge near Valley River Center and continuing to a point south of Beltline. The Owosso Bike Bridge provides a crossing at this location. The Rasor Park sports fields, located in the east River Road area, are not yet completed.

There is a general lack of park and recreation facilities in the Santa Clara area (see Table 1). Neighborhood parks provide a focus for neighborhood social, recreational, and fitness activities within the neighborhood area to be served. Neighborhood parks are typically from 2.5 to 15 acres in size. Lane County owns Awbrey Park, a five-acre (neighborhood) park located in Santa Clara. The park contains picnic facilities and a playground area. Two boat landings are also county-owned. Hileman Landing, an 85-acre area, is located at the terminus of Hileman Lane on both sides of the Willamette River just north of Big Island. Whitely Landing (known locally as Chapman Landing) is only two acres in size and is located at the terminus of Chapman Drive. There is also a privately-owned golf course in the Santa Clara area--Eagles on the Green.

Spring Creek and Flat Creek are small drainage channels located in northwest Santa Clara. These and other sloughs may serve as potential open space corridors. All have negligible water flow, except during heavy rain. There is a pond located adjacent to the Northwest Expressway, in an area where gravel excavation once took place. Schools in the area provide some facilities for recreational opportunities. For example, School District 4J permits youth sport groups and the River Road Park and Recreation District to utilize school facilities for their respective programs.

TABLE 3.1
EXISTING PARK ACRES
IN RIVER ROAD-SANTA CLARA

Population	Existing Park Acres	NRPA Standards	Eugene Standards	Deficit Acres
River Road 11,000	76	110	165	34-89
Santa Clara 14,228	9	142	213	133-204

Source: Lane Council of Governments, Geographic Data Base, 1985.

Potential Parkland Acquisition Areas

There are several areas that may be appropriate as future recreation sites in River Road-Santa Clara. These areas are currently under a variety of ownerships, including Lane County, School District 4J, and the City of Eugene.

Lane County

Excess Northwest Expressway right-of-way, including the borrow pits immediately south of Maxwell Road

School District 4J

Beacon Drive (14 acres) site just outside the urban growth boundary in northeast Santa Clara, presently in limited agricultural use

Admiral Street (15 acres) site south of Wilkes Drive, presently in limited agricultural use

Silver Lea Elementary School open space area

City of Eugene

Wastewater Treatment Plant--the portion of the site fronting the River

Miscellaneous Land (in private ownership)

Land adjacent to Awbrey Park

Land adjacent to Madison Middle School, presently in agricultural use

Willamette Greenway--acquisition of lands adjacent to the River north of Beltline

Sand and Gravel Extraction Areas--long-term recreational potential following reclamation

Open space along the east side of the Northwest Expressway

Transfer of Services

The River Road Park and Recreation District and the City of Eugene have had discussions regarding operation of Park District facilities if the District is dissolved by annexation of its territory to the City of Eugene. If annexation occurs, ORS 222.510 provides that the District would be extinguished and the City would assume its liabilities, assets, obligations, and functions.

The River Road Park and Recreation District and the City of Eugene have entered into two intergovernmental agreements which specify the process

of transition from district to city operation of the park and recreation service.

The first agreement provides for in-lieu-of tax payments from the City of Eugene to the District for small incremental annexations which affect the District. These payments are intended to compensate the District for any loss in assessed value and to allow annexed River Road area residents to continue receiving services at their community park.

The second agreement provides for the transition of Park District facilities and staff if the area annexes to Eugene. The major provisions of this agreement are as follows:

- A three-year transition period in the event of annexation, with the Park Board serving as the transition committee or appointing members to it

- Budgets for the three-year period would be adjusted upward or downward at the same rate as any increase or decrease in the City's general fund

- The cash carryover remaining at the end of the fiscal year in which annexation occurs would be put in a trust fund and could only be spent at Emerald Park within two years

- The City of Eugene agrees to maintain, for the forseeable future, all the equipment and fixtures existing at the time of annexation

- The City agrees that all employees of the District would become city employees, and all, except the superintendent and one or two clerical employees, are guaranteed to be allowed to remain at the Emerald Park facility if they elect to do so during the three-year transition period.

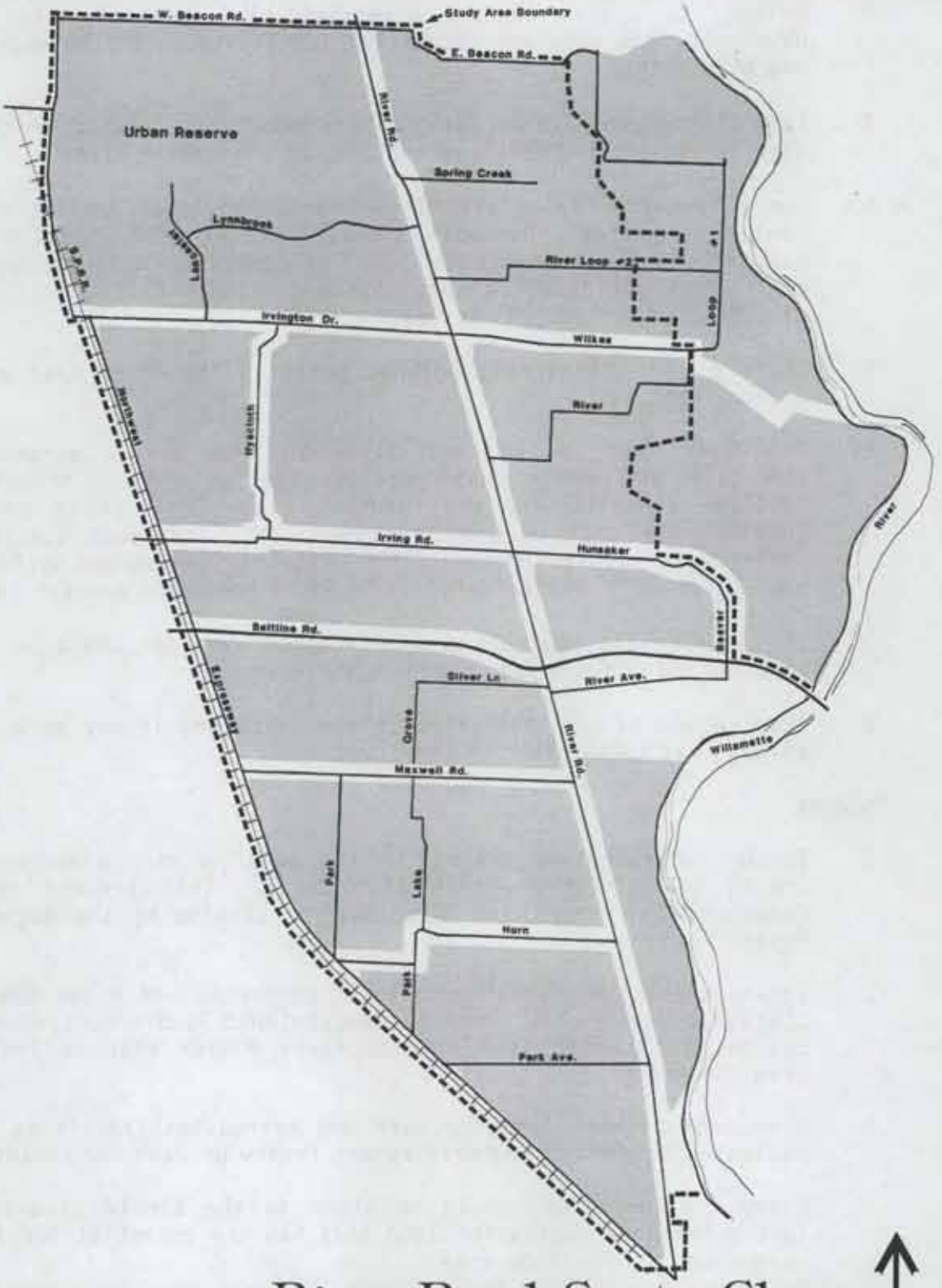
This agreement provides assurances that the existing level of staffing and services will be continued. The City has also agreed to amend its Parks and Recreation Master Plan to include the River Road area and to continue to develop and expand park and recreation programs and facilities in the River Road area.

It is uncertain what type of park and recreation services would be provided to the River Road-Santa Clara area if a new city were to incorporate. The map on the following page depicts park planning subareas that may be utilized in developing a park master plan for the area if annexation occurs.

Findings

1. River Road Park and Recreation District operates the Emerald Park facility, which generally serves the area south of Beltline.

Park Subareas



August 1985

River Road-Santa Clara Urban Facilities Plan

Environmental Design Element

4.0 INTRODUCTION

The Environmental Design Element of the River Road-Santa Clara Urban Facilities Plan is intended to provide policy direction which will guide public decisions concerning environmental conditions in River Road-Santa Clara. This element addresses issues which affect the environment of the area, and ultimately its quality of life (refer to Design Elements Map).

The River Road-Santa Clara area provides a unique environment which is comprised of a series of natural and constructed elements which the residents value. Among these elements are: the significant number of street trees and other vegetation in the area; the series of vegetated sloughs that meander through it; the area's proximity to the Willamette River and the indigenous wildlife living along its banks; and the diversity introduced by truck farms, orchards, and other agricultural activities. Furthermore, some features in the area, like the Willamette River on the east and the Northwest Expressway-Southern Pacific Railroad on the west, form clear boundaries and help to define the area. Like other portions of the metropolitan area, the environmental conditions in River Road-Santa Clara will be an important component in the growth of the community and the entire metropolitan area.

Many of the issues addressed in this element of the plan are also addressed in other elements. For example, the vegetated sloughs are identified here as an important environmental resource for the area (see Storm Drainage Map in Section 3.1 of the Public Facilities and Services Element). They have also been identified as significant area features in discussions on Storm Sewer/Drainage and as potential open space corridors in the Park and Recreation Service section of the Public Facilities and Services Element.

4.1 RELATIONSHIP OF THE AREA TO THE RAILROAD

Findings

1. The Northwest Expressway and the Southern Pacific Railroad create noise and visual impacts on adjacent development.

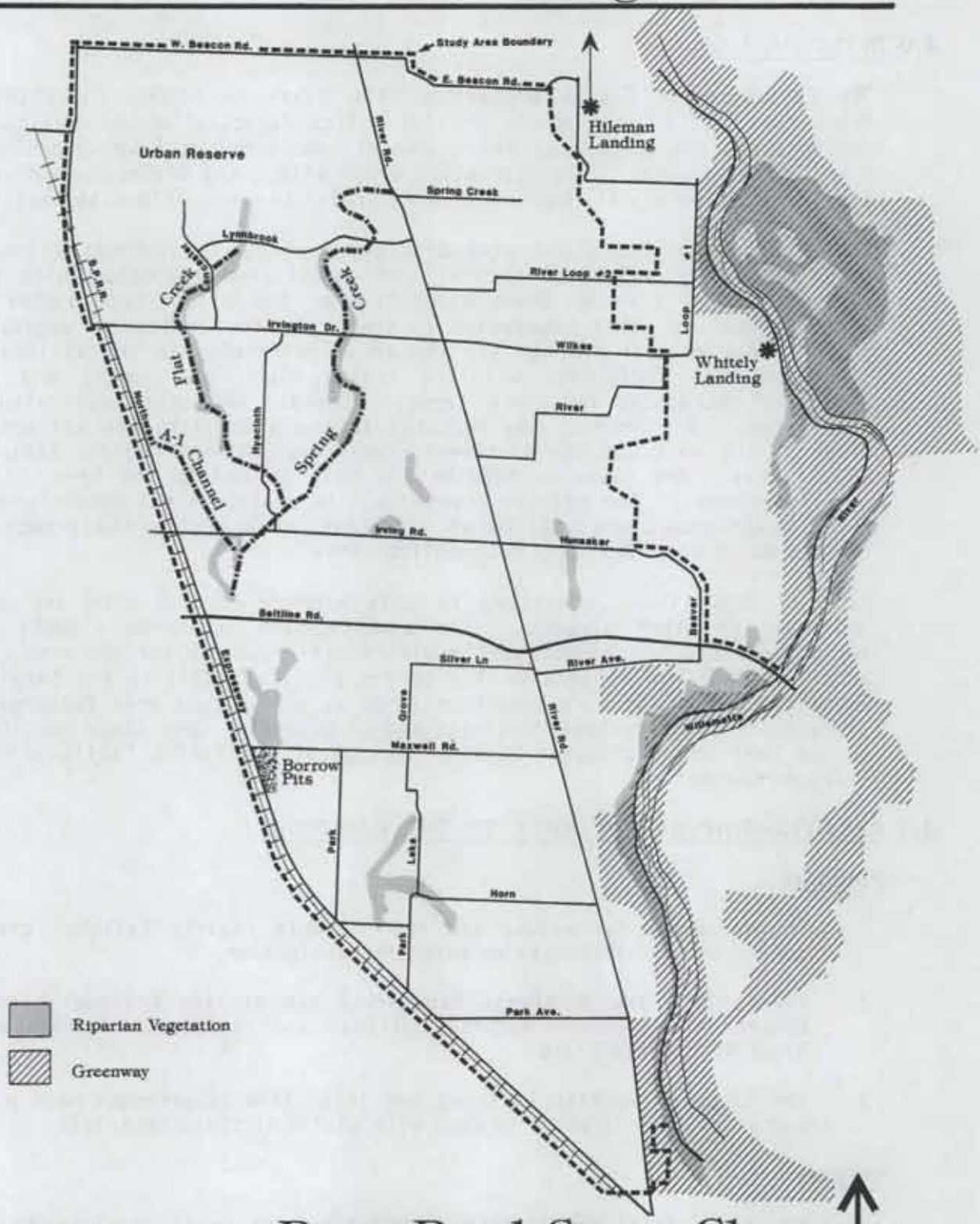
2. Trees along the Northwest Expressway can provide a visual barrier between the Southern Pacific Railroad and residential portions of River Road-Santa Clara.

3. The Southern Pacific Railroad and local fire departments have plans and procedures in place to deal with spills of toxic materials.

Policies

1. New residential development taking place in areas adjacent to the Northwest Expressway and the Southern Pacific Railroad shall be designed so as to minimize noise and visual impacts generated by these facilities.

Design Elements



August 1985

River Road-Santa Clara Urban Facilities Plan

2. Examine the possibility of providing landscaping and a noise barrier along the east side of the Northwest Expressway as a means of buffering adjacent residential areas.

Suggested Actions

1.1 Apply the site review subdistrict to large, vacant parcels adjacent to the Northwest Expressway.

1.2 Review site plans for all residential development located in the vicinity of the Northwest Expressway to encourage the following:

a. Minimize noise impacts through the use of such techniques as solid noise walls, building setbacks, earth berms, and construction techniques

b. Provide landscaping as a visual buffer from highways and rail lines.

4.2 URBAN/AGRICULTURAL FRINGE AREAS

Findings

1. Agricultural operations abut existing residential areas.

2. Agricultural operations and adjacent residential development are sometimes mutually incompatible.

3. Agricultural operations often provide habitat for animals which are a nuisance to areas developed at urban densities.

4. Agricultural operations often use sprays and create dust which impact residential areas.

5. Both Lane County and City of Eugene zoning ordinances provide for operating farms in Agricultural zoning districts.

6. Portions of Santa Clara are currently zoned AGT (Agricultural) through Lane County's zoning ordinance.

7. In the event of annexation to Eugene, the City's AG, Agricultural Zoning District, could be applied to appropriate portions of River Road-Santa Clara.

8. Provisions governing the keeping of animals are generally equivalent to Lane County's and Eugene's zoning ordinances.

9. Policy 9, page III-C-8, of the Metropolitan Plan, directs that efforts be made to "examine ways of buffering and protecting agricultural lands on the urban fringe from the effects of urban development."

10. There is no vector control in River Road-Santa Clara. This is a source of concern for residents due to the presence of open drainage ditches.

Policies

1. Residential developments shall be designed to minimize potential conflicts with adjacent agricultural operations.

2. In the event of annexation or incorporation, agricultural zoning shall be maintained on land to which it is currently applied until the property is needed for urban levels of development.

Suggested Action

1.1 Potential techniques to be used during subdivision or partition review include setbacks from existing agricultural activities.

4.3 REUSE OF BORROW PITS AT MAXWELL AND NORTHWEST EXPRESSWAY

Findings

1. The existing gravel pits at Maxwell and the Northwest Expressway are owned by Lane County and provide a future recreational opportunity.

Policies

1. Lane County shall investigate the possibility of developing the Maxwell gravel pits for recreational use or open space.

4.4 STREET TREES

Findings

1. Street trees are an important element of the environmental character of River Road-Santa Clara.

2. Street trees exist along some streets in the area.

3. There is no coordinated street tree program in River Road-Santa Clara.

Policies

1. Implement policy I-11 of the TransPlan. This policy states: "Provide landscaping on street construction or reconstruction projects."

2. Encourage street tree planting in the study area.

Suggested Actions

1.1 Provide landscaping as part of all street construction or reconstruction in the River Road-Santa Clara area. Particular

emphasis should be placed on the planting, preservation, or replacement of street trees when appropriate locations exist. Landscaped areas, in median strips, shall be adequately maintained by the responsible jurisdiction.

2.1 Review all site plans for new development to encourage the planting of street trees.

4.5 SIGNS/UTILITIES

Findings

1. Lane County does not have an ordinance governing the size of on-premise signing.

2. Eugene's sign ordinance will be in effect in areas which are annexed to the City.

3. In the event of annexation, signs which do not conform to pertinent district standards would be placed on an amortization schedule.

4. Signing characteristics have an effect on the visual environment.

5. Use of underground utilities can have a positive visual impact on an area.

6. Underground utilities can be installed with the least financial impact in new developments.

Policies

1. In the event of annexation or incorporation, a sign ordinance comparable to the City of Eugene's shall be applied to the River Road-Santa Clara area.

2. With the exception of high voltage transmission lines, require the installation of underground utilities in developing areas.

3. Landscape buffers shall be provided for power substations in the study area by the responsible utility.

Suggested Actions

2.1 Review all site plans for new developments to require the installation of underground utilities.

4.6 HISTORIC STRUCTURES

Findings

1. There is no detailed inventory to assist in determining if there are historic structures in River Road-Santa Clara.

2. Upon annexation, areas are included in an historic structures survey as part of Eugene's overall historic preservation program.

Policies

1. Inventory structures, landmarks, sites, and areas of cultural, historic, or archaeological significance.

2. Encourage the preservation and restoration of structures, landmarks, sites, and areas of cultural, historic, or archaeological significance.

4.7 HOME OCCUPATIONS

Findings

1. There are a variety of home occupations, i.e. operating businesses in a home, in River Road-Santa Clara, and these businesses are important to the community's economy.

2. Regulations governing operations and signing of home occupations are generally equivalent in Lane County and the City of Eugene.

Policies

1. Continue to allow and regulate home occupations.

4.8 RIVER ACCESS

Findings

1. Public access to the Willamette River is an important part of the environmental character of River Road-Santa Clara and is consistent with Statewide Goal 15, Willamette Greenway.

2. Hileman and Whitely landings are two important river access points.

3. Development of recreational facilities at Hileman and Whitely landings would make both areas more useable to the general public.

Policies

1. Increased public access to the Willamette River shall be a high priority in recreation land acquisition.

2. Lane County shall be strongly encouraged to develop improved recreational facilities at Hileman and Whitely landings.

Suggested Actions

1.1 Improve access to the Willamette River on the west side of the Beltline Bridge for recreational use.

4.9 VEGETATED SLOUGHS

Findings

1. The series of vegetated sloughs and drainage ways, including the "F" Channel, "A" Channel, Willamette Sloughs, and Spring Creek, make a significant contribution to the the environmental character of River Road-Santa Clara by providing wildlife habitat and by serving as scenic resources.

2. Development occurring along drainageways and sloughs can occur in a manner which protects these environmental resources.

3. The spring which originally fed Spring Creek has been filled-in.

4. Some portions of the Willamette's sloughs have been blocked.

5. Improvement in the water quality and flow of some sloughs is an important part of maintaining them as positive environmental elements of the community.

Policies

1. During the development of a comprehensive drainage plan, existing vegetated sloughs shall be evaluated and mapped to establish those sections considered to be significant environmental resources for the plan area.

2. Future development along vegetated sloughs shall be reviewed to determine additional requirements, if any, to maintain and improve the sloughs as environmental assets.

Suggested Actions

2.1 Apply a Site Review district to appropriate areas along Amazon Creek, Spring Creek, Flat Creek, and the Willamette Sloughs, once a comprehensive drainage plan has identified which portions of the sloughs are to be retained and improved.

2.2 Site Review conditions should recognize both scenic and wildlife characteristics of the area.

Transportation Element

5.0 INTRODUCTION

This section contains an inventory of existing transportation facilities and services in the River Road-Santa Clara area. Also, it considers area transportation policies and plans that pertain to the study area.

5.1 BACKGROUND AND PROCESS

In January and February 1984, the CAT identified several transportation issues important to the area. These issues were based on the experience of area residents and the review of the 1977 River Road Community Needs Survey. The following issues have not been prioritized:

- River Road widening and improvements
- Traffic safety and congestion associated with River Road
- Bike path access and circulation
- Pedestrian access and safety near schools and major activity areas
- Adequacy of transit and alternative transportation modes in the area
- Excess traffic on residential streets
- Connection between Beaver Street extension at Wilkes Drive and River Loop #2
- Need for Beltline bridge widening
- Access from Maxwell Road to the Northwest Expressway
- Need for railroad overpass at Irving Road
- Maintenance responsibility for county roads

These issues encompass two levels of transportation planning. Transportation facilities and services that serve the larger community are included on one level. Examples of regional transportation planning involved in the above list of issues would include River Road widening, the Beaver Street extension, and area transit facilities and services. Generally, this level of transportation planning has been considered in the metropolitan transportation plan, formerly the Eugene-Springfield Area 2000 Transportation Plan and now known as the Eugene-Springfield Metropolitan Area Transportation Plan (TransPlan).

The second level of transportation planning considers the movement of goods and people, more or less, within the River Road-Santa Clara area. Residential, collector, and minor arterial streets and bike/pedestrian paths fall into this category.

5.2 GOALS

In January 1984, the CAT agreed upon the following transportation goals to guide its planning process:

- Provide a street network for River Road-Santa Clara that minimizes traffic impacts and increases safety.
- Limit the use of the single-occupant auto by providing transit and paratransit facilities, services, and programs to the area.

- Promote the use of alternative modes of transportation through development of bike paths and pedestrian ways that efficiently serve the area.
- Provide for installation of sidewalks, especially near schools and major activity areas.
- Encourage access and circulation patterns that minimize traffic on residential streets.
- Provide for adequate parking.

In addition to the above goals, the CAT also identified several objectives to further focus the planning effort:

- Identify and consider land use and transportation decisions that will decrease traffic impact on River Road.
- Investigate policies that ensure an acceptable level of street maintenance and repair.
- Promote development of consistent policies and procedures regarding street improvements and jurisdictional responsibility.
- Explore existing mechanisms for financing street improvements and maintenance and consider other methods that might be used for these improvements.
- Maintain and enhance Willamette River public access points.

5.3 REVIEW OF EXISTING PLANS AND POLICIES

A. Eugene-Springfield Metropolitan Area General Plan (Metropolitan Plan)

The Metropolitan Plan is the guiding land use plan for the metropolitan area. Acknowledged in August 1982 by the Land Conservation and Development Commission, the Metropolitan Plan includes transportation goals, objectives, and policies as they relate to land use. The Plan recognizes the T-2000 Plan and the Metropolitan Bikeway Master Plan as the basis for guiding surface transportation improvements in the metropolitan area. The Metropolitan Plan will be updated to reference the TransPlan as the metropolitan transportation plan, and the Metropolitan Bikeway Master Plan will become part of the TransPlan.

B. Eugene-Springfield Metropolitan Area Transportation Plan

A draft of a new metropolitan area transportation plan, called TransPlan, was adopted by Eugene, Springfield, Lane County, Lane Transit District, and Lane Council of Governments in mid-May 1986. TransPlan is reviewed annually.

TransPlan is designed to serve the land uses and employment levels specified in the Metropolitan Plan. Also, TransPlan is not tied to a specific year but is designed to serve the Metropolitan Plan's population level of 293,700. TransPlan addresses all modes of transportation used for travel within the Eugene-Springfield metropolitan area.

TransPlan contains a series of policies, as well as specific projects and recommendations, for individual Plan elements: streets and highways, bicycle, transit and parking. Several elements of the Plan contain projects or recommendations related to the River Road-Santa Clara area.

Plan Assumptions

One of the basic assumptions of TransPlan is that there will be a decrease in reliance on the single-occupant auto for many area trip purposes. TransPlan establishes a goal of accommodating eight percent of future area trips on transit, and an additional 15 percent (over current use) will be shifted to other modes of travel (five percent each for carpooling, walking and bicycling). Many of the project recommendations and Plan policies are designed to help achieve these goals.

Policies

TransPlan supports the two goals of the Metropolitan Plan's Transportation element with a series of policies related to eight objectives covering the following area: Land Use and Development Patterns, Transportation Systems Management, Planning and Coordination, Funding, Implementation, Parking, Alternative Modes, and Intercity Transit. Several of TransPlan's policies relate to transportation issues in the River Road-Santa Clara area.

Street and Highway Element

TransPlan identifies almost $271 million of street and highway improvements for the metropolitan area. These projects are divided into three phases: short, medium, and long. A short-range project is expected to be needed within five years of Plan adoption, a medium-range project is a 5- to 10- or 12-year need, and a long-range project is projected to be needed from 10 or 12 years to the end of planning period (when a population of 293,7000 is reached). In most cases, short-range projects have identified funding sources.

River Road-Santa Clara area projects included in TransPlan are listed in Appendix A. Short-range projects in the River Road-Santa Clara area include:

- Reconstructing River Road from Federal to Irving and from Railroad Boulevard to Maxwell
- Constructing of the Chambers Connector between River Road and 6th and 7th Avenues
- Constructing Roosevelt Boulevard between Garfield and the Chambers Connector
- Reconstructing Maxwell Road from River Road to Prairie
- Connecting Maxwell Road with the Northwest Expressway
- Improving the Delta Highway/Beltline Road interchange

The above projects are included in the FY 1985-86 to FY 1989-90 Lane County Capital Improvement Program (CIP). Funding for some of the projects is uncertain at present.

Transit Element

TransPlan assigns transit a major role for accommodating future travel demands of Eugene-Springfield area residents. To serve the expected large numbers of future transit riders, TransPlan recommends a bus-only transit system that features feeder routes in neighborhoods with trunk routes providing express service along major corridors.

Of particular interest to the River Road-Santa Clara area is the identification of the intersections of Beltline Road at Delta Highway and River Road at Chambers Street as the general locations of minor transit stations.

Paratransit is also assigned an increased future role in TransPlan. Paratransit encompasses various types of ridesharing, such as carpooling, vanpooling, taxi service, and subscription bus service. Several of TransPlan's policies are designed to provide incentives for greater paratransit use in the metropolitan area. Although no projects in the River Road area are specifically identified for paratransit use, TransPlan's policy guidance for increasing such use applies throughout the metropolitan area.

Bicycle Element

When adopted, TransPlan and its Bicycle element will replace the Eugene-Springfield Metropolitan Bikeway Master Plan. Although the Eugene-Springfield metropolitan area is a national leader in bicycle commuting to work (according to the 1980 Census), TransPlan assumes that future bicycle usage will increase over present levels. TransPlan's Bicycle element contains recommendations for on-street bike lanes, signed bike routes, and independent paths.

TransPlan identifies several new bicycle facilities for the River Road-Santa Clara area, including on-street lanes on Maxwell, Irving, Hunsaker, Irvington, Wilkes, the Northwest Expressway, and the West Bank Bike Path along the Willamette River.

Parking

The Parking element of TransPlan identifies three areas where spot shortages of parking could occur. The three areas are: downtown Eugene, downtown Springfield, and the Sacred Heart Hospital/ University of Oregon area. Although the Parking element did not specifically address the River Road-Santa Clara area, residents who work or shop in these three areas of the community may be impacted by potential parking shortages.

Evaluation Report of the T-2000 Plan

The Evaluation Report was prepared in May 1984 as the first step in updating the T-2000 Plan. The purpose of the Evaluation Report was threefold. It was designed to:

1. Document progress made on the T-2000 Plan's projects and policies during the last five years

2. Evaluate the T-2000 Plan using the most recent travel information and the land use specified in the Metropolitan Plan

3. Seek guidance from the community on the key assumptions and principles which will guide the update of the T-2000 Plan

With respect to the River Road-Santa Clara area, the Evaluation Report indicates that growth projections for the area under the Metropolitan Plan are similar to those assumed for the T-2000 Plan. This means that the T-2000 Plan's projects are likely to accommodate travel demands in the area. Stated another way, using the Metropolitan Plan land use assumptions, the River Road-Santa Clara area is expected to have fewer serious traffic problems than other parts of the community, assuming completion of all projects and recommendations of the T-2000 Plan.

C. Lane County Transportation Plan and Master Road Plan

Adopted in June 1980, this Plan contains goals and objectives intended to focus on county transportation planning efforts. The Plan also includes policy and program recommendations and a master road program (portion of Lane Code, Chapter 15) that establishes definitions and recommends future right-of-way widths for all county roads classified as arterials or collectors. (The code, as printed, does not include some collectors in Santa Clara, but they have been added to the County Road Plan.)

D. Lane County Capital Improvement Program

The FY 1986-87 to FY 1990-91 Lane County CIP lists the following capital expenditures for streets and highways in the River Road-Santa Clara area:

TABLE 5.1
LANE COUNTY ROAD PROJECTS
FY 1986-87 TO FY 1990-91

Fiscal Year	Projects	Expenditures
FY 1986-87	River Road, Fir Lane to Maxwell (Right-of-way)	230,000
	Chambers Connector (Construction) 2nd Avenue to 8th Avenue) Phase II	1,500,000
	Irvington Drive (pave shoulders)	50,000
FY 1987-88	River Road, Fir Lane to Maxwell (Construction)	2,400,000
	Chambers Connector, River Road to 2nd Avenue Phase II	1,400,000
FY 1988-89	Maxwell Road (Right-of-way)	115,000
	River Road, Federal to River Loop 2 (Construction)	1,600,000
FY 1989-90	Maxwell Road (Construction)	1,400,000
	TOTAL	$ 8,255,000

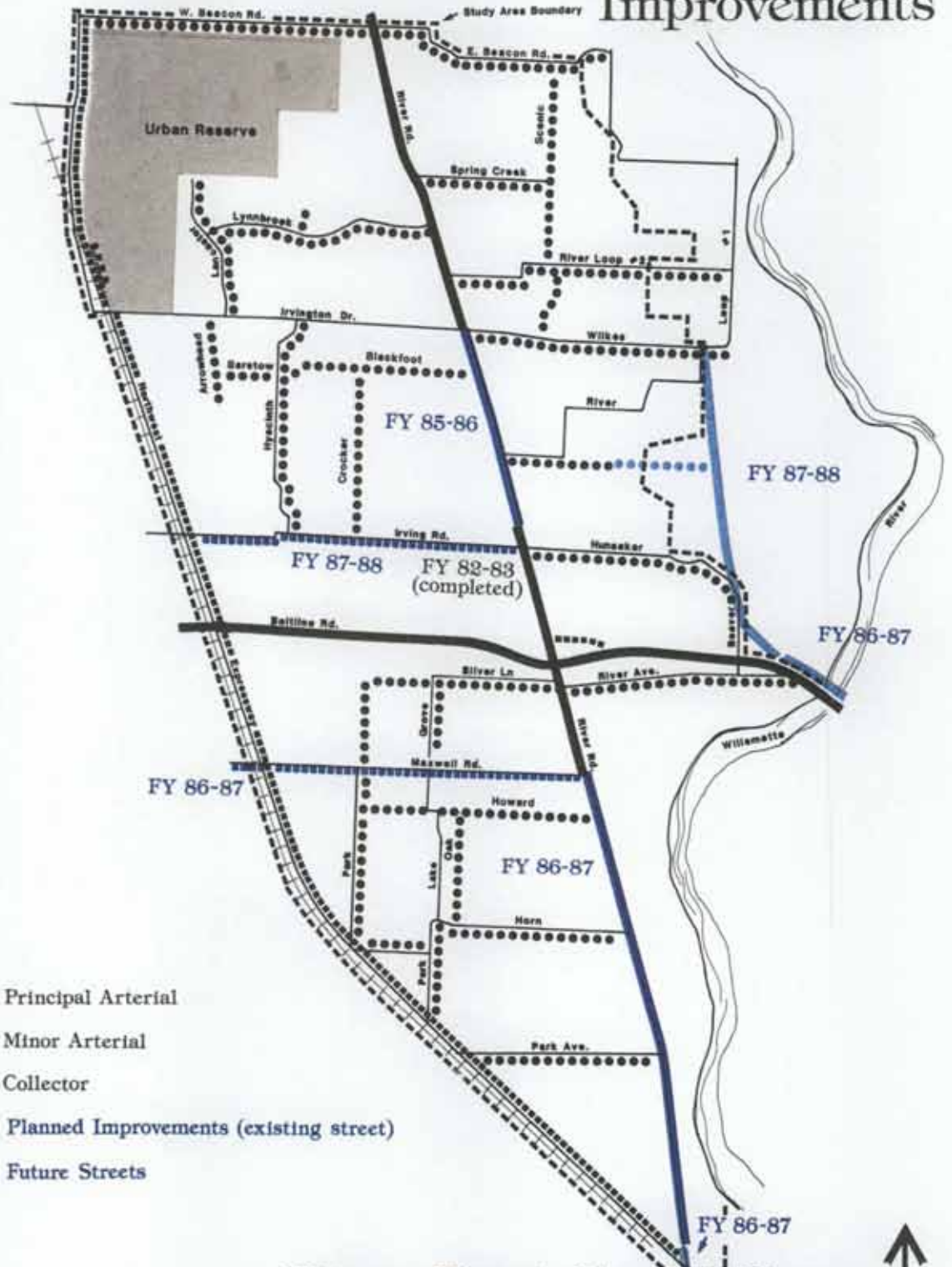
Source: Lane County Capital Improvements Program, FY 1986-87 to FY 1990-91

The projects listed above have direct or indirect impacts on transportation into, out of, or through the River Road-Santa Clara area. The sum of these capital improvements is $10,479,000. Refer to the Street Classification Map for the location of these projects. The highest traffic loads are experienced on River Road, Division Avenue, and the west ends of Maxwell and Irving Roads (refer to the Traffic Volumes Map).

E. Metropolitan Bikeways Master Plan

This Plan was jointly adopted by Lane County, Eugene, Springfield, and Lane Council of Governments in November 1975. It contains definitions for types of bikeways and recommends specific project priorities in three phases. Recommendations for projects remaining to be completed include the following:

Street Classification & Proposed Major Improvements



River Road-Santa Clara Urban Facilities Plan

Traffic Volumes

December 1984

River Road-Santa Clara Urban Facilities Plan

TABLE 5.2
RIVER ROAD-SANTA CLARA BICYCLE PROJECTS

Phase	Completion Date	Street	Recommendations
I	1980	Irving Road (River Road to Prairie Road)	Widen and stripe shoulders
		Maxwell Road (River Road to Prairie Road)	Improve street and stripe
II	1985	Lake Drive (Howard to West Hilliard)	Pave and stripe shoulders
		West Hilliard/Hilliard (Lake Drive to West Bank Path)	Pave and stripe shoulders
III	1990	Irvington Road (River Road to Prairie Road)	Pave and stripe shoulders
		Hunsaker/Beaver (River Road to Beltline bridge)	Pave and stripe shoulders
		River Avenue (River Road to Beltline)	Pave and stripe shoulders
		West Bank Path (East Rosewood to Beltline bridge)	Independent bikeway
		Grove Street (Silver Lane to Howard Drive)	Stripe lanes on existing street
		Silver Lane (River Road to Grove Street)	Stripe lanes on existing street

Source: Metropolitan Bikeways Master Plan, November 1975

F. Eugene Bikeways Master Plan

This Plan was adopted in November 1974 and essentially duplicates the recommendations of the Metropolitan Bikeways Plan which was adopted a year later. The West Bank bike path was recommended to continue north of Beltline along the Willamette River in the Eugene Plan.

G. Eugene Sidewalk Program

This Program, adopted in July 1980, developed a comprehensive sidewalk program aimed at promoting pedestrian safety, encouraging walking as a mode of transportation, and providing a complete pedestrian system for Eugene. Beyond providing recommendations to guide a comprehensive sidewalk program, specific areas were identified and prioritized for sidewalk construction. The 1,000-foot analysis technique used in determining the need for sidewalks in proximity to high attractor areas will be used in this process.

Among the recommendations included in the Program is one (page 7, number 9) which requires that all future paving projects in existing developed areas include sidewalk construction as part of the paving project. Both Lane County and Eugene Codes require sidewalk installation with all new development.

Recommendation number 5 calls for implementing recommendations found in the School District 4J Safety Task Force Final Report which pertain to sidewalks. Findings in that Report indicated the following in the River Road-Santa Clara area:

School	Findings
River Road Elementary	Walkway on West Hilliard too narrow
Howard Elementary	Too narrow along Howard Avenue, better signing and wider shoulders on Maxwell Road
Silver Lea Elementary (presently closed)	Pedestrian/bikeway connection between Hamilton and Grove or Kourt
Santa Clara Elementary	Narrow walkways on Irving/Hunsaker
Spring Creek Elementary	No changes on Irvington
Awbrey Park Elementary	Crossing guard at River Road at Lynnbrook
Colin Kelly Middle	No pedestrian walkways on Park Avenue
Madison Middle	Walkway needed on River Loop #1, pedestrian/ bikeway needed on Crocker and Stark

5.4 EXISTING TRANSPORTATION FACILITIES

Streets and Highways

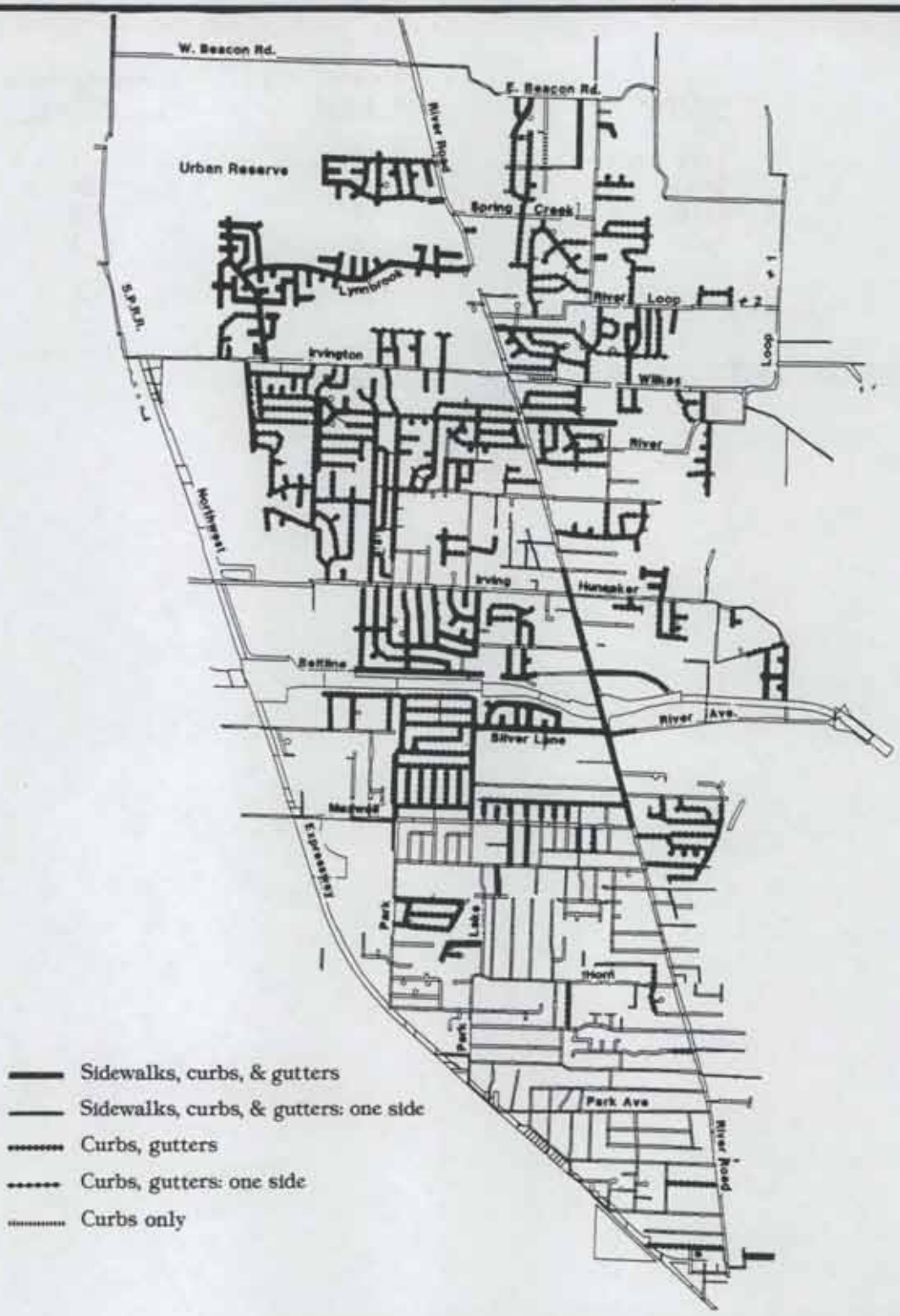
There are approximately 94.5 total miles of maintained roads and streets in the study area. Of those miles, Lane County (Department of Public Works) maintains about 90 miles. The map on the following page shows those streets with curbs and gutter and/or sidewalk improvements. About 48 miles (53 percent) of the 90-mile county-maintained roads have curb and gutter improvements. Approximately 80 percent of the streets within the Santa Clara area are improved, having at least curbs and gutters. The County's visual inspection program rates the condition of county-maintained roads as follows:

TABLE 5.3
CONDITION OF COUNTY ROADS IN RIVER ROAD-SANTA CLARA

Rating	Percent of Total	Approximate Miles
Very good	1	1
Good	38	34
Fair	53	48
Poor	8	7
TOTAL	100	90

Source: Lane County Public Works Department, 1985

Sidewalks Curbs & Gutters



River Road-Santa Clara Urban Facilities Plan

Included in the 4.5 miles of dedicated public roads which are not county-maintained is Beltline Road, a principal arterial. In 1978, Lane County and the Oregon Department of Transportation traded jurisdiction of River Road and Beltline, with the State now having jurisdiction for Beltline.

Remaining mileage of dedicated roads outside Lane County's maintenance responsibility include public roads which have never been accepted by Lane County because they do not meet basic minimum standards (refer to County Roads Map).

The following table summarizes Lane County Public Works' expenditures in the River Road-Santa Clara area for the previous five fiscal years (FY 1978-79 through 1982-83). Both operation and maintenance annual costs and capital expenditures are summarized.

TABLE 5.4
LANE COUNTY OPERATIONS AND MAINTENANCE EXPENDITURES
IN RIVER ROAD-SANTA CLARA

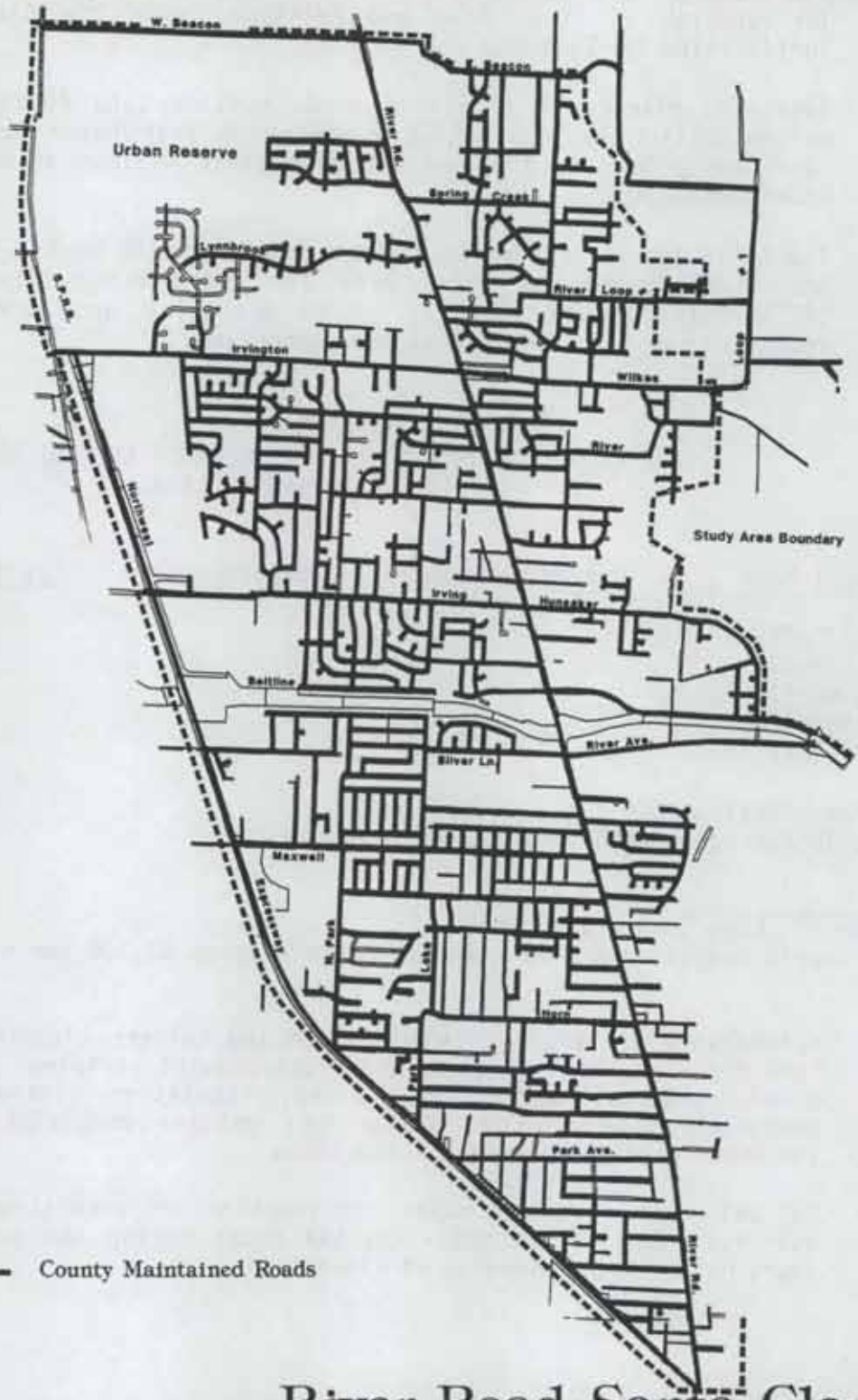
Fiscal Year	Operation/Maintenance Expenditure	Capital Expenditure
1978-79	$ 274,000	$ 267,000
1979-80	308,000	1,458,000
1980-81	466,000	462,000
1981-82	215,000	1,604,000
1982-83	134,000	2,329,000
5-Year Total	$1,397,000	$6,120,000
Yearly Average Expenditure	$ 279,000*	1,224,000

Source: Lane County CIP, 1984
* Yearly operation and maintenance costs average $3,100 per mile.

Maintenance activities include ditch and culvert cleaning; traffic sign investigation, installation, and repair; paint striping; street sweeping; minor pavement repair and overlay; vegetation control; right-of-way construction permits and inspection; citizen complaint investigations; and other routine operational functions.

Capital costs include major construction or reconstruction and major overlays. One of the major capital costs during the past three fiscal years has been the widening of River Road.

County Maintained Roads



County Maintained Roads

River Road-Santa Clara Urban Facilities Plan

TABLE 5.5
CAPITAL COST OF RIVER ROAD WIDENING

Fiscal Year	Capital Costs
1980-81	$ 43,251
1981-82	1,193,678
1982-83	2,229,497
TOTAL	$3,466,426

Source: Lane County CIP, 1984

That total represents 57 percent of the capital five-year budget of $6.12 million expended by Lane County in the River Road-Santa Clara area.

A. Transit/Paratransit Service

The River Road-Santa Clara area is considered to be within the urban service area (Zone 1) and, therefore, is characterized by lower fares and more frequent service. Generally, each route runs on a one-half hour schedule during normal operating hours. Most buses are wheelchair-accessible.

LTD also operates three park and ride locations in the River Road area. The Riviera Transit Station was completed in 1983 and provides a 150-car park and ride lot, as well as transfer to Valley River Center and other River Road-Santa Clara routes. As envisaged, the major transfer transit station will provide the opportunity to travel more directly by bus throughout the metropolitan area.

Eugene also provides a paratransit program that promotes carpooling, vanpooling, and rideshare promotion. The program is federally funded and serves the metropolitan area. The staff works closely with the area's large employers to promote the Ride Share Program.

B. Bike/Pedestrian Movement

Bicycle

Existing bikeways in the area are limited compared to those in other parts of the metropolitan area. River Road is signed and striped from Railroad Avenue to Beacon Drive. Bike path signing and some shoulder widening has been provided on Owosso and Copping, connecting River Road to the West Bank Path. The Owosso bike/pedestrian bridge will provide bike and pedestrian access to Goodpasture Island when completed. Two independent bike/pedestrian paths exist along the north side of Wilkes Drive, between River Road and Madison Middle School, and along the west side of River Road, between Lynnbrook and Spring Creek. These paths provide school access.

Pedestrian

Refer to the previous map for the level of street improvements in River Road-Santa Clara. Approximately 80 percent of all streets in Santa Clara have at least curbs and gutters, and a significant portion have sidewalks. Notably, the area's arterial streets are generally unimproved, as well as most residential streets south of Maxwell Road. As noted earlier, Lane County and Eugene both have code provisions that require sidewalks in conjunction with new development.

5.5 SOCIO-ECONOMIC AND TRANSPORTATION DATA

The information provided below was taken from the 1980 U.S. Census and may be useful for evaluating transportation issues.

The occupation of employed persons 16 years or over is outlined in the table below. River Road-Santa Clara's largest occupational group is technical workers (34.8 percent). The largest percentage of Eugene residents are managerial workers (32.1 percent).

TABLE 5.6
OCCUPATION FOR EMPLOYED PERSONS 16 YEARS OR OVER BY PLACE OF RESIDENCE

	Managerial	Technical	Service	Farming	Precision	Operators
Eugene	32.1%	31.5%	14.6%	1.7%	8.8%	11.2%
River Road	19.6%	34.2%	13.9%	0.9%	13.9%	17.4%
Santa Clara	19.5%	35.3%	11.6%	2.3%	14.5%	16.8%
River Road-Santa Clara	19.5%	34.8%	12.6%	1.7%	14.3%	17.0%
Lane County	23.8%	29.0%	14.3%	3.7%	12.2%	17.0%

Source: 1980 U.S. Census

Employment in 1980 is outlined in the table below by industry and place of work for River Road-Santa Clara and Eugene. In River Road-Santa Clara, the largest percentage of workers are employed in lumber and wood products. In Eugene, the largest percentage of employment is in retail.

TABLE 5.7
1980 EMPLOYMENT BY INDUSTRY BY PLACE OF WORK

	River Road	Santa Clara	River Road-Santa Clara	Eugene
Agriculture	0.6%	3.7%	2.9%	1.1%
Construction	13.2%	10.1%	10.8%	3.8%
Food Processing	0.0%	0.0%	0.0%	1.6%
Lumber & Wood	0.3%	35.6%	27.1%	4.4%
Other Durable	3.7%	2.6%	2.6%	3.1%
Trans/Util/Comm	0.9%	5.0%	4.0%	6.1%
Wholesale	1.7%	7.4%	6.1%	6.5%
Retail	24.0%	6.2%	10.5%	24.0%
Finance/Insur/Real Est	2.1%	2.3%	2.2%	5.6%
Service	23.6%	15.4%	17.4%	22.8%
Education	22.4%	11.3%	14.0%	12.6%
Government	0.0%	0.4%	0.3%	6.8%
Other Non-Durable	7.4%	0.0%	1.8%	1.7%

Source: 1980 U.S. Census

Transportation

The most common forms of transportation to work are indicated in the table below. The vast majority of workers in River Road-Santa Clara, Eugene, and Lane County drive alone to work. The percentages of carpoolers and riders of public transportation are similar for River Road-Santa Clara, Eugene and Lane County.

TABLE 5.8
MEANS OF TRANSPORTATION TO WORK BY PLACE OF RESIDENCE

	Drive Alone	Carpool	Bus	Walk	Other
Eugene	61.7%	13.2%	5.2%	7.8%	12.1%
River Road	70.1%	13.5%	4.6%	2.2%	9.6%
Santa Clara	73.8%	16.0%	4.2%	1.2%	4.8%
River Road-Santa Clara	72.2%	14.9%	4.4%	1.6%	6.8%
Lane County	66.5%	15.8%	3.6%	5.4%	8.7%

Source: 1980 U.S. Census

Figures from the 1980 Census also indicate that for trips to work, both River Road and Santa Clara are comparable to Eugene in persons per private vehicle (1.11).

The Census data also provide the following breakdown of work place destinations for River Road and Santa Clara. The figures below represent workers living in the River Road-Santa Clara area who work inside the Eugene-Springfield Standard Metropolitan Statistical Area.

TABLE 5.9
RIVER ROAD-SANTA CLARA RESIDENTS' PLACE OF WORK

Place of Work	River Road (3,907)	Santa Clara (5,294)
Eugene Central Business District	433 (11%)	527 (10%)
Remainder of Eugene	2,333 (60%)	3,133 (59%)
Springfield Central Business District	78 (2%)	45 (1%)
Remainder of Springfield	224 (6%)	411 (8%)
Remainder of Lane County	829 (21%)	1,178 (22%)

Source: 1980 Census data

5.6 FINDINGS

General

1. The Eugene-Springfield Area 2000 Transportation Plan (T-2000) is the general guiding transportation policy document for the study area. It contains policies and projects intended to support all modes of transportation. The T-2000 Plan is supplemented by the Metropolitan Bikeways Master Plan, the Eugene Bikeways Master Plan, and Eugene's Sidewalk Program.

2. The 1980 Census data for transportation to work showed that, in general, people in River Road and Santa Clara:

   - Drove alone to work more than people in Eugene
   - Carpooled more than people in Eugene
   - Used alternative modes less than Eugene residents (transit, bicycle, or walking)

Streets and Highways

1. The T-2000 Plan identified six major metropolitan corridors for improvement. One of these corridors is the "River Road Corridor" which identifies four major projects. These projects are: 1) River Road, Chambers Connector to Irvington; 2) Chambers Connector, River Road to 6th/7th; 3) North Delta Extension, Delta Highway to Wilkes (the plan was amended in 1980 to provide an option to the North Delta Extension which included widening of the Beltline Bridges and ramp modifications to the Delta/Beltline interchanges); and 4) Northwest Expressway. Of these projects, River Road has been improved from Irving to Maxwell; the Northwest Expressway has been

constructed from River Road to Irving; the Chambers Connector is under design and right-of-way is being acquired, with expected completion of the project in 1987/88; and portions of the ramp work at the Delta/Beltline interchange have been completed.

2. The existing street and highway network within the study area is generally under the jurisdiction of Lane County (90 miles out of 94.5 in the study area). Beltline is a State of Oregon facility.

3. Beltline and River Road are the only principal arterials in the study area and carry the bulk of the traffic volume.

4. Lane County's visual inspection of road conditions in the study area indicate that over 60 percent of the roads are in fair or poor condition.

Transit and Paratransit

1. The study area is served by LTD and by the Takepart Program (which is a metropolitan area carpool, vanpool, and ridesharing support agency).

2. T-2000 identified a major LTD transit transfer station near River Road and Beltline. This project has been completed.

3. There are currently four bus routes serving the study area. These bus routes are generally on a 1/2-hour schedule and are mostly handicapped-equipped.

4. There are three park and ride lot locations which are on LTD routes and which may be used by bus patrons as well as carpoolers.

Bicycle and Pedestrian

1. The T-2000 Report cites the importance of bicycle and walking as a means of reducing the number of automobile trips on the street and highway system and promotes provision of facilities to accommodate the pedestrian and bicycle rider.

2. The Bikeways Map indicates existing bicycle routes and those proposed in the Eugene and Metropolitan Bicycle Plans. Of the bicycle facilities proposed in the two plans, the west bank and River Road, from Irving to Maxwell, have been completed.

3. In general, most of the streets north of Maxwell are built to urban standards with sidewalks, curbs, and gutters. Conversely, in general, most of the streets south of Maxwell do not have curbs, gutters, or sidewalks.

4. The Eugene Sidewalk Program quotes a Federal Highway Administration Report that states that 75 percent of all pedestrian trips are 1,000 feet or less. In the River Road area south of Beltline, the majority of streets without sidewalks are within 1,000 feet of uses

which are likely to attract pedestrians (parks, schools, and commercial).

5. The 1980 Census indicated that fewer people walked and biked to work in the study area than in Eugene or in the nation as an average.

5.7 POLICIES AND SUGGESTED ACTIONS

1. All street improvement projects should support and recognize that different streets serve different functions.

   1.1 In designing and building transportation projects, including signalization, place a high priority on projects which improve access to underutilized facilities and increase their use.

   1.2 As part of the design process for improvements to collectors and arterials, undertake an analysis to assist in determining such project elements as the number of lanes and location of turn refuges and signals.

   1.3 Provide adequate capacity on street projects to accommodate future growth.

2. Support alternatives to the automobile including mass transit, bicycle, walking, and carpooling.

   2.1 Develop a safe and accessible bicycle system; in designing improvements to the collector and arterial system, consider bicycle amenities as part of the design.

   2.2 Consider adding the following bicycle routes to the Metropolitan Bicycle Plan:

   - On street bike paths on collectors in the River Road area
   - Crocker to Donegal to Durham to Santa Clara
   - North Park to Park
   - Extending the Greenway bicycle system north of Beltline Road with a connection to Hunsaker, Dibblee Lane, Wilkes Drive, River Loops 1 and 2, and East Beacon Drive
   - Owosso to Corliss Lane

   2.3 In reviewing future subdivision requests in the study area, consider dedicating bicycle and pedestrian connectors to streets which are not connected.

   2.4 Work with schools to consider the safety needs of students walking to and from school and provide pedestrian facilities and crossings at collectors and arterials in appropriate locations.

   2.5 Work with LTD on designing a bus route system which is accessible to a majority of the population and which provides rapid service during the commuting peaks.

3. The City of Eugene or a newly-incorporated city and Lane County shall jointly develop an equitable transition policy for the maintenance and upgrading of the street system.

4. In the context of countywide transportation improvement needs, Lane County shall place a high priority on the provision of a new easterly access to the area north of Beltline, including consideration of a possible extension of Beaver Street. Any street access in this area should provide access to Dibblee Lane, Wilkes Drive, River Loop #2, and Beltline Road.

   4.1 After determining which facility should most likely serve the area, the County should then pursue the acquisition of a right-of-way.

5. Recognizing that funding of specific transportation projects must be considered in the context of the needs of the entire County, transportation projects of particular interest to area residents which shall be considered include:

   - The extension of River Loop #2 westward in order to better serve Lynbrook
   - Improvement to Maxwell to provide access to the Northwest Expressway
   - Development of an Irving Road railroad overpass

APPENDIX A

Lane Rural Fire District

The most substantial impact to Lane RFD caused by annexation or incorporation within its service boundaries will be felt by its Irving Station. Only seven percent of the area served by the Irving Station is within the Plan area, but this same area currently provides about 85 percent of the station's volunteers. These volunteers may cease to offer their services after their property is annexed or incorporated. This could result in Lane RFD examining alternative staffing techniques.

A number of financial impacts could happen to Lane RFD as a result of large-scale annexation or incorporation. If personnel need to be hired to replace volunteers, District costs will increase. If a substantial amount of District-assessed value was lost due to incorporation or phased withdrawal after annexation, the remaining District residents would be required to pay off current financial obligations. The most visible debt of Lane RFD is a ten-year serial levy for new equipment that was passed in 1980.

Santa Clara Rural Fire District

Santa Clara RFD serves land outside the Plan boundary which is in agricultural and rural residential use. About 50 percent of its service area and ten percent of its total assessed value is outside the Plan area. State law provides for automatic withdrawal from fire districts when territory has been annexed to an existing city. In the event of an incorporation, Santa Clara RFD would continue to operate without any changes until the new City Council took action to withdraw the portion of its boundaries within the new city limits. State statutes also provide that this type of withdrawal is subject to referendum. In any event, Santa Clara RFD would not be required to divide assets or transfer property to a city unless compensated for them. State law also states that any plan for division of assets of rural fire protection districts, like Santa Clara RFD, may not be completed if the remaining part of the district would have a less favorable fire insurance rating.

The portion of Santa Clara RFD's service area which is neither annexed or incorporated will continue to function as a rural fire protection district. Only residents or property owners within the remaining district could continue to serve as district directors. Several service options would be open to the remaining portion of Santa Clara RFD, including continued operation, using the existing fire stations as service points. A new station or stations could be built within the remaining service area to provide quicker response times. Other options include dissolving the district and providing no fire protection, merging with Lane RFD or the Junction City Fire Department, or contracting with a city of another fire district for service.

Santa Clara RFD's tax base would not be affected by a withdrawal of territory. As long as part of the district remains intact, its tax base remains the same. However, its total assessed value does decrease with withdrawal of territory. If all of Santa Clara RFD's service area within the study area was withdrawn, the district would lose about 90 percent of its total assessed value. This means that about ten percent of the current district's assessed value could

potentially be taxed for the entire district tax base. Of course, this would dramatically increase the tax rate of the property remaining within Santa Clara RFD boundaries.

The remaining part of Santa Clara RFD may need to recruit and train a new volunteer force. As with Lane RFD, existing volunteers may no longer wish to serve once outside district boundaries. If new volunteers could not be found, the new Santa Clara RFD board would need to examine other service delivery approaches.

APPENDIX B
RIVER ROAD-SANTA CLARA TRANSPORTATION IMPROVEMENT PROJECTS

SHORT-RANGE PROJECTS

Delta Highway/Beltline Road Interchange:
- Replace/revise existing ramps
- Provide additional lanes on Beltline

Cost: $2,600,000
Jurisdiction: Lane County

Chambers Connector, River Road to 8th Avenue:
- Construct four- to five-lane connector arterial
- Provide signalization improvements
- Provide curbs, sidewalks, and bike lanes
- Construct grade-separated RR crossing

Cost: $10,700,000
Distance: 0.94 miles
Jurisdiction: Lane County

River Road, Railroad Boulevard to Maxwell:
- Widen to three to five lanes
- Provide curbs, sidewalks, and bike lanes

Cost: $3,400,000
Distance: 1.98 miles
Jurisdiction: Lane County

River Road, Federal to Irvington:
- Widen to three to five lanes
- Provide curbs, sidewalks, and bike lanes

Cost: $1,100,000
Distance: 0.78 miles
Jurisdiction: Lane County

Maxwell Road, River Road to Prairie:
- Upgrade to two- to three-lane urban facility
- Provide curbs, sidewalks, and bike lanes

Cost: $1,350,000
Distance: 0.92 miles
Jurisdiction: Lane County

Roosevelt Connector, Garfield to Chambers:
- Construct three-lane overpass
- Provide curbs, sidewalks, and bike lanes

Cost: $800,000
Distance: 0.25 miles
Jurisdiction: Lane County

Maxwell Connector, Maxwell at Northwest Expressway:
- Provide access to/from Northwest Expressway to/from Maxwell Road
- Provide bike lanes

Cost: $250,000
Distance: 0.10 miles
Jurisdiction: Lane County

MEDIUM-RANGE PROJECTS

Beltline, River Road to Delta Highway:
- Widen road to six lanes
- Construct new or widen existing Willamette River Bridges
- evise or remove Division/River Avenue ramps
- Reconstruct/relocate Division Avenue from Division Place to Beltline

Cost: $13,700,000
Distance: 1.50 miles
Jurisdiction: Oregon Department of Transportation

Irving Road, River Road to Prairie:
- Upgrade to two- to three-lane urban facility
- Provide curbs, sidewalks, and bike lanes

Cost: $1,300,000
Distance: 1.55 miles
Jurisdiction: Lane County

Irvington Drive, River Road to Prairie:
- Upgrade to two- to three-lane urban facility
- Provide curbs, sidewalks, and bike lanes

Cost: $1,300,000
Distance: 1.47 miles
Jurisdiction: Lane County

River Avenue, River Road to Division:
- Upgrade to two-lane urban facility
- Provide curbs, sidewalks, and bike lanes

Cost: $1,100,000
Distance: 1.26 miles
Jurisdiction: Lane County

Hunsaker/Beaver, Division to River Road:
- Upgrade to a two-lane urban facility
- Provide curbs, sidewalks, and bike lanes

Cost: $800,000
Distance: 1.10 miles
Jurisdiction: Lane County

LONG-RANGE PROJECTS

Valley River Bridge, River Road to Goodpasture Island:
- onstruct new four-lane bridge crossing of Willamette River
- Connects River Road south of Park Street to Valley River Center/Goodpasture Island area
- evelop connector roads from bridge to Goodpasture Island
- Provide intersection improvements at:
  - Chambers and Roosevelt
  - River Road and Intersection with Bridge
- Acquire right-of-way in short-range

Cost: $10,000,000
Distance: 0.40 miles
Jurisdiction: Eugene

River Road, Irvington to Beacon:
- Widen to three lanes
- Provide curbs, sidewalks, and bike lanes
- Consider phasing project at Spring Creek

Cost: $1,500,000
Distance: 1.21 miles
Jurisdiction: Lane County

Beaver Street Arterial, Hunsaker to Wilkes:
- Construct new two- to three-lane collector/arterial
- Provide sidewalks and bike lanes

Cost: $1,600,000
Distance: 1.50 miles
Jurisdiction: Lane County

Irving Road, Prairie to Highway 99:
- Upgrade to a three-lane urban facility
- Provide curbs, sidewalks, and bike lanes

Cost: $470,000
Distance: 0.47 miles
Jurisdiction: Lane County

Division Avenue, Division Place to River Road:
- Provide curbs, sidewalks, and bike lanes
- Add one eastbound lane and sidewalk

Cost: $300,000
Distance: 0.38 miles
Jurisdiction: Lane County

Wilkes Drive, River Road to River Loop 1:
- Upgrade to a two- to three-lane urban facility
- Provide curbs, sidewalks, and bike lanes

Cost: $780,000
Distance: 0.93 miles
Jurisdiction: Lane County

Prairie Rd, Irvington to Carol:
- Upgrade to a three-lane urban arterial
- Provide curbs, sidewalks, and bike lanes

Cost: $500,000
Distance: 0.60 miles
Jurisdiction: Lane County

CP:pbR4/UFP

ORDINANCE NO. 19631

AN ORDINANCE AMENDING THE RIVER ROAD/SANTA CLARA URBAN FACILITIES PLAN REGARDING PROVISIONS FOR PLAN ADOPTION, IMPLEMENTATION, AND AMENDMENTS AND UPDATES.

The City Council of the City of Eugene finds as follows:

1. In May, 1987, the Eugene City Council adopted the River Road/Santa Clara Urban Facilities Plan (Plan) as a refinement to the Eugene-Springfield Metropolitan Area General Plan. The Plan was also adopted by Springfield and Lane County in 1987.

2. The Plan as adopted does not provide for amendment processes.

3. In early 1988 the Planning Directors of Eugene, Springfield, and Lane County agreed on a proposed amendment to the Plan that addresses future amendment and update processes. Under the proposed amendment, as set forth in Exhibit A hereto, future amendments to the Plan would not require formal action by the City of Springfield nor Lane County, if the amendments affected property solely within the City of Eugene.

4. The Eugene Planning Commission held a public hearing on the proposed Plan amendment on March 14, 1988, and on April 26, 1988 forwarded its unanimous recommendation for approval to the Eugene City Council.

5. The proposed Plan amendment has also been considered and recommended for approval by the Springfield and Lane County Planning Commissions, and was adopted by the Springfield City Council on July 18, 1988 and the Lane County Board of Commissioners on May 10, 1989.

6. The Council has considered the recommendations received from the staff and Planning Commission and the actions taken to date by the other metropolitan area jurisdictions. The Council finds that if the proposed amendment is adopted the River Road/Santa Clara Urban Facilities Plan would no longer require participation by the City of Springfield or Lane County in future amendments that affect areas solely within the City of Eugene. Any Plan amendment requiring an amendment to the Eugene-Springfield Metropolitan Area General Plan will continue to follow the amendment processes set out in the Metro Plan, which requires consideration and adoption by all three metropolitan area jurisdictions.

7. Based on the recommendation of the Planning Commission, public testimony at the Council's hearing of August 14, 1989, and the preceding findings, the Council has determined that the amendments to the River Road/Santa Clara Urban Facilities Plan are consistent with the Eugene-Springfield Metropolitan Area General Plan, as acknowledged by LCDC, and consequently, conform to applicable Statewide Goals, and should be adopted.

NOW, THEREFORE,

THE CITY OF EUGENE DOES ORDAIN AS FOLLOWS:

Section 1. Based on the above findings, which are hereby adopted, and upon the hearings before the Planning Commission and City Council, the River Road/Santa Clara Urban Facilities Plan as previously adopted by City of Eugene Ordinance No. 19471 is hereby amended by incorporating therein the language as set forth in Exhibit A attached hereto and incorporated herein by reference.

Section 2. Except as herein amended, all other provisions of the River Road/Santa Clara Urban Facilities Plan remain in full force and effect.

Passed by the City Council this

14th day of August, 1989

City Recorder

Approved by the Mayor this

14th day of August, 1989

Mayor

EXHIBIT A

PLAN ADOPTION, IMPLEMENTATION, AND AMENDMENT PROCESSES

The River Road/Santa Clara Urban Facilities Plan (Plan) is a long-range policy document and service plan for the River Road/Santa Clara area. It has been developed and adopted by the three local jurisdictions in recognition of the River Road/Santa Clara area's critical role in the growth of the metropolitan area.

Implementation of the plan will occur over time and in a variety of circumstances. Over the years, minor amendments or comprehensive updates to the plan may be needed. To the extent that minor amendments are needed, they will address changes in circumstances not anticipated in the plan, new information related to a Statewide Goal, or changes in public policy.

Any amendment to the River Road/Santa Clara Urban Facilities Plan that has broad implications for the entire Plan area or for property outside the City of Eugene requires approval by both the Eugene City Council and the Lane County Board of Commissioners. Any amendment that affects property within the City of Eugene requires approval of the Eugene City Council with an opportunity for Lane County to submit comments. All Plan amendments will be referred to the City of Springfield for its review and comment. Amendments to the Plan do not require action by the City of Springfield.

Within five years of the Plan's adoption, the City of Eugene and Lane County will evaluate whether a comprehensive update of the River Road/Santa Clara Urban Facilities Plan is warranted. When such an update is conducted, participation by the City of Springfield will not be required. Springfield may choose to comment on any draft changes as with other local refinement plans within Eugene's jurisdictional boundaries.

ORDINANCE NO. 19632

AN ORDINANCE AMENDING THE RIVER ROAD/SANTA CLARA URBAN FACILITIES PLAN REGARDING IMPLEMENTATION OF THE RIVER ROAD/RAILROAD BOULEVARD SUBAREA STUDY.

The City Council of the City of Eugene finds as follows:

1. In May, 1987, the Eugene City Council adopted the River Road/Santa Clara Urban Facilities Plan (Plan) as a refinement to the Eugene-Springfield Metropolitan Area General Plan. The Plan was also adopted by Springfield and Lane County in 1987.

2. A recommendation in the Plan calls for an examination of land uses in the vicinity of the Chambers Connector, once the impacts of this highway improvement are known.

3. In response to this recommendation, in November, 1987 the Eugene City Council directed staff to undertake a study of land uses in the River Road/Railroad Boulevard area.

4. Public meetings on the study were held in the River Road area on April 13, May 9, and May 23, 1988, with notice mailed to all residents and property owners within the study area boundaries.

5. The Eugene Planning Commission held a public hearing on the subarea study on June 7, 1988, and on July 5, 1988 adopted recommendations for implementation of the study by amending the Plan.

6. The Lane County Planning Commission held a public hearing on the subarea study and adopted recommendations for amending the Plan on November 15, 1988.

7. The Lane County Board of Commissioners held a public hearing on the subarea study on February 8, 1989, and adopted amendments to the Pl on May 24, 1989.

8. The Council has considered the recommendations received from the Planning Commission and the actions taken by the other metropolitan area jurisdictions. The Council finds that amendments to the Plan are needed to provide additional guidance for land uses in the River Road/Railroad Boulevard subarea, and to clarify the original intent of the Plan.

9. Based on the recommendation of the Planning Commission, public testimony at the Council's August 14, 1989

public hearing, and the preceding findings, the Council has determined that the amendments to the River Road/Santa Clara Urban Facilities Plan are consistent with the Eugene-Springfield Metropolitan Area General Plan, as acknowledged by LCDC, and consequently conform to applicable Statewide Goals, and should be adopted.

NOW, THEREFORE,

THE CITY OF EUGENE DOES ORDAIN AS FOLLOWS:

Section 1. Based on the above findings, which are hereby adopted, and upon the hearings before the Planning Commission and City Council, the River Road/Santa Clara Urban Facilities Plan is hereby amended by incorporating therein the amendments set forth in Exhibits A and B attached hereto and incorporated herein by reference.

Section 2. Except as amended herein and by City of Eugene Ordinance No. 19631, all other provisions of the River Road/Santa Clara Urban Facilities Plan remain in full force and effect.

Passed by the City Council this

14th day of August, 1989

City Recorder

Approved by the Mayor this

14th day of August, 1989

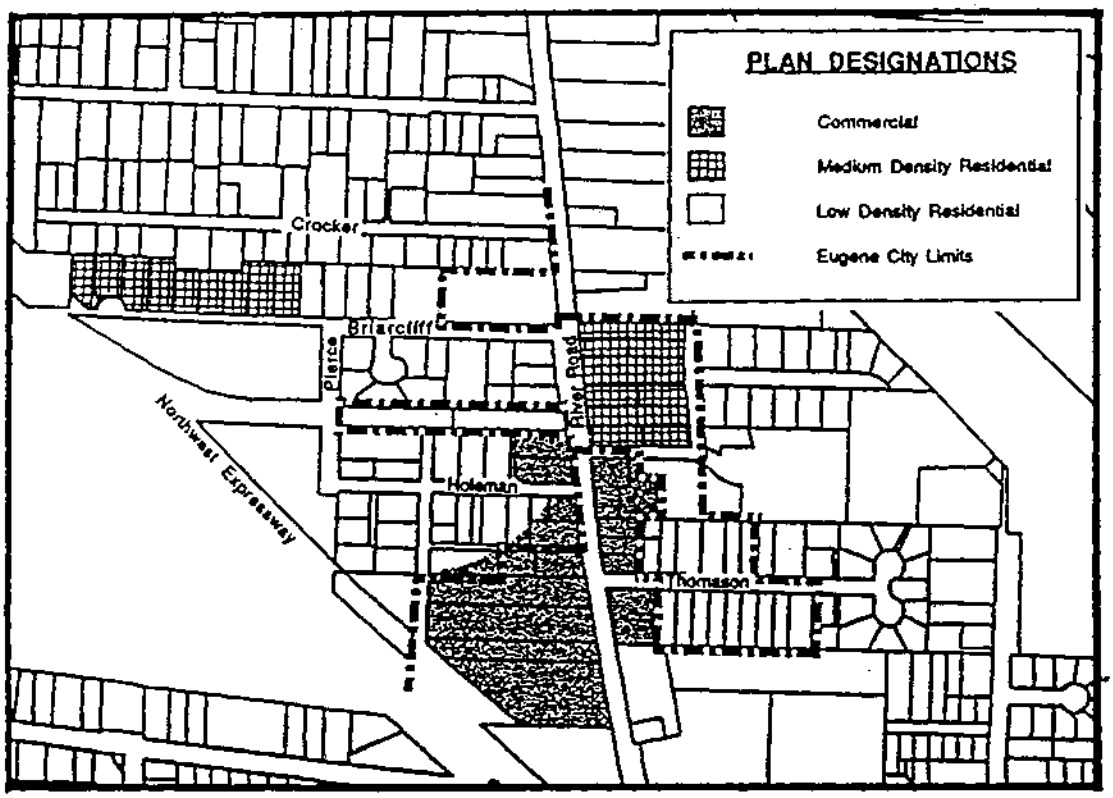
Mayor

EXHIBIT A

Diagram Amendment to RR/SC Urban Facilities Plan - replaces Page 2-24

2.5 River Road Subareas

A. River Road/Railroad Boulevard



RECOMMENDATIONS

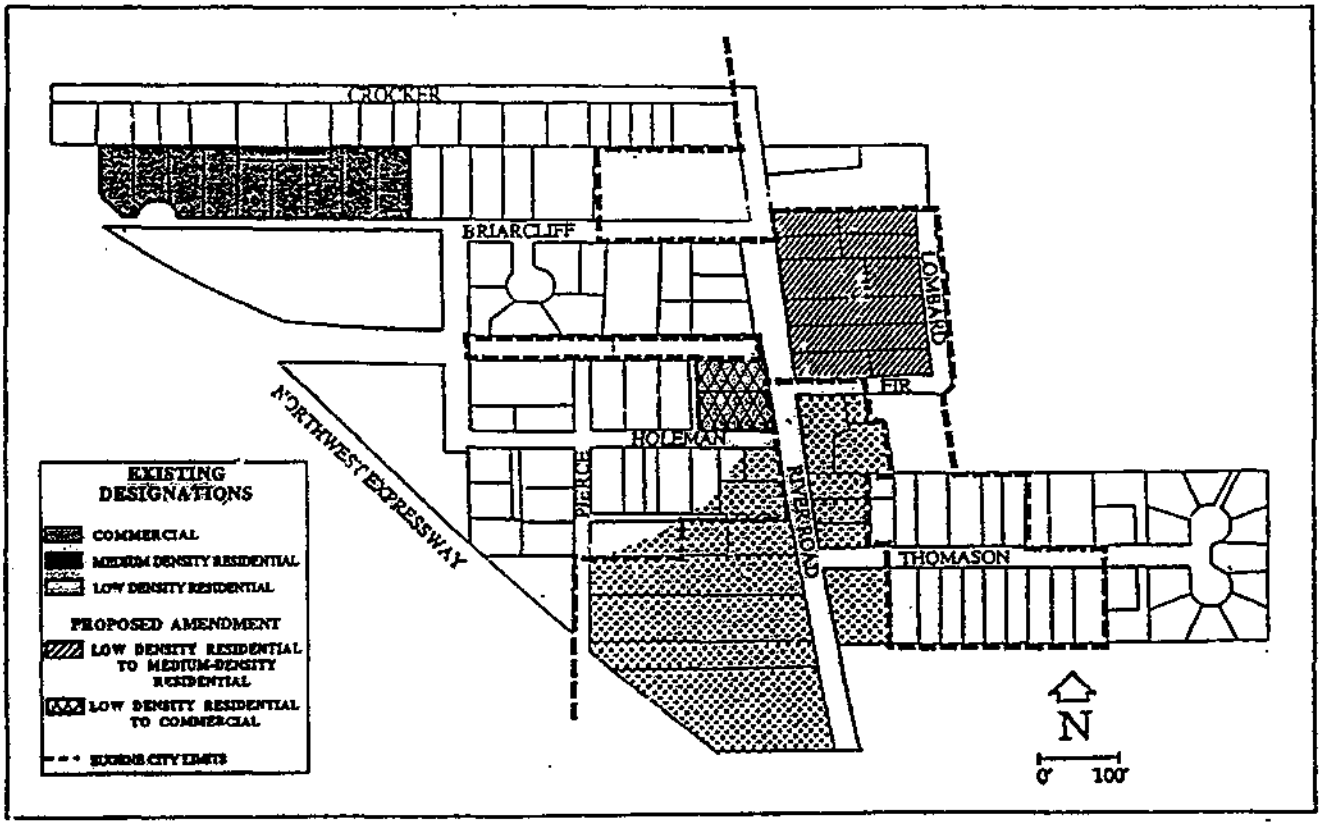
1. Designate and zone existing medium density development.
2. Limit River Road access to existing commercial development.
3. Apply site review for redevelopment of existing commercial areas.
4. Maintain existing land use patterns until completion of the Chambers Connector. The effects of the Chambers Connector and related road improvements on the immediate area should be examined upon completion of final design and right of way acquisition and any appropriate changes adopted.
5. The area south of Fir Lane and east of River Road is appropriate for commercial and low density residential uses.
6. Medium density residential development along the east side of River Road north of Fir Lane is appropriate, and requires a minimum development area of 2/3 of an acre.
7. Rezone the apartments on the west end of Briarcliff Drive from industrial to medium density residential use.
8. Delay for six months rezoning of the vacant parcels south of Briarcliff and adjacent to the Northwest Expressway from industrial to low density residential use.
9. Designate the two parcels north of Holeman Avenue and west of River Road for commercial use.

Exhibit A1

Proposed Diagram Change to RR/SC Urban Facilities Plan

2.5 River Road Subareas (See Page 2-24)

A. River Road /Railroad Boulevard



EXISTING RECOMMENDATIONS

1. Designate and zone existing medium-density development.
2. Limit River Road access to existing commercial development.
3. Apply site review for redevelopment of existing commercial areas.
4. Maintain existing land use patterns until completion of Chambers Connector. The effects of the Chambers Connector and related road improvements on the immediate area should be examined upon completion of final design and right of way acquisition and any appropriate changes adopted.

PROPOSED NEW RECOMMENDATIONS

5. The area south of Fir Lane and east of River Road is appropriate for commercial and low-density residential uses.
6. Medium-density residential development along the east side of River Road north of Fir Lane is appropriate, and requires a minimum development area of 2/3 of an acre.
7. Rezone the apartments on the west end of Briarcliff Drive from industrial to medium density residential use.
8. Delay for six months rezoning of the vacant parcels south of Briarcliff and adjacent to the Northwest Expressway from industrial to low density residential use.
9. Designate the two parcels north of Holeman Avenue and west of River Road for commercial use.

EXHIBIT B

Text Amendments to RR/SC Urban Facilities Plan
August 1989

1) Replace the fourth paragraph on page 2-1 with the following:

The land use element contains four components: general, commercial-industrial, residential and Land Use Diagram (see following page). Findings, policies, and suggested actions are provided in each of these elements. The land use diagram is a graphic depiction of the policies and suggested actions contained in the refinement plan and through the diagram, subarea diagrams, subarea descriptions and subarea recommendations, provides a more detailed guide to future land use than that shown in the Metropolitan Plan Diagram.

2) Replace the second and third paragraphs on page 2-22 with the following:

How is the Diagram Used?

The diagram is used, along with accompanying policies and suggested actions, policies contained in the Urban Facilities Plan, descriptions and recommendations contained under each of the subareas, and applicable areawide goals and policies, to evaluate individual land use proposals. The land use diagram provides guidance for future development. Existing development would continue as previously approved or as nonconforming uses.

The Urban Facilities Plan Land Use Diagram

In order to consider and suggest future land uses for the River Road-Santa Clara areas, 12 subareas were identified. The subareas (refer to Subareas Map) contain virtually all existing commercial, industrial, and medium-density reseidential development and undeveloped land designated for these categories in the study area. Policies and suggested actions applicable to the low-density residential areas are discussed in the main text of this chapter. The recommendations found under the descriptions for each of the subareas provide direction for future public policy and are to be used along with policies and suggested actions in the plan in setting future public policy and in guiding decision-making for the area.

Exhibit B

Proposed Text Amendments to RR/SC Urban Facilities Plan

1) On page 2-1 of the River Road/Santa Clara Urban Facilities Plan, the Land Use Element of the Plan is introduced. In that introduction, insert the following language (additions are underlined).

The land use element contains four components: general, commercial-industrial, residential and Land Use Diagram (see following page). Findings, policies, and suggested actions are provided in each of these elements. The land use diagram is a graphic depiction of the policies and suggested actions contained in the refinement plan and through the diagram, subarea diagrams, subarea descriptions and subarea recommendations, provides a more detailed guide to future land use than that shown in the Metropolitan Plan Diagram.

2) On page 2-22 of the River Road/Santa Clara Urban Facilities Plan, the role of the Land Use Diagram is discussed. In that discussion, insert the following language (addition underlined).

How is the Diagram Used?

The diagram is used, along with accompanying policies and suggested actions, policies contained in the Urban Facilities Plan, descriptions and recommendations contained under each of the subareas, and applicable areawide goals and policies, to evaluate individual land use proposals. The land use diagram provides guidance for future development. Existing development would continue as previously approved or as nonconforming uses.

The Urban Facilities Plan Land Use Diagram

In order to consider and suggest future land uses for the River Road-Santa Clara areas, 12 subareas were identified. The subareas (refer to Subareas Map) contain virtually all existing commercial, industrial, and medium-density reseidential development and undeveloped land designated for these categories in the study area. Policies and suggested actions applicable to the low-density residential areas are discussed in the main text of this chapter. The recommendations found under the descriptions for each of the subareas provide direction for future public policy and are to be used along with policies and suggested actions in the plan in setting future public policy and in guiding decision-making for the area.

ORDINANCE NO. 19993

AN ORDINANCE AMENDING THE RIVER ROAD/SANTA CLARA URBAN FACILITIES PLAN REGARDING THE CHANGE IN LAND USE DESIGNATION FOR CERTAIN PARCELS FROM LIGHT-MEDIUM INDUSTRIAL TO LOW-DENSITY RESIDENTIAL (RA 92-2, JOHNSON, ET AL).

The City Council of the City of Eugene finds as follows:

A. In May, 1987, the Eugene City Council adopted the River Road/Santa Clara Urban Facilities Plan (Plan) as a refinement to the Eugene-Springfield Metropolitan Area General Plan. The Plan was also adopted by Springfield and Lane County in 1987, and subsequently amended in part on August 14, 1989.

B. On July 28, 1992, Louis W. and Anne I. Johnson and six other property owners filed a request with the City of Eugene for an amendment to the River Road/Santa Clara Urban Facilities Plan (Plan) to change the land use designation for approximately 78 acres consisting of Tax Lots 3400, 3401, 3500, 3600, 3700, 3701, 3800, and 3900, Assessor's Map 17-04-10-0 0 from light-medium industrial to low-density residential.

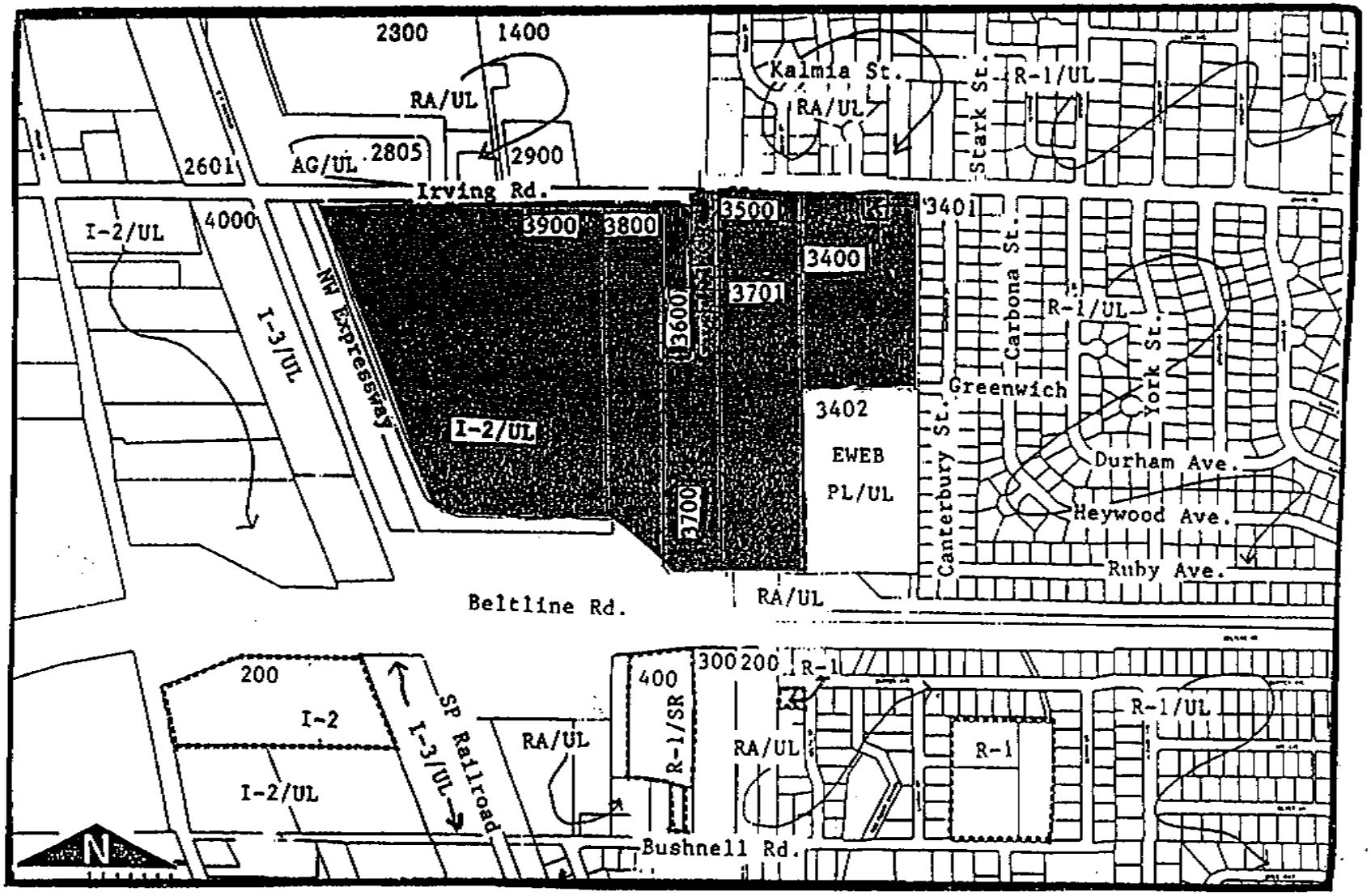
C. Notice of the request was sent to the Santa Clara Neighborhood Group, to all owners and occupants within a 400-foot radius of the area identified above, and published in the Springfield News and Register Guard prior to the joint public hearing on the request before the Planning Commissions of Eugene, Springfield and Lane County on September 29, 1992.

D. The Eugene Planning Commission recommended approval of the proposed amendments on October 12, 1992, and the Lane County Planning Commission recommended approval of the proposed amendments on October 20, 1992.

E. The Council has considered the recommendations received from the Planning Commission and the actions taken by Lane County. The Council finds that the amendments to the Plan are in compliance with the criteria for refinement plan amendments as set forth in Subsection 9.145(2) of the Eugene Code, 1971.

F. Based on the recommendation of the Planning Commission, public testimony before the planning commissions and at the joint elected official hearing of December 9, 1992, the preceding findings, and the findings attached as Exhibit A hereto, the Council has determined that the proposed amendments to the River Road/Santa Clara Urban Facilities Plan are consistent with remaining portions of that Plan, with the Eugene-Springfield Metropolitan Area General Plan, as acknowledged by LCDC, and consequently conform to applicable Statewide Goals, and should be adopted.

Assessor's Map 17-04-10-0 0; Tax Lots 3400, 3401, 3500, 3600, 3700, 3701, 3800, and 3900



Area of Request

City Limits

Johnson, et al (MA 92-2) and (RA 92-2)

Amendment to the Metropolitan Area General Plan and the River Road-Santa Clara Urban Facilities Plan

COUNCIL ORDINANCE NUMBER 20407

COUNCIL BILL NUMBER 4965

AN ORDINANCE AMENDING THE EUGENE-SPRINGFIELD METRO PLAN LAND USE DIAGRAM; AMENDING THE RIVER ROAD-SANTA CLARA URBAN FACILITIES PLAN LAND USE DIAGRAM AND TEXT; AMENDING THE EUGENE ZONING MAP; AND ADOPTING A SEVERABILITY CLAUSE. (OREGON WEST MANAGEMENT, LLC.)

ADOPTED: April 14, 2008

PASSED: 5:2

REJECTED:

OPPOSED: Bettman, Taylor

ABSENT: Poling

EFFECTIVE: 30 days from date of Mayor's signature or upon recording of restrictive covenants described in Section 5, whichever date is later. July 21, 2008

ORDINANCE NO. 20407

AN ORDINANCE AMENDING THE EUGENE-SPRINGFIELD METRO PLAN LAND USE DIAGRAM; AMENDING THE RIVER ROAD-SANTA CLARA URBAN FACILITIES PLAN LAND USE DIAGRAM AND TEXT; AMENDING THE EUGENE ZONING MAP; AND ADOPTING A SEVERABILITY CLAUSE. (OREGON WEST MANAGEMENT, LLC.)

The City Council of the City of Eugene finds that:

A. The applicant, Oregon West Management, LLC, submitted an application to the City of Eugene for an amendment to the Metro Plan Land Use Diagram, the River Road-Santa Clara Urban Facilities Plan Land Use Diagram and Text, and the Eugene Zoning Map.

B. The amendments contained in this Ordinance are based on the application submitted and the recommendation of the Eugene Planning Commission.

C. The Eugene Planning Commission held a public hearing on the amendments contained in this Ordinance on October 18, 2007, received public testimony, and closed the record. The Planning Commission met subsequently for deliberations on November 5, 2007, and November 19, 2007.

D. Upon conclusion of deliberations on November 19, 2007, the Planning Commission recommended conditional approval of the application, and has forwarded its recommendations to the City Council that the Metro Plan Land Use Diagram be amended as shown on Exhibit A hereto, the River Road-Santa Clara Urban Facilities Plan Land Use Diagram be amended as shown on Exhibit B hereto, the text in Chapter 2, River Road/Division Subarea of the River Road-Santa Clara Urban Facilities Plan be amended by insertion of the text set forth in Exhibit C hereto at pages 2-32, and the Eugene Zoning Map be amended as shown on Exhibit D hereto.

THE CITY OF EUGENE DOES ORDAIN AS FOLLOWS:

Section 1. The Metro Plan Land Use Diagram for the property located at 2685 River Road, and identified as Tax Lots 9100, 9200, 9300 of Assessor's Map 17-04-11-41 and Tax Lots 200, 300, 400 of Assessor's Map 17-04-11-44, is amended from a designation of Low Density Residential to a designation of Commercial; and the Metro Plan Land Use Diagram for the property located at 84 Green Lane and identified as Tax Lot 1900 of Assessor's Map 17-04-11-44 is amended from a designation of Commercial to a designation of Medium Density Residential, as shown on the attached Exhibit A, which is incorporated herein.

Section 2. Consistent with the provisions of Section 9.7750(4) of the Eugene Code, 1971, the River Road-Santa Clara Urban Facilities Plan Land Use Diagram located at page 2-3 and the River Road Santa Clara Urban Facilities Plan River Road/Division Subarea Diagram located at page 2-32, are automatically amended to redesignate the land referenced in Section 1

above located at 2685 River Road from a designation of Government and Education to a designation of Commercial; and to redesignate the land located at 84 Green Lane from a designation of Commercial to a designation of Medium Density Residential, as shown on the attached Exhibits B and C, which are incorporated herein.

Section 3. The text of Chapter 2, River Road/Division Subarea of the River Road-Santa Clara Urban Facilities Plan is amended by insertion at pages 2-32 of the text set forth in the attached Exhibit C, which is incorporated herein.

Section 4. The Eugene Zoning Map is amended to rezone Tax Lots 9100, 9200, 9300 of Assessor's Map 17-04-11-41 and Tax Lots 200, 300, 400 of Assessor's Map 17-04-11-44 from their existing PL, Public Land and C-1, Neighborhood Commercial zone to C-2/PD/SR Community Commercial with Planned Unit Development and Site Review overlay zones and to rezone Tax Lot 1900 of Assessor's Map 17-04-11-44 from its existing R-1 Low Density Residential Zone to R-2/PD/SR, Medium Density Residential with Planned Unit Development and Site Review overlays, as shown on the attached Exhibit D, which is incorporated herein.

Section 5. The applicant shall record in the Office of the Lane County Clerk restrictive covenants on the Tax Lots 9100, 9200, 9300 of Assessor's Map 17-04-11-41 and Tax Lots 200, 300, 400 of Assessor's Map 17-04-11-44, in a form acceptable to the City Attorney, stipulating that any future development approval for the site shall require, by the time of development, full and complete construction of an additional westbound approach lane on Hunksaker Lane and an additional westbound approach lane on Green Lane. The restrictive covenants shall be binding on any successive owners(s) of the property, are enforceable by the City of Eugene and may be amended only with the express written consent of the City of Eugene.

Section 6. The findings set forth in the attached Exhibit E are adopted as findings in support of this Ordinance.

Section 7. If any section, subsection, sentence, clause, phrase or portion of this Ordinance is for any reason held invalid or unconstitutional by a court of competent jurisdiction, such portion shall be deemed a separate, distinct and independent provision and such holding shall not affect the validity of the remaining portions hereof.

Section 8. This Ordinance shall become effective 30 days from its adoption by the City Council and approval of Mayor, as provided in the Eugene Charter of 2002, or upon the recording of the restrictive covenants described in Section 5 of this Ordinance, whichever date is later.

Passed by the City Council this

14th day of April, 2008

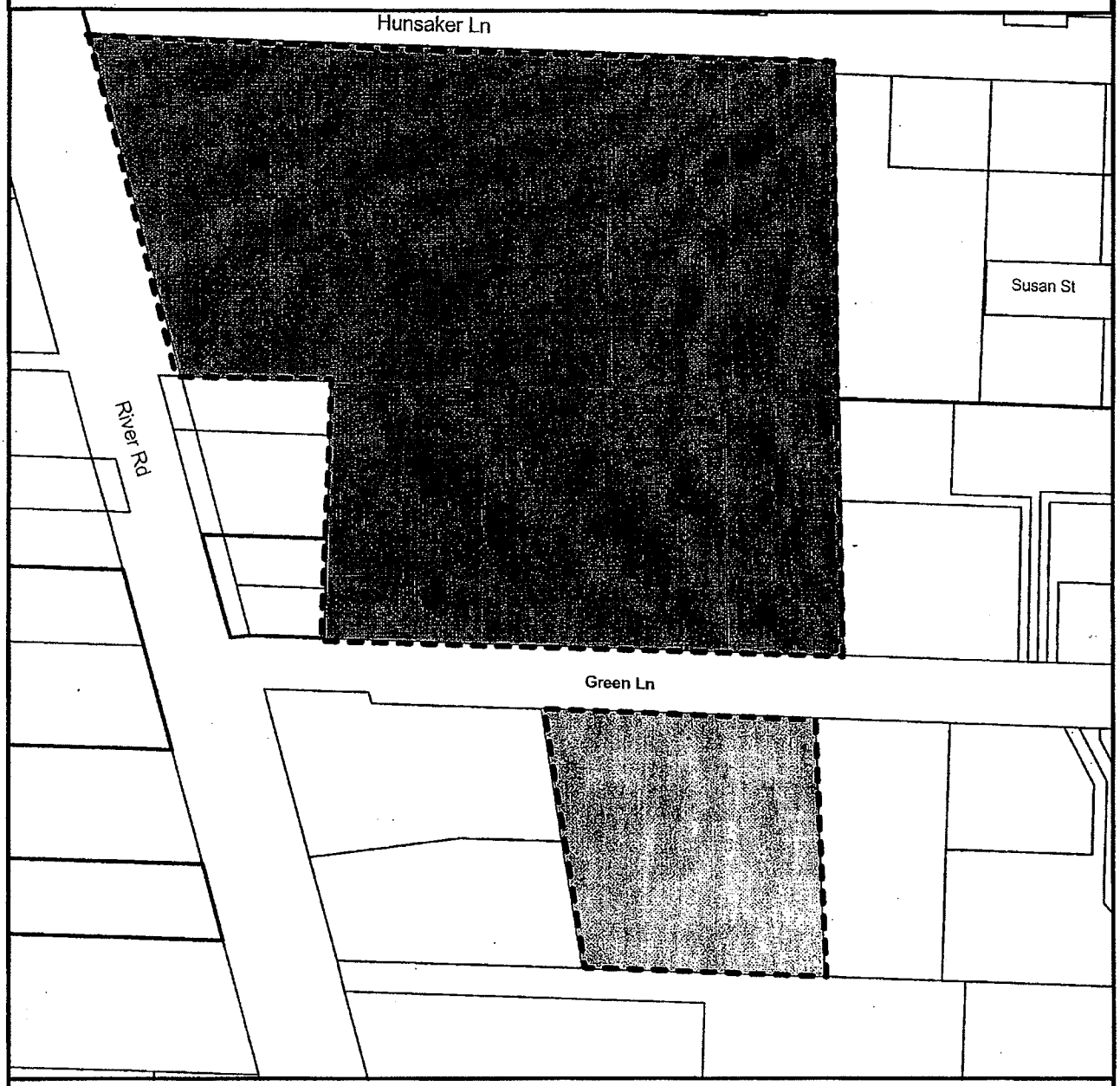
City Recorder

Approved by the Mayor this

16 day of April, 2008

Mayor

Oregon West Management, LLC (MA 07-2, RA 07-1, Z 07-3)



Metro Plan Designations

Assessor's Map: 17-04-11-41
Tax Lots: 9100, 9200, 9300
Assessor's Map: 17-04-11-44
Tax Lot: 200, 300, 400, 1900

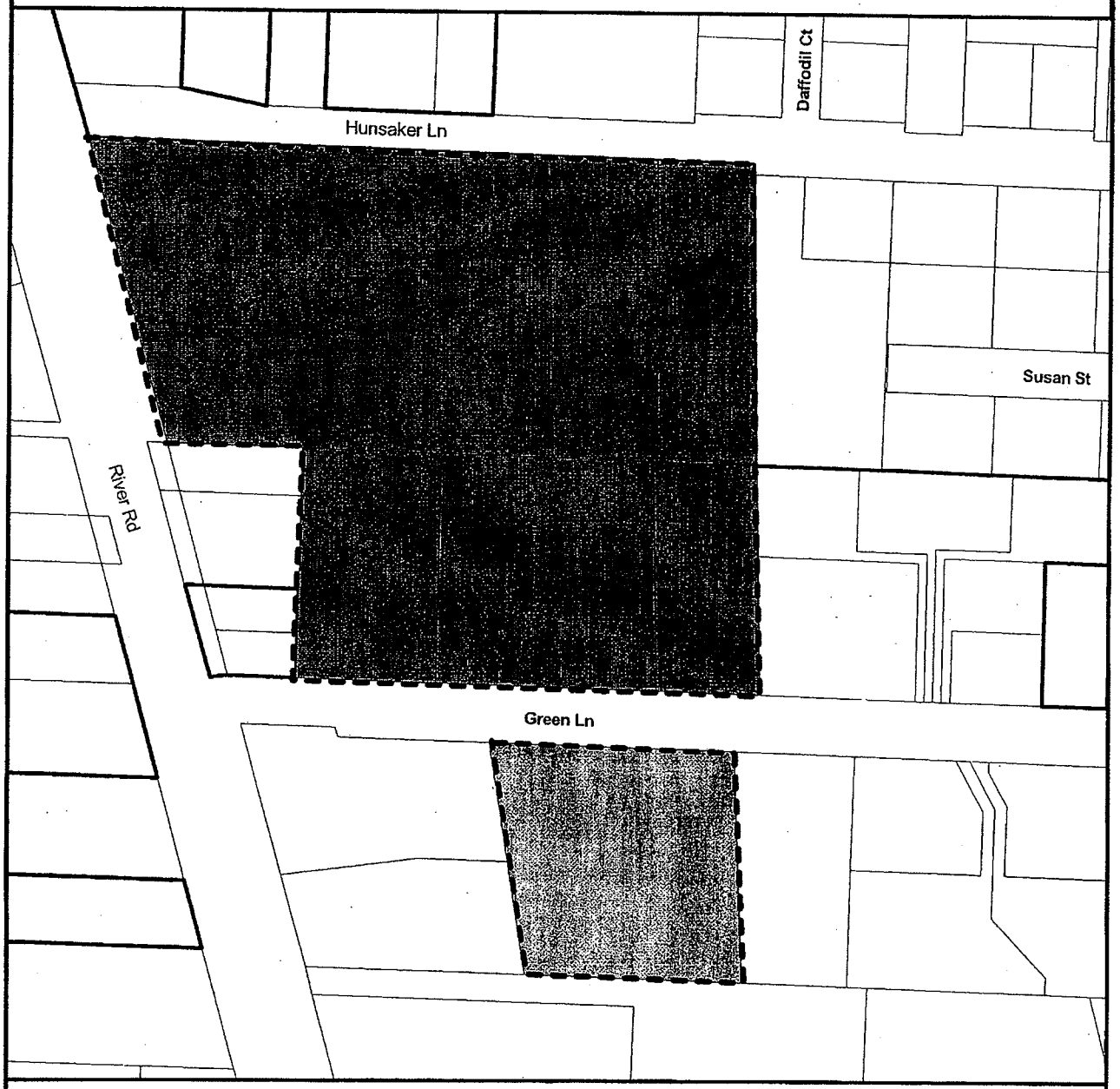
City Limits
Subject Site

Medium Density Residential
Commercial

The Metro Plan Designations shown on this map are only tax lot specific for the subject site. Please note: the information shown on this map is based on Geographic Information Systems data which could be imprecise and subject to change and should be used for reference only.

N

Oregon West Management, LLC (MA 07-2, RA 07-1, Z 07-3)



River Road-Santa Clara Urban Facilities Plan
Land Use Diagram

Assessor's Map: 17-04-11-41
Tax Lots: 9100, 9200, 9300
Assessor's Map: 17-04-11-44
Tax Lot: 200, 300, 400, 1900

City Limits

Subject Site

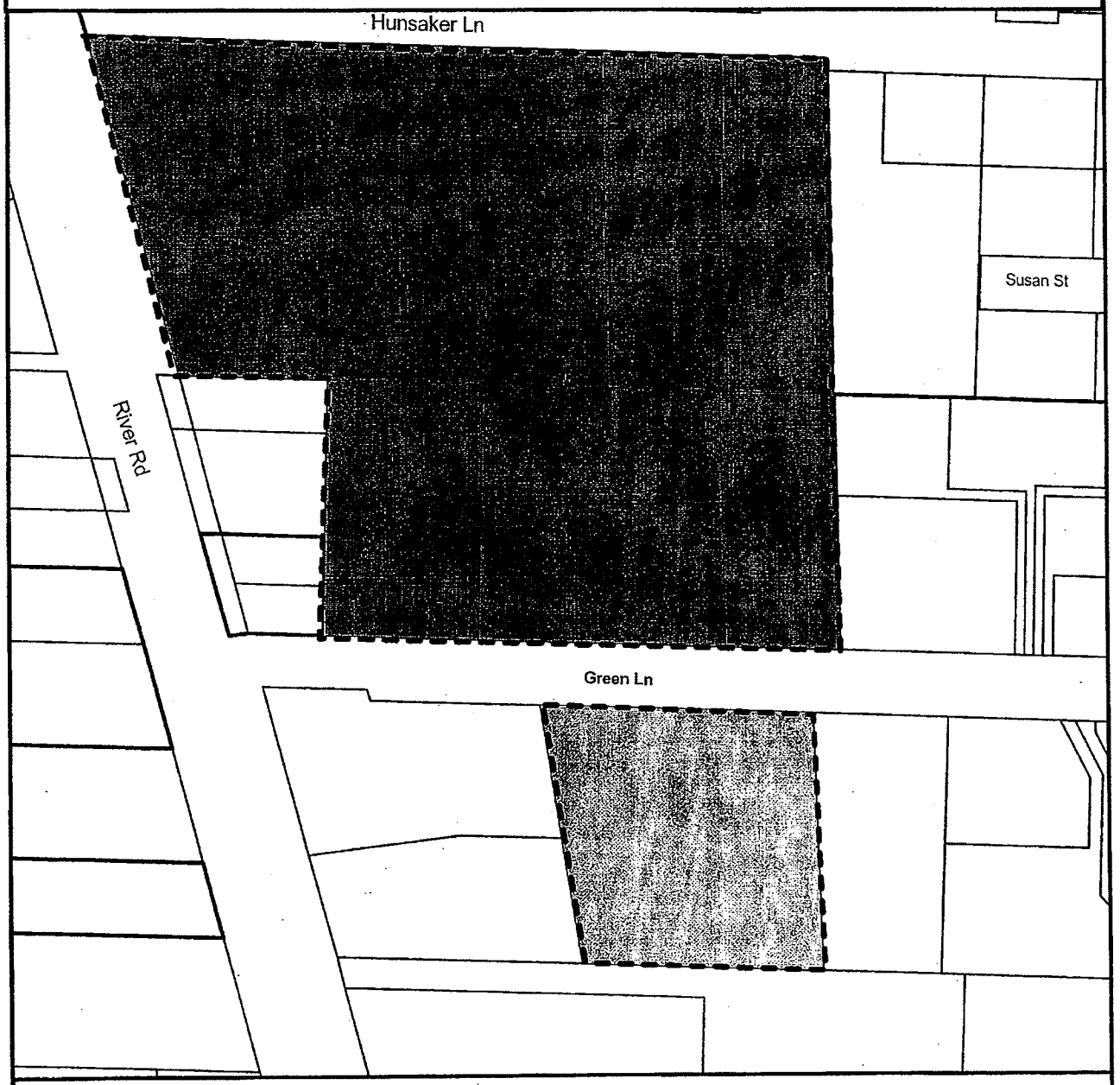
Medium Density Residential

Commercial

The Refinement Plan Designations shown on this map are only tax lot specific for the subject site. Please note: the information shown on this map is based on Geographic Information Systems data which could be imprecise and subject to change and should be used for reference only.

N

Oregon West Management, LLC (MA 07-2, RA 07-1, Z 07-3)



River Road-Santa Clara Urban Facilities Plan
Subarea i: River Road/Division

Assessor's Map: 17-04-11-41
Tax Lots: 9100, 9200, 9300
Assessor's Map: 17-04-11-44
Tax Lot: 200, 300, 400, 1900

City Limits
Subject Site

Low Density Residential
Medium Density Residential
Commercial

The Subarea Designations shown on this map are only tax lot specific for the subject site. All other designations shown outide of the subject site boundaries are not tax lot specific and should be used for reference only.

N

Text Amendments to be added to
River Road-Santa Clara Urban Facilities Plan,
Chapter 2, River Road/Division Subarea:

5. Notwithstanding Recommendation No. 4, development sites abutting south of Green Lane and generally west of the eastern boundary of the former Santa Clara Elementary School Site may be designated and zoned Medium Density Residential. If the parcels are zoned MDR, they must be developed as a Planned Unit Development in connection with the former Santa Clara Elementary School site and with an emphasis on mixed-use development principles.

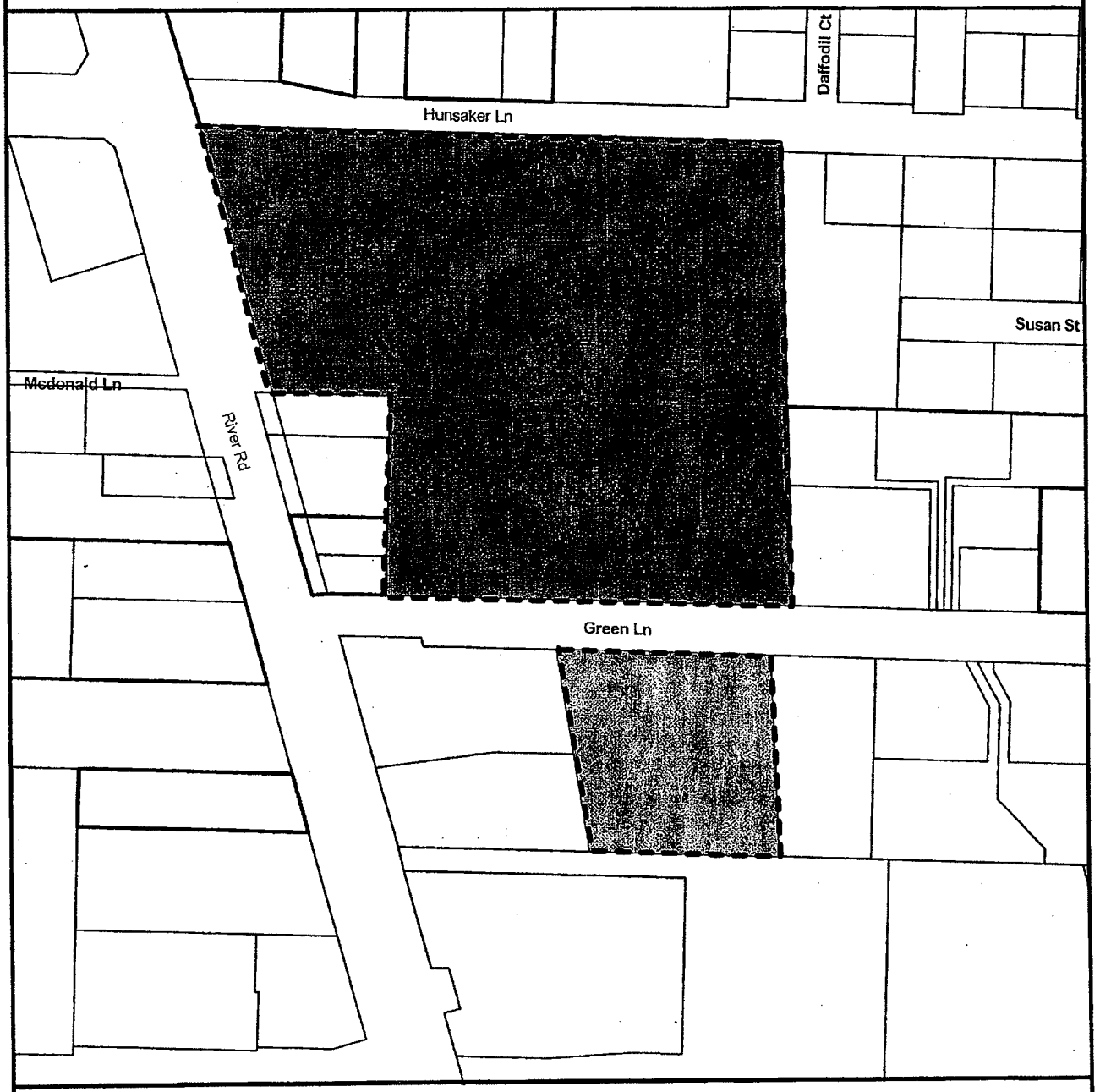
6. Upon the sale from public ownership to private ownership, the City shall recognize the area of the former Santa Clara Elementary School at the southeast corner of the intersection of River Road and Hunsaker Lane, between Hunsaker Lane and Green Lane (Tax Lots 9100, 9200, 9300 of Assessor's Map 17-04-11-41 and Tax Lots 200, 300, 400 of Assessor's Map 17-04-11-44) as appropriate for Commercial development and designated Commercial. If zoned commercial, it shall be zoned C-2 and it shall be developed as Planned Unit Development in connection with the property described in Recommendation No. 5 with an emphasis on mixed-use development principles. In addition:

a. No individual building footprint within the commercial development may exceed 18,000 square feet; and
b. Permitted or conditional Commercial services shall not include theaters; lodging; C2 and C3 permitted manufacturing; medical, health and correctional services; motor vehicle related uses; and
c. The historic character of the former Santa Clara Elementary School shall be commemorated on site by using architectural features and historic elements typical of the former Santa Clara Elementary School (e.g., brick facades, castings, etc.).

7. Pursuant to Recommendations 5 and 6, a pedestrian friendly connection subject to review and approval by the City Engineer shall be provided to cross Green Lane between the former Santa Clara School Site and a property south of Green Lane and shall include five or more of the following design elements:

a. Curb ramps
b. Curb extensions (equal to the width of on-street parking, but not interfering with bicycle lane)
c. Raised crosswalks
d. Special paving treatment (e.g., brick, alternative colors, cobblestone, patterned cement, etc.)
e. Adequate lighting to fully illuminate the crossing at all hours
f. To minimize conflict with vehicles entering or exiting the former Santa Clara Elementary School site locate the crosswalk to the east of the future Green Lane access to the former Santa Clara Elementary School site.

Oregon West Management, LLC (MA 07-2, RA 07-1, Z 07-3)



Eugene Zoning Map & Overlay Zone Map

Assessor's Map: 17-04-11-41
Tax Lots: 9100, 9200, 9300
Assessor's Map: 17-04-11-44
Tax Lot: 200, 300, 400, 1900

City Limits
Subject Site

Zoning

C-2/SR/PD Community Commercial with Site Review and Planned Unit Development overlays

R-2 /SR/PD Medium Density Residential with Site Review and Planned Unit Development overlays

Please note: the information shown on this map is based on Geographic Information System data which could be imprecise and subject to change and should be used for reference only.

N

Findings

Oregon West Management, LLC
(MA 07-2, RA 07-1, Z 07-3)

Metro Plan Diagram Amendment (MA 07-2)

The proposed amendments change the current Metro Plan land use diagram designations of 7.3 acres of subject property north of Green Lane from Low Density Residential to Commercial, and would change 1.3 acres of the subject property south of Green Lane from Commercial to Medium Density Residential.

Eugene Code (EC) Section 9.7730(3) requires that the following criteria (in bold and *italics*) be applied to a Metro Plan diagram amendment:

(a) The amendment must be consistent with the relevant Statewide Planning Goals adopted by the Land Conservation and Development Commission; and

Goal 1 Citizen Involvement: *To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.*

The City has acknowledged provisions for citizen involvement that ensure the opportunity for citizens to be involved in all phases of the planning process and set out requirements for such involvement. The action does not amend the citizen involvement program. The process for reviewing these amendments complies with Goal 1 since it complies with, and surpasses the requirements of, the citizen involvement provisions.

The City of Eugene land use code implements Statewide Planning Goal 1 by requiring that notice of the proposed amendments be given and public hearings be held prior to adoption. Consideration of the amendments begins with a City of Eugene Planning Commission public hearing on October 18, 2007. During completeness review, several iterations of the application were sent to the affected neighborhood group, the Santa Clara Community Organization (SCCO) for early involvement. The also applicant met with the neighborhood group at different times during completeness review.

Subsequent to deeming the applications complete, on August 31, 2007, the City mailed notice of the proposed plan amendments to the Department of Land Conservation and Development, as required by the Eugene Code and in accordance with State statutes. Referrals concerning the pending applications were sent to the Oregon Department of Transportation (ODOT), City of Springfield, Lane County, the affected Neighborhood Association, the SCCO, and to City departments. On September 18, 2007, notice of the Planning Commission public hearing was mailed to the applicant, owners and occupants of property within 300 feet of the subject property and the Santa Clara Community Organization. On September 18, 2007, notice was also posted in accordance with EC

9.7415(5). On September 28, 2007, notice of the Planning Commission public hearing was published in the *Register-Guard*, in accordance with the Eugene Code. The Planning Commission public hearing was held on October 18, 2007, with deliberations held on November 5 and 19, 2007 and action take on November 19, 2007. An additional public hearing before the Eugene City Council is scheduled for February 19, 2007. Notice to interested and affected parties will also be provided for that hearing.

In response to the Planning Commission public hearing notice, aside from phone calls, two letters of written testimony were received. One letter is regarding concerns for increased traffic and does not support the proposed zone changes. Traffic, regarding compliance with the Transportation Planning Rule, is discussed below under Goal 12. The other letter is from the SCCO. The letter states that: "the applicant's willingness to apprise the SCCO if its intentions and gather feedback has been greatly appreciated. Although we agree in concept with the idea of a mixed-use development, we differ with the applicant in the implementation of that idea." They state that there is an imbalance with too much commercial proposed, there is a lack of a truly public gathering space and adequate amounts of pervious surface, and a lack of transition between the proposed C-2 and the existing R-1 to the east. The SCCO letter includes comments regarding several adopted plan policies which are addressed under the applicable criteria below. The SCCO letter also includes several suggestions to meet the needs of the Santa Clara community. As noted in the SCCO letter, the applicant met with the neighborhood group early in the application process. At the Planning Commission public hearing, aside from the applicant's party there were nine people that spoke in favor of the proposal, and six people that spoke against it.

The process for adopting these amendments complies with Statewide Planning Goal 1 since it complies with the requirements of the State's citizen involvement provisions.

Goal 2 - Land Use Planning: *To establish a land use planning process and policy framework as a basis for all decisions and actions related to use of land and to assure an adequate factual base for such decisions and actions.*

The Eugene-Springfield Metropolitan Area General Plan (Metro Plan) is the policy tool that provides a basis for decision-making in this area. The Metro Plan was acknowledged by the State in 1982 to be in compliance with statewide planning goals. These findings and record show that there is an adequate factual base for decisions to be made concerning the proposed amendments. Goal 2 requires that plans be coordinated with the plans of affected governmental units and that opportunities be provided for review and comment by affected governmental units. To comply with the Goal 2 coordination requirement, the City coordinated the review of these amendments with all affected governmental units. Specifically, notice was mailed to the State Department of Land Conservation and Development, Oregon Department of Transportation (ODOT), Lane County, and the City of Springfield. There are no Goal 2 exceptions required for these amendments. Therefore, the amendments are consistent with Statewide Planning Goal 2.

Goal 3 - Agricultural Land: *To preserve and maintain agricultural lands.*

Goal 3 is not applicable to these amendments as the subject property and actions do not affect any agricultural plan designation or use. Goal 3 excludes lands inside an acknowledged urban growth

boundary from the definition of agricultural lands. Since the subject property is entirely within the acknowledged urban growth boundary, Goal 3 is not relevant and the amendments do not affect the area's compliance with Statewide Planning Goal 3.

Goal 4 - Forest Land: *To conserve forest lands.*

Goal 4 is not applicable to these amendments as the subject property and actions do not affect any forest plan designation or use. Goal 4 does not apply within urban growth boundaries and, therefore, does not apply to the subject property, which is within Eugene's urban growth boundary (OAR 660-006-0020). Therefore, Goal 4 is not relevant and the amendments do not affect the area's compliance with Statewide Planning Goal 4.

Goal 5 - Open Spaces, Scenic and Historic Areas, and Natural Resources: *To conserve open space and protect natural and scenic resources.*

The following administrative rule (OAR 660-023-0250) is applicable to this post-acknowledgement plan amendment (PAPA) request:

(3) Local governments are not required to apply Goal 5 in consideration of a PAPA unless the PAPA affects a Goal 5 resource. For purposes of this section, a PAPA would affect a Goal 5 resource only if:

- *(a) The PAPA creates or amends a resource list or a portion of an acknowledged plan or land use regulation adopted in order to protect a significant Goal 5 resource or to address specific requirements of Goal 5;*
- *(b) The PAPA allows new uses that could be conflicting uses with a particular significant Goal 5 resource site on an acknowledged resource list; or*
- *(c) The PAPA amends an acknowledged UGB and factual information is submitted demonstrating that a resource site, or the impact areas of such a site, is included in the amended UGB area.*

The subject property does not include a Goal 5 resource site. The proposed amendments do not create or amend a list of Goal 5 resources, do not amend a plan or code provision adopted in order to protect a significant Goal 5 resource or to address specific requirements of Goal 5, do not allow new uses that could be conflicting uses with a particular Goal 5 resource site, and do not amend the acknowledged Urban Growth Boundary.

Therefore, Statewide Planning Goal 5 does not apply to these amendments.

Goal 6 - Air, Water and Land Resources Quality: *To maintain and improve the quality of the air, water, and land resources of the state.*

Goal 6 addresses waste and process discharges from development, and is aimed at protecting air, water and land from impacts from those discharges. Nothing in the proposal or the character of the site or potential uses indicates a future development that would compromise air, water and land resources. The proposal does not amend the metropolitan area's air, water quality or land resource policies. The applicant's findings show that the City can reasonably expect that future development of the site comply with applicable environmental laws. Therefore, the amendments are consistent

with Statewide Planning Goal 6.

Goal 7 - Areas Subject to Natural Disasters and Hazards: *To protect life and property from natural disasters and hazards.*

Goal 7 requires that local government planning programs include provisions to protect people and property from natural hazards such as floods, land slides, earthquakes and related hazards, tsunamis and wildfires. The subject property is not located within known areas of natural disasters or hazards. The subject property is outside the flood zone and is not subject to hazards normally associated with steep slopes, wildfires, or tsunamis. Other hazards, such as earthquakes and severe winter storms can be mitigated at the time of development based on accepted building codes and building techniques. Therefore, these amendments are consistent with Statewide Planning Goal 7.

Goal 8 - Recreational Needs: *To satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destination resorts.*

Goal 8 ensures the provision of recreational facilities to Oregon citizens and is primarily concerned with the provision of those facilities in non-urban areas of the state. There are no public or private recreational facilities on or adjacent to the subject property. Therefore the proposed amendments will not impact the provision of public recreational facilities, nor will they affect access to existing or future public recreational facilities.

A phone inquiry questioned whether this site could be considered for a park. Written comments from the SCCO state, in summary, that this site should include a public plaza/green space. Communications from Parks and Open Space (POS) staff indicate that the City considered acquiring the portion of the site that is the former Santa Clara Elementary School site when it was put up for sale. Based on a variety of factors, POS staff states that the site was not well suited for park use. The site is now in private ownership.

The amendments are therefore consistent with Statewide Planning Goal 8.

Goal 9 - Economic Development: *To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens.*

The Administrative Rule for Statewide Planning Goal 9 (OAR 660 Division 9) requires that the City "[p]rovide for at least an adequate supply of sites of suitable sizes, types, location, and service levels for a variety of industrial and commercial uses consistent with plan policies[.]" Among other things, the rule requires that cities complete an "Economic Opportunities Analysis." OAR 660-009-0015. Based on the Economic Opportunities Analysis, cities are to prepare Industrial and Commercial Development Policies. OAR 660-009-0020. Finally OAR 660-009-0025 requires that cities designate industrial and commercial lands sufficient to meet short and long term needs. OAR 660-009-0010(2) provides that the detailed planning requirements imposed by OAR 660 Division 9 apply "at the time of each periodic review of the plan (ORS 197.712(3))." In addition, OAR 660-009-0010(4) provides that, when a city changes its plan designations of lands in excess of two acres from an industrial use designation to a non-industrial use designation, or an other employment use

designation to any other use designation, pursuant to a post acknowledgment plan amendment, it must address all applicable planning requirements and (a) demonstrate that the proposed amendment is consistent with the parts of its acknowledged comprehensive plan which address the requirements of OAR 660 Division 9; or (b) amend its comprehensive plan to explain the proposed amendment pursuant to OAR 660 Division 9; or (c) adopt a combination of (a) and (b) consistent with the requirements of Division 9.

The applicant states that OAR 660-009-0010(4) does not apply because the proposed amendment will remove less than two acres from the commercial land supply. The 1.3 acre portion of the subject site south of Green Lane is an "other employment use designation" of Commercial in the context of this requirement, however it is less than 2 acres, therefore subsection (4) is not applicable. Further analysis of the Eugene Commercial Lands Study (ECLS) is provided under EC 9.7730(b) and is incorporated herein by reference.

Based on these findings, the proposal is consistent with Statewide Planning Goal 9.

Goal 10 - Housing: *To provide for the housing needs of the citizens of the state.*

Goal 10 requires that communities plan for and maintain an inventory of buildable residential land for needed housing units. The Administrative Rule for Statewide Planning Goal 10 (OAR 660 Division 8) states that "the mix and density of needed housing is determined in the housing needs projection. Sufficient buildable land shall be designated on the comprehensive plan map to satisfy housing needs by type and density range as determined in the housing needs projection. The local buildable lands inventory must document the amount of buildable land in each residential plan designation." The comprehensive plan map for the City is the Metro Plan land use diagram. The 1999 Eugene-Springfield Metropolitan Area Residential Lands and Housing Study (RLS) is acknowledged for compliance with the requirements of Goal 10 and its Administrative Rule.

There is not sufficient evidence to show that any portion of the subject property was included in the RLS supply analysis. Regarding the portion of the property to the north of Green Lane, page 50 of the RLS states that it was assumed that 32 percent of residential land would be used for all non-residential uses, and that land used for non-residential uses, such as schools, were subtracted from the available amount of buildable land. The site north of Green Lane has been up until recently developed with the Santa Clara Elementary School, so it would have been subtracted from the available buildable land supply. Regarding the portion of the site south of Green Lane, although zoned as R-1, it is designated as Commercial and developed with a single-family residence and thus not part of the inventory. As such, it is determined that the proposed amendments do not affect the residential land supply because the subject property was not included in the RLS and therefore the proposal is consistent with Goal 10. However, the applicant's responses (pages 13-15) are incorporated herein by reference as demonstrating compliance with Goal 10 in the event that it is determined that the residential land supply is affected by the amendments because the subject property was included in the RLS.

Should it be determined that Goal 10 analysis is needed, the following is noted. The portion of the property north of Green Lane is designated as Low Density Residential on the Metro Plan. The portion of the subject property south of Green Lane is designated as Commercial on the Metro Plan.

The applicant proposes to re-designate approximately 7.3 acres from Low Density Residential to Commercial, and to re-designate 1.3 acres of Commercial to Medium Density Residential. The applicant provides analysis of the RLS and indicates that the subject property was not individually considered in the detailed supply and demand analysis; however the site is included within the supply analysis. The applicant notes the RLS contains a detailed analysis of dwelling units and finds that the Santa Clara Subarea has the highest percent of single-family dwellings (88%) and the lowest percentage of multi-family units (less than 1%) (RLS, page 27). With the proposed amendment, the maximum number of units on the 1.3 acre site is 37. In the Santa Clara Subarea, the applicant finds that the proposed amendment will increase the medium density residential dwelling unit supply by approximately 1.1% and decrease the low density residential dwelling unit supply by approximately 1.7% (page 14 of the written statement). The applicant also incorporates the updated residential supply analysis provided by the City at the time of the Goal 5 ordinance. The applicant's findings indicate that there is still an excess of low density zoning and medium density zoning, even with the proposed amendments, but the applicant asserts that the change in zoning acreage is so small that no further analysis is necessary. Therefore, based on the findings above the amendments are consistent with Statewide Planning Goal 10.

Goal 11 - Public Facilities and Services: *To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.*

The area affected by the amendments is located inside the City limits. The existing level of public facilities and service is adequate to serve the needs of existing and future development. However, specific design details related to public improvements such as stormwater remain to be resolved in the context of any future development proposal. The provision of these amendments does not significantly affect the planning or development of future public facilities or services. Therefore, the amendments are consistent with Statewide Planning Goal 11.

Goal 12 - Transportation: *To provide and encourage a safe, convenient and economic transportation system.*

Goal 12 is implemented through the Transportation Planning Rule (TPR), as defined in Oregon Administrative Rule OAR 660-012-0000, et seq. The Eugene-Springfield Metropolitan Area Transportation Plan (TransPlan) provides the regional policy framework through which the TPR is implemented at the local level. The TPR (OAR 660-012-0060) states that when land use changes, including amendments to acknowledged comprehensive plans, significantly affect an existing or planned transportation facility the local government shall put in place measures to assure that the allowed land uses are consistent with the identified function, capacity and performance standards (level of service, volume to capacity ratio, etc.) of the facility.

To address the TPR, the applicant submitted findings and a Transportation Impact Analysis (TIA), dated August 28, 2007, which was prepared by the consulting firm of Branch Engineering, Inc. Subsequent to the August 28th submittal, the applicant revised the TIA several times, responding to comments from the Oregon Department of Transportation (ODOT), the City and Lane County. The TIA evaluates the current performance of impacted transportation facilities, the performance of these facilities in 2022 with the proposed amendments (re-designate 7.3 acres from Low Density

Residential to Commercial and re-designate 1.3 acres of Commercial to Medium Density Residential), and the performance of the facilities in 2022 without the proposed amendments. The TIA uses a "reasonable worst-case" scenario for C-2 commercial uses (for the portion of the property re-designated to commercial) as depicted on Appendix F of the TIA, and a "reasonable worst-case" scenario for the R-2 uses (for the portion of the property re-designated to Medium Density Residential) based on the maximum allowable density of dwelling units, and anticipated trip generation and distribution during the PM peak hour. Based on the TIA, the proposed commercial and residential uses are anticipated to generate 361 trips in the PM peak hour.

City, Lane County and ODOT staff were consulted in the scoping and development of the TIA and generally agree that the analysis methods used in the TIA are acceptable. (The TIA determined that no further examination was needed for any state facilities than as provided in Appendix G). The TIA included analysis of the following existing transportation facilities:

Transportation Facilities		
Street	**Classification**	**Jurisdiction**
Hunsaker Lane/ Site Access	Major Collector	Lane County
Hunsaker Lane/ River Road	Major Collector/ Major Arterial	Lane County/ City of Eugene
River Road/ Site Access	Major Arterial	City of Eugene
River Road/ Green Lane	Local	City of Eugene
Green Lane/Site Access	Local	City of Eugene

In addition to including the above existing transportation facilities, the TIA also included discussion of planned transportation facilities, as required by OAR 660-012-0060(1). Regarding planned transportation facilities, the TIA states that the City's Transportation System Plan (TransPlan) provides for "financially constrained un-programmed" (projects planned for construction but may not have funding sources identified) improvements to Hunsaker Lane, which include on-street bicycle lanes and other upgrades to urban standards. The Regional Transportation Program also identifies those planned improvements for Hunsaker Lane. Referral comments do not indicate any other planned facilities.

Determination of Significant Effect

The TPR requires a determination of which existing and planned transportation facilities will experience a significant effect as a result of the proposed plan amendment, and defines what constitutes a significant effect. One way in which an amendment will significantly affect an existing or planned transportation facility is, if at the end of the planning period, the amendment will reduce the performance of a transportation facility below the minimum acceptable performance standard or will worsen the performance of a transportation facility that is otherwise projected to perform below the minimum acceptable performance standard (OAR 660-012-0060(1)(c)(B) and (C)).

In determining whether there is a significant effect, different measurements are used to identify and analyze each facility for the minimum level of performance standard. Level of Service D (LOS D) is the minimum acceptable performance standard for City of Eugene. As identified in TransPlan, LOS A represents the least congested conditions and LOS F the most congested. The Lane County

Transportation System Plan indicates that the volume to capacity (v/c) ratio of 0.85 is considered the minimum acceptable performance standard for Lane County facilities. As found below, the v/c performance standard is the focus of the proposed mitigation because a Lane County facility is determined to be significantly affected.

The end of the planning period in the City's adopted transportation system plan (TransPlan) is 2015. During the TIA scoping process, based on input from technical staff from ODOT, Lane County and City, the applicant's analysis under OAR 660-012-0060 extends the planning period to 2022, which provides more conservative estimates by accounting for more background growth as well as a consistent year for analysis purposes.

As the applicant states, the proposed plan amendments will not significantly affect existing transportation facilities under OAR 660-012-0060(1)(a) or (1)(b). This is because the proposed amendments will not change the functional classification of an existing or planned transportation facility under (1)(a) or the standards implementing a functional classification facility under (1)(b). Regarding subsections OAR 660-012-0060(1)(c)(A),(1)(c)(B) and (1)(c)(C), the applicant is correct that, with the exception of the River Road at Hansaker Lane/Irving intersection, the proposed amendments will not significantly affect existing transportation facilities.

The performance of the River Road at Hunsaker Lane/Irving intersection is significantly affected by the proposed amendments in the context of subsection (1)(c)(C), with regard to Lane County's minimum v/c performance standard. This is because the proposed amendments would worsen the performance of a facility that is otherwise projected to perform below the minimum acceptable performance standard by the end of the planning period. Specifically, as shown in Table 7 of the applicant's TIA (page 29), in 2022 the River Road at Hunsaker Lane/Irving is projected to perform below the minimum standard of 0.85 v/c by performing at 1.41 without the proposed amendments, and with the proposed amendments. With the proposed amendments, in 2022 River Road at Hunsaker/Irving intersection is projected to perform at 1.43 v/c. Therefore, the River Road at Hunsaker Lane/Irving intersection is significantly affected by the proposed amendments[1]. See OAR 660-012-0060(1)(c)(C).

Mitigation of Impacts

Pursuant to OAR 660-012-0060, a proposed amendment that significantly effects a transportation facility can be allowed, provided the applicant can demonstrate compliance with either OAR 660-012-0060(2) or (3). Pursuant to OAR 660-012-0060(1), when a local government determines that an amendment would significantly affect an existing or planned transportation facility, the local government must put in place measures as provided in OAR 660-012-0060(2) to assure that the allowed land uses are consistent with the identified function, capacity and performance standards (level of service, volume to capacity ratio, etc.) of the facility. If there are no measures that will assure that the allowed land uses are consistent with the identified function, capacity and performance standards of the facility, the City could still approve the proposed amendment if the applicant demonstrates compliance with OAR 660-012-0060(3).

[1] Note that the same intersection is not significantly affected with respect to City of Eugene LOS performance standard because the intersection is already projected to fail at LOS F and will not worsen by the proposal as it is projected to stay the same at LOS F with the proposed development.

To mitigate the significant effect that the proposed amendments will have on the River Road at Hunsaker Lane/Irving intersection, the applicant has proposed the following improvements:

- Construct an additional Hunsaker Lane westbound approach lane.
  Jurisdiction: Lane County
- Construct an additional Green Lane westbound approach lane.
  Jurisdiction: City of Eugene

The applicant states on pages 17-20 of the written statement that the mitigation is proposed under OAR 660-012-0060(2)(e), and also under OAR 660-012-0060(3) if the City chooses to invoke subsection (3). Based on the applicant's TIA and supplemental materials, it is determined that the proposed mitigation measures will not bring the significantly affected facility (River Road at Husaker/Irving) up to the identified function, capacity and performance standards of the facility by the end of the planning period. Specifically, in order to demonstrate compliance with OAR 660-012-0060(1) (as required by subsection (2)(e)), the applicant must provide enough mitigation to increase the performance of the intersection up to the minimum standard identified by Lane County, 0.85 v/c. The proposed mitigation, as shown in Table 8 of the TIA (page 33), only improves the performance of the intersection to 1.19 v/c. Accordingly, the applicant's proposed mitigation measures do not meet the requirements of OAR 660-012-0060(1) and OAR 660-012-0060(2)(e).

However, as previously noted, the City may still approve the proposed amendment if the applicant demonstrates compliance with OAR 660-012-0060(3). This provision states that a local government may approve an amendment that would significantly affect an existing transportation facility without assuring that the allowed land uses are consistent with the function, capacity and performance standards if the applicant can demonstrate compliance with the five requirements of subsection (3)(a) through (e) below. Findings addressing compliance with these requirements are provided below.

> *OAR 660-012-0060(3)(a) The facility is already performing below the minimum acceptable performance standard identified in the TSP or comprehensive plan on the date the amendment application is submitted;*

Consistent with this subsection, River Road at Hunsaker/Irving is currently performing at 0.91 v/c, which is below the acceptable performance standard of 0.85 v/c, as demonstrated in the applicant's TIA in Table 7 (page 29).

> *OAR 660-012-0060(3)(b) In the absence of the amendment, planned transportation facilities, improvements and services as set forth in section (4) of this rule would not be adequate to achieve consistency with the identified function, capacity or performance standard for that facility by the end of the planning period identified in the adopted TSP;*

As shown in the applicant's analysis in the TIA, in the absence of these amendments, the planned facilities, etc., would not be adequate to achieve consistency with the performance standard of the facility by the end of the planning period, consistent with this subsection.

OAR 660-012-0060(3)(c) Development resulting from the amendment will, at a minimum, mitigate the impacts of the amendment in a manner that avoids further degradation to the performance of the facility by the time of the development through one or a combination of transportation improvements or measures;

Under this subsection, development resulting from the proposed amendment must mitigate the impacts of the amendments in a manner that avoids further degradation of the transportation facility by the time of development, which is anticipated by the applicant to be 2008. To address this requirement, the applicant has proposed to construct an additional Hunsaker Lane westbound approach lane and to construct an additional Green Lane westbound approach lane.

As shown on Table 8 of the TIA (page 33), at the time of development (build year 2008) the River Road at Hunsaker/Irving intersection is projected to further degrade to perform at .98 v/c. As a result of the proposed mitigation, the v/c would remain at .98 at the time of development (2008) therefore the proposed amendments would avoid further degradation of the facility, as required by subsection (3)(c). The TIA indicates that a traffic signal was considered at the Green Lane intersection, but that due to the proximity to adjacent signalized intersections, it was determined that a signal at Green Lane would likely degrade the capacity of River Road north-south movements. However, the TIA demonstrates that the proposed mitigation is sufficient to avoid further degradation, consistent with OAR 660-012-0060(3)(c). In order to ensure that the development resulting from the proposed amendments will not cause further degradation of the intersection, any future development of the site will be conditioned on the construction of these two approach lanes.

OAR 660-012-0060(3)(d) The amendment does not involve property located in an interchange area as defined in paragraph (4)(d)(C); and

Consistent with this subsection, the amendment does not involve property located in an interchange area, as defined in OAR 660-012-0060(4)(d)(C).

OAR 660-012-0060(3)(e) For affected state highways, ODOT provides a written statement that the proposed funding and timing for the identified mitigation improvements or measures are, at a minimum, sufficient to avoid further degradation to the performance of the affected state highway. However, if a local government provides the appropriate ODOT regional office with written notice of a proposed amendment in a manner that provides ODOT reasonable opportunity to submit a written statement into the record of the local government proceeding, and ODOT does not provide a written statement, then the local government may proceed with applying subsections (a) through (d) of this section.

Consistent with this subsection, as indicated in the TIA, the amendment does not affect a state highway. ODOT indicated no concerns with this revised TIA, dated August 28, 2007.

Conclusion

Based on the available evidence, the proposal complies with Statewide Planning Goal 12 as implemented through OAR 660-012-0060, with the imposition of the following condition of approval to ensure that the necessary transportation improvements are in place prior to operation of the commercial and residential uses:

The applicant shall record in the Office of the Lane County Clerk restrictive covenants on the real property that is the subject of the proposed amendments, in a form acceptable to the City Attorney, stipulating that any future development approval for the site shall require, by the time of development, full and complete construction of an additional westbound approach lane on Hunsaker Lane and an additional westbound approach lane on Green Lane. The restrictive covenants shall be binding on any successive owner(s) of the property, are enforceable by the City of Eugene any may be amended only with the express written consent of the City of Eugene.

Based on the above findings and approval condition as imposed, the proposal is consistent with Statewide Planning Goal 12.

Goal 13 - Energy Conservation: *To conserve energy.*

Statewide Planning Goal 13 calls for land uses to be managed and controlled "so as to maximize the conservation of all forms of energy, based upon sound economic principles." Goal 13 is directed at the development of local energy policies and implementing provisions and does not state requirements with respect to other types of land use decisions. To the extent that Goal 13 could be applied to the proposed change in designation, the designation is consistent with Goal 13. The proposed site is located so that a future development can make efficient use of energy with direct and efficient access. The proposal is consistent with Statewide Planning Goal 13.

Goal 14 - Urbanization: *To provide for an orderly and efficient transition from rural to urban land use.*

The amendments do not effect the transition from rural to urban land use, as the subject property is within the City limits. Therefore, Statewide Planning Goal 14 does not apply.

Goal 15 - Willamette River Greenway: *To protect, conserve, enhance and maintain the natural, scenic, historical, agricultural, economic and recreational qualities of lands along the Willamette River as the Willamette River Greenway.*

The subject property is not within the boundaries of the Willamette River Greenway. Therefore, Statewide Planning Goal 15 does not apply.

Goal 16 through 19 - Estuarine Resources, Coastal Shorelands, Beaches and Dunes, and Ocean Resources:

There are no coastal, ocean, estuarine, or beach and dune resources related to the property effected by these amendments. Therefore, these goals are not relevant and the amendments will not affect compliance with Statewide Planning Goals 16 through 19.

(b) Adoption of the amendment must not make the Metro Plan internally inconsistent.

The Metro Plan diagram amendment to re-designate 7.3 acres of land from Low Density Residential

to Commercial and 1.3 acres of land from Commercial to Medium Density Residential will create an internal conflict with the remainder of the Metro Plan.

The applicant provided detailed findings intending to show how the Metro Plan diagram amendment is consistent with the policy direction contained in the Metro Plan. Those polices are addressed below.

The following Metro Plan polices are applicable to this request:

Growth Management Goals, Findings, and Policies

> *The UGB and sequential development shall continue to be implemented as an essential means to achieve compact urban growth. The provision of all urban services shall be concentrated inside the UGB.* (Policy 1)

As detailed in the response to Statewide Goal 11 (above) urban services are available to the subject property and the property is within the Eugene portion of the metropolitan UGB and within the incorporated City limits. As such, the subject property is providing for compact urban growth and has the essential services available for development. As defined in the glossary of the Metro Plan compact urban growth is defined as:

> *The filling in of vacant and underutilized lands in the UGB, as well as redevelopment inside the UGB.*

The amendments will allow compact urban growth to occur on lands that are currently within the UGB and underutilized for an urban area. The redevelopment of the site will provide needed commercial employment opportunities and also provide medium density residential development. As such the proposed amendments support this policy.

> *To accomplish the Fundamental Principle of compact urban growth addressed in the text and on the Metro Plan Diagram, overall metropolitan-wide density of new residential construction, but necessarily each project, shall average approximately six dwelling units per gross acre over the planning period.* (Policy 24)

The proposed development seeks to increase the amount of medium density residential designated land within the subject site area and thus increase the supply of land available for higher density development within the River Road/Santa Clara subarea. The future development of the site, therefore, will help the region achieve its goal of compact urban growth. As such the proposed amendments support this policy.

> *Encourage development of suitable vacant, underdeveloped, and redevelopable land where services are available, thus capitalizing on public expenditures already made for these services.* (Objective 8)

The subject property is currently underdeveloped with access to readily available public facilities and services. Approval of this proposal will capitalize on the public services and expenditures

already made and planned for in the immediate area. In short, the underdeveloped subject property is suitable for commercial and residential uses and has access to public facilities and services. As such the proposed amendments support this policy.

Metro Plan Specific Elements

A. Residential Land Use and Housing Element

Table 5 shows that the amendment will remove 7.3 acres of land from Low Density Residential supply and add it to the supply of Commercial land and remove 1.3 acres of land from the Commercial land supply and add it to the supply of Medium Density Residential land. A net loss of 6.0 acres of residential land occurs, however, the supply of higher density land increases. In addition, the refinement plan amendment will remove 1.3 acres of land from commercial designation and add 1.3 acres to the Medium Density Residential designation. The proposed zone change will remove 1.3 acres of land from Low Density Residential (R-1) and add it to Medium Density Residential (R-2) supply. The proposed amendments will provide needed Medium Density Residential land in close proximity to commercial services and does not hinder the ability to provide for the housing needs of the community which has an adequate supply of low density residential land as detailed herein within the discussion of Goal 10.

Table 5: Amendment Changes in Acres

Metro Plan	Subject Site	Development Site
LDR to COM	7.3	7.3
COM to MDR	1.3	1.3
No Change	0.1	0.6
Total	*8.7*	*9.2*
RR/SC		
GE to C	7.3	7.3
C to M	1.3	1.3
No change	0.1	0.6
Total	*8.7*	*9.2*
Zoning		
PL To C-2	5.2	5.2
C-1 to C-2	2.1	2.2
R-1 to R-2	1.3	1.3
No change	0	0.4
Total	*8.7*	*9.2*

Source: LCOG data, analysis by Satre Associates, PC

Key:

Metro Plan: LDR-Low Density Residential, MDR-Medium Density Residential, COM-Commercial;

RR/SC RP: M-Medium Density Residential, C-Commercial, GE-Government & Education;

Zoning: R-1-Low Density Residential, R-2-Medium Density Residential, C-1-Neighborhood Commercial, C-2-Community Commercial,PL-Public Land

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

The 2004 update of the Metro Plan planned for an adequate supply of residential land based on the analysis of the 1999 Residential Land Supply. As discussed in more detail under Goal 10, herein, the applicant is not appreciably affecting the regional supply of residential land and is increasing the

supply of Medium Density land within an underserved area of the community that is also located close to transit and other services. As such this proposed amendment supports Policy A.3.

> *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.* (Policy A.8)

The applicant shall conform to City of Eugene requirements and pay the fair cost of extending public services and infrastructure. The proposed amendments within this amendment will allow a greater diversity of housing types to occur on the subject property than would be possible under the current designation. As such this proposed amendment supports this policy.

> *Promote higher residential density inside the UGB that utilizes existing infrastructure, improves the efficiency of public services and facilities, and conserves rural resource lands outside the UGB.* (Policy A.10)
>
> *Generally locate higher density residential development near employment or commercial service, in proximity to major transportation systems or within transportation-efficient nodes.* (Policy A.11)
>
> *Coordinate higher density residential development with the provision of adequate infrastructure and services, open space, and other urban amenities.* (Policy A.12)

The proposed PAPA will promote higher density development by increasing the total supply of medium density designated and zoned land within the metropolitan area. The Santa Clara subarea is underserved by higher density development and through this amendment the applicant proposes to increase the overall supply in the subarea to meet the needs of the community. The proposed amendment will locate Commercial land adjacent to Medium Density Residential on the same development site which allows for the integration of an overall complex, or mixed-use, development of commercial and residential. In addition, the proposed amendment is adjacent to River Road, a major transportation route which has existing Lane Transit District (LTD) bus service and is identified to have a Bus Rapid Transit (BRT/eMX) route ending at the current transfer station located approximately one-half mile to the south of the subject property on River Road. As such, the proposed PAPA supports the utilization of existing infrastructure while increasing overall density and providing needed commercial services.

> *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.* (Policy A.13)

The subject area is located within "Potential Nodal Development Area 5C" (*TransPlan*) and the applicant is proposing to develop a mix of commercial and residential uses that shall include employment and commercial opportunities. These uses will benefit both future residents of the proposed development and existing residents of the River Road/ Santa Clara area. The Development Site is located in the northwest corner of Potential Node 5-C and represents approximately 8.2% of

the entire area of the proposed node. Table 6 shows the current and proposed *Metro Plan* designations for Potential Node 5-C. The proposed changes will increase the supply of commercial land by 16.2%, decrease the supply of low density residential land by approximately 36.9% and increase the supply of medium density residential land by 2.5%. See Exhibit H for additional information.

Table 6: Current and Proposed Metro Plan Designations (Potential Node 5-C)

	Existing Condition		Proposed Change			
Designation	Total Acres	% Total	Acres Changed	% Change	Total Acres	% Total
Commercial	36.7	33.3%	5.9	16.2%	42.6	38.7%
Low Density Residential	19.7	17.9%	-7.3	-36.9%	12.4	11.3%
Medium Density Residential	53.8	48.8%	1.3	2.5%	55.1	50.0%
Total	110.2				110.2	

Source: City of Eugene, analysis by Satre Associates, PC

Table 7 shows that zoning ratios within the Potential Node 5-C are similar to existing Metro Plan designations. The main differences are that the Metro Plan does not include a Public Land category and the zoning of the Potential Node 5-C area further differentiates commercial into Neighborhood and Community Commercial categories. From the table, it is evident that the only Neighborhood Commercial within the nodal area is proposed to be removed with this application seeking to replace it with an integrated mixed-use center that will function to provide a neighborhood level connection. In addition, the table shows that the percent of zoned Medium Density Residential land is significantly less than the area that is designated within the Metro Plan (it may be interpreted that the amount of R-1 land exceeds the amount that the City has allocated for the nodal area.) The proposed amendments will ensure that medium density residential land is developed at appropriate densities in conjunction with the mixed-use center. The proposal satisfies the intent of the Metro Plan and this policy.

Table 7: Current and Proposed Zoning (Potential Node 5-C)

	Existing Condition		Proposed Change			
Designation	Total Acres	% Total	Acres Changed	% Change	Total Acres	% Total
C-1, Neighborhood Commercial	2.2	2.0%	-2.2	-100.0%	0.0	-
C-2, Community Commercial	36.7	33.3%	7.4	20.3%	44.1	40.1%
R-1, Low Density Residential	33.5	30.4%	-1.3	-4.0%	32.2	29.2%
R-2, Medium Density Residential	32.5	29.5%	1.3	4.1%	33.8	30.7%
PL, Public Land	5.2	4.7%	-5.2	-100.0%	0.0	-
Total	110.2				110.2	

Source: LCOG data, analysis by Satre Associates, PC

The applicant is proposing to develop a horizontal mixed-use center that combines single-use buildings on distinct parcels in a range of land uses in one planned development project. This approach achieves the goal of place making that is made possible by bringing together complimentary uses in one place. In addition, the mixed-use center is within a ten to twenty minute (1/4 mile to ½ mile) walking distance of public transit and a range of other uses.

The Metro Plan defines Nodal development (node) thusly (p. II-G-8):

"Areas identified as nodal development areas in TransPlan are considered to have potential for this type of land use pattern. Other areas, not proposed for nodal development in TransPlan, may be determined to have potential for nodal development.

Nodal development is a mixed-use, pedestrian friendly land use pattern that seeks to increase concentrations of populations and employment in well defined areas with good transit service, a mix of diverse and compatible land uses, and public and private improvements designed to be pedestrian and transit oriented. Fundamental characteristics of nodal development require:

- *Design elements that support pedestrian environements and encourage transit use, walking and bicycling;*
- *A transit stop which is within walking distance (generally ¼ mile) of anywhere in the node;*
- *Mixed uses so that services are available within walking distance;*
- *Public spaces, such as parks, public and private open space, and public facilities, that can be reached without driving; and*
- *A mix of housing types and residential densities that achieve an overall net density of at least 12 units per net acre."*

Additional information regarding the various types of commercial development is included on pages II-G-4 and II-G-5 of the Metro Plan. The information provides clarification on what constitutes community commercial, neighborhood commercial and strip or street-oriented commercial and how they differ. The applicant's submittal is for a mixed-use center (community commercial and residential). Although the existing development along River Road is strip commercial the proposed amendments to the Metro Plan and Refinement Plan ensure that a community commercial facility is developed that, while scoping beyond the neighborhood, provides many of the core ingredients of a neighborhood commercial development including:

- *Within convenient walking or bicycling distance of an adequate support population.* According to the US Census the population of Tract 23 which includes the proposed development and area to the east of River Road is 6,663 persons[2]. This area will provide the primary support population for the proposed development with others coming from the adjacent neighborhoods[3]. Bicycle lanes and well designed pedestrian areas are provided and elements of these areas are further explained with the proposed refinement plan text amendments.
- *Adequate area to accommodate off-street parking and loading needs and landscaping, particularly between the center and adjacent residential property, as well as along street frontage next door to outdoor parking areas.* The provisions for landscaping and parking will be addressed at time of Site Review and Planned Unit Development application that are proposed to be required as

[2] Source: US Census, http://www.census.gov

[3] The Santa Clara neighborhood is comprised of two primary Tracts (23 and 24) with a total population of 17,125 people according to the 2000 US Census; it is likely that this area will provide the primary and secondary support for the proposed development.

part of the refinement plan text amendments. Adequate parking and off-street parking and loading areas will be provided and shall pay attention to the need to screen nearby residential uses.

- *Sufficient frontage to ensure safe and efficient automobile, pedestrian and bicycle access without conflict with moving traffic at intersections and along adjacent streets.* The site will have frontage along three streets, River Road, Hunsaker Lane and Green Lane. The refinement plan provides text that calls for primary streets to be internal to the development site and designed as 'Shopping Streets'. The development does not propose strip style development and will provide convenient and safe access for automobiles, pedestrians and bicyclists without conflict with moving traffic at intersections or along adjacent streets.

Existing strip commercial development along River Road shall be removed and replaced according to the design considerations of the refinement plan text to ensure that the proposed mixed-use center is appropriately scaled to provide for the needs of pedestrians and cyclists while also ensuring compatibility with surrounding neighborhood development.

Concurrent with this application is an application to amend the River Road/ Santa Clara Urban Facilities Plan. The proposed map and text amendments provide specific language integrating the commercial and residential portions of future development integrating and meeting many of the objectives of a nodal development. The development site currently has LTD stops along its River Road and Hunsaker Lane frontages and is within one-half mile distance from the River Road/ Santa Clara transfer station (just south of Beltline Highway). Additionally, the proposed development will provide a pedestrian friendly connection to adjoining residences, utilize existing infrastructure, and increase overall density within the potential node 5-C area. Design guidelines are suggested that will ensure that the residential and commercial portions of the project are integrated and have sufficient pedestrian friendly amenities to foster the connection that a nodal development area requires. As such this proposed amendment supports this policy.

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

The applicant's proposed amendment will increase the opportunities for medium density residential development including options for a variety of housing types including townhomes and apartments. The potential density of development is compatible with neighboring medium density residential designated land located to the east of the subject site and is within the desired ranges for medium density residential. The location of the proposed residential amendments supports a ten to twenty minute (1/4 mile to ½ mile) walking distance to public transit and a range of other uses which supports the nodal and mixed-use concepts.

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

The proposed amendment will facilitate a zone change and therefore increase the mix of uses providing medium density residential and commercial opportunities sited together on one

development site as a horizontal mixed-use[4] center, while also infilling in an area of more typical single-family suburban development. The increased commercial and employment opportunities will benefit the existing residents and future residents of the development site. For more information on the connection with Potential Node 5-C, see Metro Plan Policy A.13 above.

> *Reduce impacts of higher density residential and mixed-use development on surrounding uses by considering site, landscape, and architectural design standards or guidelines in local zoning and development regulations.* (Policy A.23)

The proposed amendments include text changes to the River Road/ Santa Clara Urban Facilities Plan that include the use of the Planned Unit Development process in order to ensure that the proposed development provides a pedestrian orientation that is scaled appropriately. Provisions include reducing the maximum allowed are of a single building to no more than 18,000 square feet, reducing the height limitation to 35-feet and providing a pedestrian friendly connection across Green Lane to provide a linkage to nearby residential development (see Refinement Plan application for more information). The procedure of a Planned Unit Development shall provide ample opportunity for review to assure that impacts of the mixed-use development are appropriately mitigated within the Development Site. As such these amendments support this policy.

B. Economic Element

A detailed analysis of Economic Element policies is contained in the applicant's response Statewide Planning Goal 9 – "Economic Development." Those responses are hereby incorporated by reference.

> *Increase the amount of undeveloped land zoned for light industrial and commercial uses correlating the effective supply in terms of suitability and availability with the projections of demand.* (Policy B.6)

The proposal is found to be consistent with this policy B.6 though consistency with the following policies of the Eugene Commercial Land Study (ECLS) and River Road-Santa Clara Urban Facilities Plan (RRSC), Commercial and Industrial Land Use policies. Furthermore, the specifics of the site (a former school site and dealing with the transition from that use) make this a unique situation, and ultimately the proposal provides refinement plan text amendments that ensure the proposal is limited in a way (i.e. by proposing use and building size limitations) that directly addresses those components of the refinement plan that restrict new community commercial development and result in the proposal being a limited community commercial development.

Eugene Commercial Land Study (ECLS)

[4] The *Metro Plan* defines Mixed use as: *"A building, project or area of development that contains at least two different land uses such as housing, retail, and office uses."* (*Metro Plan*, p. III-A-9) This proposal allows appropriate planning and zoning for an integrated horizontal mixed-use project on a "development site" as defined by the Eugene Code as such it meets the intent of the Metro Plan and Eugene Code definitions for a mixed-use development site.

Promote redevelopment of existing commercial areas and compact, dense growth by encouraging businesses to revitalize and reuse existing commercial sites. (ECLS Policy 6.0)

To the extent this policy pertains to the applicant's request, although the proposal does not revitalize and reuse an existing commercial site, the proposal does promote redevelopment of an existing commercial area in that the proposal would redevelop vacated land that is located in an existing commercial area, that is, within the River Road strip commercial development surrounded on three sides by commercial uses. (Implementation Strategies 6.1 and 6.2 do not provide context for this policy in that the request does not pertain to a large commercial site, i.e., one large enough for a regional retail or office center, nor does it affect relocation or expansion of business downtown.)

Recognize the differing needs of residential areas in the various parts of the community, and determine the need to create additional commercial sites in light of opportunities for redevelopment. (ECLS Policy 8.0)

To the extent that this policy pertains to the applicant's request, taken in the context of Implementation Strategy 8.1, the applicant's proposal for a Community Commercial designation and C-2 zoning with limitations creates an additional commercial site in light of an opportunity for redevelopment of an area designated and zoned for residential purposes, and would provide for small scale commercial development.

Recognize that the commercial sites designated in the River Road/Santa Clara Urban Facilities Plan provide adequate commercial supply for the area. Consider additional commercial land in the vicinity of the Chambers Connector if needed to address community commercial needs. (ECLS Policy 22.0)

To the extent this policy pertains to the applicant's request, it must be considered in the context of the findings and policies found in the Commercial and Industrial Land Use (CILU) element of the River Road/Santa Clara Urban Facilities Plan (RRSC). Findings 5, 6, 7, and 8 refer to community commercial allocations. The request is for a limited community commercial designation and zoning, which satisfies the policies of the RRSC, and therefore ECLS 22.0 (and Metro Policy B.6), as follows:

River Road-Santa Clara Urban Facilities Plan (RRSC), Commercial and Industrial Land Use (CILU) element

Prohibit the linear expansion of existing strip commercial areas fronting on River Road. Existing strip commercial development may expand by infilling, redevelopment, or expansion onto contiguous property that does not front on River Road. (RRSC, CILU Policy 3.0)

The proposal does not expand the existing strip commercial areas fronting River Road in a linear manner in that the subject site is not located at either the well defined north or south ends of the strip development, but rather fills a gap within the area. The proposal expands the existing strip development by infilling and redevelopment. (Note: This policy is "permissive" in that development may expand in various manners including expansion onto contiguous property that does not front on River Road. This policy is not "restrictive", that is, it is not to be construed as meaning that infill, redevelopment and expansion is allowed only on contiguous property that does not front on River Road.)

Minimize impacts of new commercial development intended to consolidate and improve existing strip commercial areas along River Road by requiring development standards. (RRSC, CILU Policy 5.0)

The proposal consolidates commercial development by filling the gap in the existing strip commercial area along River Road, and would improve the existing strip commercial by addressing the Suggested Actions 5.1 for redevelopment within existing commercial areas fronting on River Road, i.e., site plan review, landscape parking, consolidation of access points, and proximity to other commercial uses.

New neighborhood commercial uses shall be located away from River Road in locations that facilitate the provision of commercial facilities scaled to a residential area and that allow for dispersal of commercial uses throughout River Road-Santa Clara. (RRSC, CILU Policy 6.0)

To the extent that this policy pertains to the request, the applicant is not proposing that more neighborhood commercial be located along River Road.

Recognize the vital role of neighborhood commercial facilities in providing services and goods to a particular neighborhood. (Policy B. 28)

Encourage the expansion or redevelopment of existing neighborhood commercial facilities as surrounding residential densities increase or as the characteristics of the support population change. (Policy B. 29)

The Santa Clara School stood as a center of neighborhood activity for many years. The proposed amendments will support redevelopment of the site, thereby continuing and expanding that tradition. If the former school grounds were developed under the current low-density residential designation, it would be a retreat from the role this site has played providing vital services to the neighborhood. The City has identified a potential nodal development area that includes this site. When implemented, residential densities will increase and require goods and services that can be provided with approval of the proposed amendments, but not with the existing designation.

Concern that reducing the area of C-1 zoning and increasing C-2 land may result in a more intense community rather than a neighborhood commercial area is addressed by the refinement plan amendment. This amendment requires Planned Unit Development or Site Plan review that will

provide opportunities for the City and the Neighborhood association to scrutinize development proposals. It also limits the size of commercial buildings on the site and requires buildings oriented toward internal streets and sidewalks rather than exclusively to the arterial. Although the Community Commercial zoning district will allow slightly more flexibility of uses, the proposed refinement plan policies requiring subsequent development reviews and limiting building scale will assure the neighborhood character of future development. For these reasons, the proposed amendments support and implement Metro Plan policies "B.28" and "B.29."

F. Transportation Element

The project area is currently served by River Road (a Major Arterial), Hunsaker Lane (a Major Collector) and Green Lane. Hunsaker Lane is a county road that is not improved to urban standards; development of the subject site will include improvements to Hunsaker, proportionate to the impact of development that will bring the road to urban standards.

Additional information in this statement's response to Statewide Planning Goal 12 – "Transportation" is hereby referenced and incorporated.

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

The subject site is identified in *TransPlan* as "Potential Nodal Development Area 5-C". Although the area is identified as a potential nodal development area the City has not identified the site for development as a node. Although the applicant is not specifically developing the site under the nodal standards the applicant's mixed-use center concept is support of the intent of the node concept. Future development of the site shall take advantage of its proximity to nearby commercial services and existing and proposed transportation networks that complements the nodal standards and provides a scale that is compatible with existing and future residential areas. Please see discussion under *Metro Plan,* Policy A.13 for more information on how this policy is met.

> *Support transportation strategies that enhance neighborhood livability.* (Policy F.13)

> *Address the mobility and safety needs of motorists, transit users, bicyclists, pedestrians, and the needs of emergency vehicles when planning and constructing roadway system improvements.* (Policy F.14)

> *Require bikeways along new and reconstructed arterial and major collector streets.* (Policy F.23)

> *Provide for a pedestrian environment that is well integrated with adjacent land uses and is designed to enhance the safety, comfort, and convenience of walking.* (Policy F.26)

The proposed development will be served by the existing streets (River Road, Hunsaker Lane, Green Lane). Bike lanes currently exist on River Road and the applicant will construct bike lanes on Hunsaker Lane as required at the time of future development. The development will be easy to get around, and to do so on foot with an enhanced pedestrian connection at Green Lane that will

provide a linkage between commercial development to the north and residential development to the south All streets will have wide sidewalks, some of them setback from vehicle traffic. It will be convenient, and safe, to walk within the subject site and to nearby commercial and residential activity centers. The provisions of the text amendments to the refinement plan provide additional scrutiny to future design elements and amenities that must entail size limitations appropriate to the needs of pedestrians and cyclists. As such this policy is supported by the proposed amendments.

G. Public Facilities and Services Element

> *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.* (Policy G.1)

The parcels affected by this application are currently within the Urban Growth Boundary and are annexed into the City of Eugene. The annexation was made in compliance with an acknowledged comprehensive plan and implementing ordinances, and established the availability of urban facilities and services. A detailed analysis of the availability of those services is contained in the applicant's response Statewide Planning Goal 11 – "Public Facilities and Services." Those responses are hereby incorporated by reference.

Therefore, with regard to the Public Facilities and Services Element of the Metro Plan, the City can find that the proposed amendments will not make the Metro Plan internally inconsistent.

H. Parks and Recreation Element

The changes proposed by this application will have no impact on any recreation area, facility or opportunity that has been inventoried and designated by the Metro Plan or any relevant facility plan regarding the City's recreational needs. The recreational needs of the community are adequately met by the existing and planned facilities enumerated in the *City of Eugene Parks, Recreation and Open Space Comprehensive Plan,* 2006 and other associated documents. A detailed analysis of the subject site in relation to the various parks and recreation system studies, inventories, refinement plans, and facilities plans is contained in the applicant's response Statewide Planning Goal 8 – "Recreation." Those responses are hereby incorporated by reference. With regard to the Parks and Recreation Element of the Metro Plan, the City can find that the proposed amendments will not make the Metro Plan internally inconsistent.

I. Historic Preservation Element

The changes proposed by this application will have no impact on any historic resource that has been inventoried and designated by the *Metro Plan* or any relevant facility plan or inventory regarding the City's historic resources. With regard to the Historic Preservation Element of the *Metro Plan*, the City can find that the proposed PAPA will not make the *Metro Plan* internally inconsistent.

J. Energy Element

> *Maximize the conservation and efficient utilization of all types of energy.* (Goal 1)

The proposed PAPA and subsequent development of the site will encourage conservation and efficient utilization of energy by a concentration of employment, services and residences on the site, and enabling transit services to the site.

> *Land allocation and development patterns shall permit the highest possible current and future utilization of solar energy for space heating and cooling, in balance with the requirements of other planning policies*; and (Policy J.3)

The applicant shall design future development according the standards of the Eugene Development Code includes all standards relevant to solar orientation.

> *Encourage medium- and high-density residential uses when balanced with other planning policies in order to maximize the efficient utilization of all forms of energy. The greatest energy savings can be made in the areas of space heating and cooling and transportation. For example, the highest relative densities of residential development shall be concentrated to the greatest extent possible in areas that are or can be well served by mass transit, paratransit, and foot and bicycle paths.* (Policy J.7)

Approval of this request will encourage and promote horizontally integrated mixed-use on the development site in direct support of the Metro Plan goals, objectives and policies described above. In addition, the development site is located ½ mile from the Lane Transit District (LTD) River Road Station and an LTD stop will be enhanced with future development. Internal circulation is geared towards pedestrians and integrated with off-site sidewalks, bike lanes and other transportation facilities to provide easy access between the higher density residential development on the site and the nearby transit facilities. These findings demonstrate that this request is consistent with both the Metro Plan Diagram and Text.

> *Commercial, residential, and recreational land uses shall be integrated to the greatest extent possible, balanced with all planning policies to reduce travel distances, optimize reuse of waste heat, and optimize potential on-site energy generation.* (Policy J.8)

The requested approval of the PAPA proposed herein, if approved, will enable the subsequent zone changes and development of a residential and commercial mixed-use development that shall provide employment, services and residential opportunities. Workers and residents will have the option to obtain dining, shopping, and other commercial amenities less than a mile from the subject site consistent with Policy J.8's mandate to balance all planning policies to reduce travel distance. Existing residential neighborhoods are adjacent to the subject site. Furthermore, the presence of schools in close proximity and nearby recreational land uses which enables reduced travel distances, this PAPA is consistent with this policy.

K. Citizen Involvement Element

> *Continue to develop, maintain, and refine programs and procedures that maximize the opportunity for meaningful, ongoing citizen involvement in the community's planning and*

planning implementation processes consistent with mandatory statewide planning standards. (Goal)

As noted in applicant's findings regarding Statewide Planning Goal 1, *Citizen Involvement*, the City's acknowledged program for citizen involvement provides citizens the opportunity to review and make recommendations in written and oral testimony on the proposed amendment, consistent with Goal 1. The action proposed is consistent with and does not amend the citizen involvement element of the Metro Plan.

Aspects of the Metro Plan that have not been discussed within this application will be dealt with during future development proposals.

Additionally, below are the findings addressing consistency with relevant policies in the Eugene Commercial Lands Study (ECLS), which was adopted as a refinement of the Metro Plan.

> *Promote redevelopment of existing commercial areas and compact, dense growth by encouraging businesses to revitalize and reuse existing commercial sites.* (Policy 6.0)
>
> *Recognize the differing needs of residential areas in the various parts of the community, and determine the need to create additional commercial sites in light of opportunities for redevelopment.* (Policy 8.0)

The subject property is also in the River Road/Santa Clara Subarea of the ECLS. The only policy in this subarea is as follows:

> *Recognize that the commercial sites designated in the River Road/Santa Clara Urban Facilities Plan provide adequate commercial supply for the area. Consider additional commercial land in the vicinity of the Chambers Connector if needed to address community commercial needs.* (Policy 22.0)

As discussed under Metro Plan Policy B.6 on pages 18 through 20 above, incorporated herein by reference, the proposal is found consistent with Policies 6, 8 and 22 of the ECLS.

Based on the findings above, the proposal is consistent with the Metro Plan Amendment criteria.

Refinement Plan Amendments (RA 07-1)

The proposed amendment would amend the RRSC land use diagram to change approximately 7.3 acres of the site north of Green Lane from a designation of Government and Education to a designation of Commercial; to change 1.3 acres of the site south of Green Lane from a designation of Commercial to a designation of Medium Density Residential; and to amend the refinement plan text to include site specific development requirements.

EC 9.8424 requires that the following criteria (in ***bold and italic***) be applied to a Refinement Plan amendment.

(1)(a) The refinement plan amendment is consistent with the Statewide planning goals.

The findings under EC 9.7730(3)(a), above, are incorporated herein by reference.

(1)(b) The refinement plan amendment is consistent with the applicable provisions of the Metro Plan.

Applicable provisions of the Metro Plan are evaluated under EC 9.7730(3)(b), above with respect to the proposed refinement plan amendments and Metro Plan amendment. The proposed refinement plan land use diagram amendment from Government and Education to Commercial, and from Commercial to Medium Density Residential, is consistent with the proposed Metro Plan land use diagram amendments from Low Density Residential to Commercial, and from Commercial to Medium Density Residential.

(1)(c) The refinement plan amendment is consistent with the remaining portions of the refinement plan.

The RRSC land use diagram amendment to re-designate approximately 7.3 acres of the site north of Green Lane from a designation of Government and Education to a designation of Commercial, to re-designate 1.3 acres of the site south of Green Lane from a designation of Commercial to Medium Density Residential and text amendments to limit the use of the site for commercial and residential uses in a (horizontal) "mixed use center" are determined to be consistent with remaining portions of the refinement plan. Those policies found to be applicable to this request or addressed below.

General Land Use Policies

> *Minimize land use conflicts by promoting compatibility between land uses, especially among residential, commercial-industrial, and commercial-agricultural uses. (Policy 1.0)*

The amendment facilitates a commercial development that provides benefits for the city and regional population and provides varied employment. Economically, the development pays property taxes and is a jobs provider. The residential component of the proposed amendments will extend the existing Medium Density Residential designation to the west in a logical manner that and will enhance the supply of land available for higher density development within the Santa Clara subarea. The future development of the site will incorporate landscaping and other features to enhance its compatibility with the residential uses to the east. In addition, the proposed text amendments provide significant protections that enhance compatibility of future development with the existing and future residential development including height limitations, area limitations on building size and the provision for the use of the Planned Unit Development procedures. Because of the reasons stated, it is consistent with this policy.

> *Adopt zoning that is consistent with the land use diagram and policies contained in the land use element of the Urban Facilities Plan. (Policy 2.0)*

The proposed amendments contained within this application include map and text changes. Upon approval of the proposed changes, and as detailed in the responses contained herein, the proposed

amendments support this policy.

> *Provide for land uses that conform to Metropolitan Plan goals and policies and that consider the provision of a full range of urban services in an efficient and cost-effective manner.* (Policy 3.0)

As detailed in the response to Statewide Goal 11 (above) urban services are available to the subject property and the property is within the Eugene portion of the metropolitan UGB and within the incorporated City limits. As such, the subject property is providing for compact urban growth and has the essential services available for development. As defined in the glossary of the Metro Plan compact urban growth is defined as:

> *The filling in of vacant and underutilized lands in the UGB, as well as redevelopment inside the UGB.*

The amendments will allow compact urban growth to occur on lands that are currently within the UGB and underutilized for an urban area. The redevelopment of the site will provide needed commercial employment opportunities and also provide medium density residential development. As such the proposed amendments support this policy. Please see discussion of Metro Plan policies under EC 9.8424(b) for more information.

Residential Land Use Policies

> *Recognize and maintain the predominately low-density residential character of the area consistent with the Metropolitan Plan. (Policy 1.0)*

As discussed under the Goal 10, the proposed PAPA seeks to remove 7.3 acres of land from the Low Density Residential land base and to add approximately 1.3 acres of land to the Medium Density Resignation land base (see details under Goal 10 for more information). The change is in compliance with Goal 10 and the amount of change in the supply of low density residential land amounts to 0.2%, a relatively minor amount of land. The location of the land, near a major arterial and a major collector and near commercial opportunities, does not make it an efficient location to develop at low density levels. The applicant proposes to offset the loss of the low density residential land with additional medium density residential land that is more appropriate, adjacent to commercial development and supports the goals and policies of the Metro Plan and the River Road/Santa Clara Urban Facilities Plan. According to the RLS, there is an abundance of low density residential land and this proposed PAPA will not significantly affect the predominance of the low density character of this area. It will, however, provide much needed medium density residential development on land better suited for that purpose.

> *Provide a diversity of housing types in the area. Available techniques include encouraging reinvestment and rehabilitation of existing housing stock and the use of development standards that provide for clustering or planned unit development. (Policy 2.0)*
> *Provide for innovative residential development through subdivision and other code provisions, such as planned unit developments and cluster subdivisions for new residential development on large parcels.* (Suggested Action 2.1)

The proposed amendments of this application include text amendments that provide for the development of a mixed-use center to be developed under the provisions of the Planned Unit Development procedures. Future redevelopment of the Santa Clara Elementary School Site will provide significant reinvestment in the area that, combined with residential development, will support further reinvestment of the community. As such this policy is supported by the proposed amendments.

> *Evaluate traffic and compatibility impacts when considering new residential development on parcels fronting arterial streets.* (Policy 3.0)

Details of the proposed amendments traffic impacts are discussed under Goal 12. The proposed amendments will remove land that is zoned residential from a location fronting an arterial. In place of residential development fronting an arterial the applicant proposes to locate residential development along a neighborhood street that is more suitable for such development.

> *Provide adequate buffering and traffic control for existing non-residential development fronting River Road, (to minimize conflicts with surrounding development).* (Policy 4.0)

The applicant is not proposing residential development that fronts River Road. The proposed amendments will create an area of Commercial designation that has frontage on River Road, Hunsaker Lane and Green Lane and extends the current commercial designated land eastward on the subject parcel. The applicant intends to use shopping streets within the future development and place the majority of business circulation and store fronts internal to the site. Upon development sufficient design and landscape standards will ensure that existing residential development is buffered from new development. Primary access to the commercial portion of the subject site will be from Hunsaker Lane, with secondary access provided via River Road and Green Lane. The proposed Medium Density Residential portion of the subject site will receive primary access on Green Lane.

> *Permit medium-density housing (10 to 20 dwelling units/acre) in proximity to existing or planned urban facilities. Access to commercial development, transit, and alternative modes of transportation, schools and parks, and open space should be considered. Medium-density residential development will be considered for the north Santa Clara area consistent with the above criteria.* (Policy 5.0)

The subject site is located within the north Santa Clara area. The proposed amendments designate land for Medium Density Residential designation in a location that is in close proximity to existing urban facilities, with proximal access to existing and proposed commercial facilities, alternative modes of transportation (LTD's "hub" is located approximately one-half mile south of the subject site, and the BRT/eMX is proposed to have a line running to that "hub"); elementary, middle and high schools are located within walking distance of the subject property and parks and open space opportunities are located nearby. As such, the subject site is appropriately located to apply the Medium Density Residential designation.

Commercial and Industrial Land Use Policies

Maintain and enhance the compatibility of adjacent land uses through the use of appropriate buffering mechanisms, such as landscaping standards. (Policy 1.0)

Require site plan reviews for all new commercial and industrial developments. (Policy 2.0)

As a condition of development approval for the subject site, site review procedures will be applied. Site review is used "as a means to maintain or improve the character, integrity, and harmonious development of an area, address potential environmental impacts, and to provide a safe, stable, efficient, and attractive on-site environment" (EC 9.8425 Purpose of Site Review). In addition, to assure compatibility between the residential development to the south, and the commercial develop to the north, of Green Lane Planned Unit Development procedures will also be employed. Because any development subsequent to adoption of the plan amendment must comply with site review and planned unit development criteria, the amendment is consistent with Commercial and Industrial Land Use Policies 1.0 and 2.0.

Prohibit the linear expansion of existing strip commercial areas fronting on River Road. Existing strip commercial development may expand by infilling, redevelopment, or expansion onto contiguous property that does not front on River Road. (Policy 3.0)

Minimize impacts of new commercial development intended to consolidate and improve existing strip commercial areas along River Road by requiring development standards. (Policy 5.0)

New neighborhood commercial uses shall be located away from River Road in locations that facilitate the provision of commercial facilities scaled to a residential area and that allow for dispersal of commercial uses throughout River Road-Santa Clara. (Policy 6.0)

As previously discussed under Metro Plan Policy B.6 on pages 18 through 20 above, incorporated herein by reference, the proposal is found consistent with these policies to the extent that they are applicable.

i. River Road/Division subarea

Recommendations

3. The transition from professional office use to medium-density residential use should occur in the vicinity of a line projected south from the east boundary of the Santa Clara Elementary School property.

4. Rezone parcels north of Santa Clara Square and south of Green Lane for professional office use.

This refinement plan amendment proposes to add a Recommendations 5.0, 6.0, 7.0 and 8.0 that are specific to the subject site (see discussion below). The amended text provides direction specific to the subject site to provide Commercial development north of Green Lane and to allow Medium

Density Residential to abut the "transition" line mentioned in Recommendation 3.0 and proceed west. The amended text allows expansion of the existing Medium Density Residential area in order to allow a mix of development that will support commercial development as proposed by the applicant. Recommendations No. 3 and No. 4 as described above are not substantially changed by this application and do not apply to the parcels involved as amended with the proposed recommendations No. 5, ,No. 6, No. 7 and No. 8.

The applicant's refinement plan text amendments are proposed for insertion on page 2-32, River Road-Santa Clara Urban Facilities Plan, Chapter 2, River Road/Division Subarea, text to be included as Recommendations No. 5, No. 6, No. 7 and No. 8. The text amendments are as follows:

5. Notwithstanding Recommendation No. 4, development sites along Green Lane and adjacent to the former Santa Clara Elementary School site may be designated and zoned Medium Density Residential. If the parcels are zoned MDR, they must be developed as a Planned Unit Development in connection with the former Santa Clara Elementary School site and with an emphasis on mixed-use development principles.

6. Upon the sale from public ownership to private ownership, the City shall recognize the area of the former Santa Clara Elementary School at the southeast corner of the intersection of River Road and Hunsaker Lane, between Hunsaker Lane and Green Lane (Tax Lots 9100, 9200, 9300 of Assessor's Map 17-04-11-41 and Tax Lots 200, 300, 400 of Assessor's Map 17-04-11-44) as appropriate for Commercial development and designated Commercial. If zoned commercial, it shall be developed as Planned Unit Development in connection with the property described in Recommendation No. 5 with an emphasis on mixed-use development principles. In addition:

a. No individual building footprint within the commercial development may exceed 18,000 square feet; and
b. No building mass within 50-feet of Low Density Residential land may exceed 35 feet in height; and
c. Permitted or conditional Commercial services shall not include theaters; lodging; C2 and C3 permitted manufacturing; medical, health and correctional services; motor vehicle related uses; and
d. The historic character of the former Santa Clara Elementary School shall be commemorated on site by using architectural features and historic elements typical of the former Santa Clara Elementary School (e.g., brick facades, castings, etc.).

7. Pursuant to Recommendations 5 and 6, a pedestrian friendly connection subject to review and approval by the City Engineer shall be provided at a "midblock" crossing of Green Lane and shall include five or more of the following design elements:

a. Curb ramps
b. Curb extensions (equal to the width of on-street parking, but not interfering with bicycle lane)
c. Raised crosswalks
d. Special paving treatment (e.g., brick, alternative colors, cobblestone, patterned cement, etc.)

e. Adequate lighting to fully illuminate the crossing at all hours
f. To minimize conflict with vehicles entering1 or exiting the former Santa Clara Elementary School site locate the crosswalk to the east of the future Green Lane access to the former Santa Clara Elementary School site.

8. Pursuant to Recommendations 5 and 6, pedestrian amenities shall be included within the commercial component of the mixed-use development. Amenities shall include two or more of the design elements from Recommendation No. 7.

To provide further clarification of the text amendments, as a condition of approval, the proposed text amendments should be revised as follows.

- Regarding proposed Recommendation No. 5:

To clarify that abutting properties not included in this application are not subject to this amendment, revise the first sentence to state: "Notwithstanding Recommendation No. 4, development sites *abutting the south side of Green Lane and generally west of the eastern boundary of* the former Santa Clara Elementary School Site..."

- Regarding proposed Recommendation No. 6:

To clarify which zoning is approved, revise the second sentence to state: "If zoned commercial, *it shall be zoned C-2 and* it shall be developed..."

Regarding 6.b, the subject site abuts R-1 zoning to the northeast and R-2 zoning to the southeast. EC 9.2171(2) already requires C-2 development to be limited to 30 feet in height within 50 feet of R-1 zoning, and to be limited to 35 feet in height within 50 feet of R-2 zoning. Proposed 6.b only proposes a height restriction where abutting R-1 zoning, and furthermore the proposed height limitation of 35 feet is actually 5 feet taller than the code already restricts. Therefore, this height limitation should be stricken.

- Regarding proposed Recommendation No. 7:

The connection shown on the applicant's Site Concept plan (see applicant's Exhibit I.2) depicts a Green Lane crossing between the northern 7.3 acre portion of the site and the southern 1.3 acre portion of the site. This is not "midblock" as referred to in proposed Recommendation 7. Therefore, the first sentence should be revised to state: "a pedestrian friendly connection...shall be provided at *to cross Green Lane between the former Santa Clara School Site and a property south of Green Lane* and shall include..."

Summary
In summary, the proposal is found consistent with the remaining provisions of the RRSC.

(2) The refinement plan amendment addresses one or more of the following:
(a) An error in the publication of the refinement plan.
(b) New inventory material which relates to a statewide planning goal.

(c) ***New or amended community policies.***

(d) ***New or amended provisions in a federal law or regulation, state statute, state regulation, statewide planning goal, or state agency land use plan.***

(e) ***A change of circumstances in a substantial manner that was not anticipated at the time the refinement plan was adopted.***

The proposed amendments are not based on an error in the publication of the RRSC, new inventory material relating to a statewide planning goal or new or amended state or federal laws, regulations, or policies; therefore EC 9.8424(2)(a), (b) and (d), above, are not applicable to this request.

Regarding subsection (c), the proposed amendments have been found to comply with the applicable Metro Plan and refinement plan approval criteria, therefore the proposed Metro Plan amendments constitute a new community policy in the context of this criterion.

Regarding subsection (e), two significant changes of circumstance have occurred and the proposed refinement plan amendment addresses both changes of circumstances.

First Change of Circumstances

The first change of circumstances is the decision by the 4J School District to sell the Santa Clara Elementary School property. The City and its citizens had no anticipation at time of Refinement Plan adoption that the school district would sell its property to a private developer.

A portion of the subject site is the former location of the Santa Clara Elementary School, and is currently zoned Public Land, designated on the refinement plan as Government and Education, and designated on the Metro Plan as Low Density Residential. Oregon West Management, Inc., a private development group, recently purchased the Santa Clara Elementary School site. Per EC 9.2681(2) which states, *"When public land is sold for private the development, the property shall be rezoned according to the procedures for zone changes beginning with and following section 9.8850 Purpose of Zone Changes"* the applicant is seeking a zone change of the subject site. The refinement plan designation logically shall also be amended to reflect the current private ownership.

The applicant has a concurrent application under review for a plan amendment to the school property to change the designation from Low Density Residential to Commercial. Upon approval of the Metro Plan change the refinement plan designation will be nonconforming. As such the applicant proposes to change the refinement plan designation for the school site from Government and Education to Commercial to reflect the proposed Metro Plan designation.

Second Change of Circumstances

The second significant change of circumstances concerns City Council adoption in 2004 of Ordinance No. 20319, which amended the Metro Plan Residential Land Use and Housing Element. The background materials for the update are contained in two documents of the *Eugene-Springfield Metropolitan Area Residential Lands Study*, the *1999 Supply and Technical Analysis* and the *1999 Site Inventory Document.* The RLS was acknowledged by the state Land Conservation and Development Commission as being consistent with Goal 10. The purpose of the RLS was to compare residential land needs with available land supply.

The 2004 update to the Metro Plan includes four relevant policies regarding higher densities and mixed uses:

> *Promote higher residential density inside the UGB that utilizes existing infrastructure, improves the efficiency of public services and facilities, and conserves rural resources lands outside the UGB.* Policy A.10)
>
> *Generally locate higher density residential development near employment or commercial services, in proximity to major transportation systems or within transportation – efficient nodes.* (Policy A.11)
>
> *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.* (Policy A.13)
>
> *Expand opportunities for a mix of uses in newly developing areas and existing neighborhoods through local zoning and development regulations.* (Policy A.22)

The 1999 Residential Land Survey inventoried the developed and vacant land within the Eugene/Springfield area. The subject site is located within the Santa Clara subarea. As detailed in the findings under Goal 10 (above) the Santa Clara subarea has the lowest percentage of higher density developed property within the metropolitan region. Multi-family housing uses are allowed within the Medium Density Residential designation. As such, the applicant proposes to increase the supply of this needed housing type by changing the designation on the subject site, south of Green Lane, to accommodate this housing type. The location of the change in designation is appropriate due to its proximity to existing Medium Density Residential designated property to the east, commercial development in the surrounding area, and alternative transportation modes (the existing LTD River Road substation is less than one-half mile south of the subject property). As such, the applicant's proposed refinement plan designation is consistent with the updates to the Metro Plan Residential Land Use and Housing Element.

Therefore, the amendment is consistent with the criteria in EC 9.8424(2).

Zone Change (Z 07-3)

The applicant proposes to rezone 7.3 acres of the site north of Green Lane from the existing zoning of PL and C-1, Public Land zone and Neighborhood Commercial zone, to C-2/PD/SR, Community Commercial zone with Planned Unit Development and Site Review overlays; and to rezone 1.3 acres of the site south of Green Lane from R-1, Low Density Residential zone to R-2/PD/SR, Medium Density Residential with Planned Unit Development and Site Review overlays

EC 9.8865 requires that the following criteria (in ***bold and italic***) be applied to a Zone Change.

(1) The proposed change is consistent with applicable provisions of the Metro Plan. The written text of the Metro Plan shall take precedence over the Metro Plan diagram where apparent conflicts or inconsistencies exist.

Approval of the zone change is dependent upon approval of the Metro Plan diagram amendment to re-designate 7.3 acres of Low Density Residential to Commercial and to re-designated 1.3 acres of Commercial to Medium Density Residential. The findings under EC 9.7730(3)(b), above, are incorporated herein by reference. Those findings address the applicant's consistency with the Metro Plan.

(2) ***The proposed zone change is consistent with applicable adopted refinement plans. In the event of inconsistencies between these plans and the Metro Plan, the Metro Plan controls.***

Approval of the zone change is dependent upon approval of the refinement plan diagram amendment to re-designate 7.3 acres of Government and Education to Commercial and to re-designated 1.3 acres of Commercial to Medium Density Residential. The findings under EC 9.8424(1)(c), are incorporated herein by reference. Those findings address the application's consistency with the River Road-Santa Clara Urban Facilities Plan.

(3) ***The uses and density that will be allowed by the proposed zoning in the location of the proposed change can be served through the orderly extension of key urban facilities and services.***

The discussion of compliance with Statewide Planning Goal 11 – "Public Facilities and Services," and Goal 12 – "Transportation" in the findings regarding the Statewide Planning Goals (see below) are incorporated herein by reference. With the findings established and referenced herein, the proposal complies with this criterion.

(4) ***The proposed zone change is consistent with the applicable siting requirements set out for the specific zone in:***
(a) EC 9.2150 Commercial Zone Siting Requirements.
(f) EC 9.2735 Residential Zone Siting Requirements.

There are no applicable siting requirements for C-2, Community Commercial or R-2, Medium Density Residential zones; therefore, this criterion does not apply.

(5) ***In cases where the NR zone is applied based on EC 9.2510(3), the property owner shall enter into a contractual arrangement with the city to ensure the area is maintained as a natural resource area for a minimum of 50 years.***

The NR zone is not requested. Therefore, the above criterion is not applicable.

Conclusion: Based on the available information and materials in the record, and the above findings, the proposal is found consistent with the applicable approval criteria subject to the following conditions of approval:

1. The applicant shall record in the Office of the Lane County Clerk restrictive covenants on the real property that is the subject of the proposed amendments, in a form acceptable to the

City Attorney, stipulating that any future development approval for the site shall require, by the time of development, full and complete construction of an additional westbound approach lane on Hunsaker Lane and an additional westbound approach lane on Green Lane. The restrictive covenants shall be binding on any successive owner(s) of the property, are enforceable by the City of Eugene any may be amended only with the express written consent of the City of Eugene.

2. The proposed text amendments shall be revised as follows:

   - Regarding proposed Recommendation No. 5:

   To clarify that abutting properties not included in this application are not subject to this amendment, revise the first sentence to state: "Notwithstanding Recommendation No. 4, development sites abutting south of Green Lane and generally west of the eastern boundary of the former Santa Clara Elementary School Site..."

   - Regarding proposed Recommendation No. 6:

   To clarify which zoning is approved, revise the second sentence to state: "If zoned commercial, it shall be zoned C-2 and it shall be developed..."

   Regarding 6.b, the subject site abuts R-1 zoning to the northeast and R-2 zoning to the southeast. EC 9.2171(2) already requires C-2 development to be limited to 30 feet in height within 50 feet of R-1 zoning, and to be limited to 35 feet in height within 50 feet of R-2 zoning. Proposed 6.b only proposes a height restriction where abutting R-1 zoning, and furthermore the proposed height limitation of 35 feet is actually 5 feet taller than the code already restricts. Therefore, this height limitation should be stricken.

   - Regarding proposed Recommendation No. 7:

   The connection shown on the applicant's Site Concept plan (see applicant's Exhibit I.2) depicts a Green Lane crossing between the northern 7.3 acre portion of the site and the southern 1.3 acre portion of the site. This is not "midblock" as referred to in proposed Recommendation 7. Therefore, the first sentence should be revised to state: "a pedestrian friendly connection,..shall be provided at to cross Green Lane between the former Santa Clara School Site and a property south of Green Lane and shall include..."

DECLARATION OF COVENANTS, CONDITIONS AND RESTRICTIONS

This Declaration of Covenants, Conditions and Restrictions (this "Declaration") is made and entered into as of this 12th day of June, 2008, by Santa Clara Properties, LLC, an Oregon limited liability company (the "Declarant").

RECITALS:

A. Declarant is the owner of that certain parcel of property in Lane County and more fully described on the attached Exhibit A, incorporated herein by reference (the "Property").

B. Declarant submitted to the City of Eugene an application to amend the Metro Plan Land Use Diagram, the River Road-Santa Clara Urban Facilities Plan Land Use Diagram and Text, and the Eugene Zoning Maps (collectively, the "Plans").

C. As described in Ordinance No. 20407 (the "Ordinance"), upon conclusion of deliberations on November 19, 2007, the Eugene Planning Commission recommended conditional approval of the application and forwarded its recommendation to the City Council of the City of Eugene (the "Council") to amend the Plans as requested by Declarant.

D. As described in the Ordinance, the Council approved the amendments to the Plans subject to the condition that Declarant record the covenant described herein.

NOW THEREFORE, Declarant hereby declares that all of the Property is and shall be held, sold, or conveyed subject to the covenant in this Declaration, which shall run with the land, and shall be binding on all persons having any right, title or interest in the Property or any part thereof, and on such person's heirs, successors and assigns, and shall inure to the benefit of all such persons and to the City of Eugene.

COVENANT:

Declarant covenants as follows:

Any future development approval for the Property or any part thereof shall require, prior to development, full and complete construction of an additional westbound approach lane on Hunsaker Lane and an additional westbound approach lane on Green Lane.

The foregoing Covenant is for the benefit of and enforceable by suit for injunctive relief or for damage or through the withholding of approvals of Land Use and

After recording return to:

James W. Spickerman
Gleaves Swearingen Potter & Scott LLP
975 Oak Street, Suite 800
Eugene, Oregon 97401

Division of Chief Deputy Clerk
Lane County Deeds and Records

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Development Applications or Permits at the discretion of and by the City of Eugene and its legal representatives, successors or assigns; and a failure by the City of Eugene to enforce such condition shall in no event be deemed a waiver of the City of Eugene's right to do so thereafter. The foregoing Covenant may be amended only with the express written consent of the City of Eugene.

IN WITNESS WHEREOF, the undersigned has executed this Declaration of Covenants, Conditions and Restrictions effective as of the date first written above.

DECLARANT:

SANTA CLARA PROPERTIES, LLC, an Oregon limited liability company

By: _____
Steve Graves, Manager

STATE OF OREGON)
) ss.
County of Lane)

On this 12 day of June, 2008, personally appeared the above named Steve Graves as Manager of Santa Clara Properties, LLC, an Oregon limited liability company, and acknowledged the foregoing instrument to be his voluntary act and deed.

Susan Hutchinson
Notary Public for Oregon
My Commission Expires: 8/1/2009

OFFICIAL SEAL
SUSAN HUTCHINSON
NOTARY PUBLIC - OREGON
COMMISSION NO. 395549
MY COMMISSION EXPIRES AUGUST 1, 2009

TAX MAP 17-04-11-41, TAX LOT 9100:

(Being comprised of the following three parcels)

PARCEL 1:

Commencing at the intersection of the center of the County Road known as the River Road, with the North line of the Joseph Davis and Wife Donation Land Claim No. 48, Notification 2081 in Township 17 South, Range 4 West of the Willamette Meridian, said point of intersection being understood to be 4.50 chains East of the Southwest corner of the L. Poindexter Donation Land Claim No. 52 in said Township and running thence South 16° 45' East along the center of said road 20 feet to the place of beginning: From the point of beginning aforesaid run East parallel with the North line of said claim 14 rods; thence South 60 feet West about 14 rods to the center of the County Road, and thence North 16° 45' West along the center of the County Road to the place of beginning, in Lane County, State of Oregon.

EXCEPT that portion conveyed to Lane County be deed recorded August 23, 1985, Reception No. 8529972, Lane County Official Records.

PARCEL 2:

Beginning at a point in the center of the County Road South 16° 45' East 1.265 chains from the intersection of the center line of the County Road with the North line of the Joseph Davis Donation Land Claim No. 48, Township 17 South, Range 4 West of the Willamette Meridian, said point of intersection being 4.50 chains East of the Southeast corner of the Abram Peek Donation Land Claim No. 51, of the same township and running thence East 3.14 chains; thence North 1.21 chains to the North line of the Joseph Davis Donation Land Claim; thence East on said line 7.98 chains; thence South 2° 45' East, 5.00 chains; thence West 10.23 chains, to the middle of the County road; thence North 16° 45' West 3.98 chains to the place of beginning, in Lane County, Oregon.

EXCEPT: Beginning at a point in the center of the County road South 16° 45' East 1.265 chains from the intersection of the center line of the county road with the North line of Joseph Davis Donation Land Claim No. 48, Township 17 South, of Range 4 West of said point of intersection being 4.50 chains East of the Southeast corner of the Abram Peek Donation Land Claim No. 51 in said Township and Range, running thence East 3.14 chains; thence North 1.21 chains to the North line of said Joseph Davis Donation Land Claim; thence East 3.98 chains for the beginning point of this description; running thence East along said North line of said Donation Land Claim 4 chains; thence South 2° 45' East 5 chains; thence West 4 chains; thence North 2° 45' West 5 chains to the place of beginning, in Lane County, Oregon.

ALSO EXCEPT that portion conveyed to Lane County by deed recorded August 23, 1985, Reception No. 8529972, Lane County Official Records.

PARCEL 3:

Beginning at a point in the center of the county road, South 16° 45' East 1.265 chains from the intersection of the center line of the County Road with the North line of the Joseph Davis Donation Land Claim No. 48, Township 17 South, Range 4 West of Willamette Meridian, said point of intersection being 4.50 chains east of the Southeast corner of the Abram Peek Donation Land Claim No. 51 in said Township and Range; run thence East 3.14 chains, thence North 1.21 chains to the North line of the Joseph Davis Donation Land Claim, thence East 3.98 chains for the beginning point of this description; running thence East along the said North line of said Donation Land Claim No. 50 feet; thence South 2° 45' East 330 feet, thence West 50 feet, thence North 2° 45' West 330 feet to the place of beginning, in Lane County, Oregon.

TAX MAP 17-04-11-41, TAX LOT 9200:

PARCEL 4:

Beginning at a point on the North line of the Joseph Ogle Donation Land Claim No. 48, Township 17 South, Range 4 West of the Willamette Meridian, Lane County, Oregon; where the center line of County Road (known as River Road) intersects the North line of said Donation Land Claim; said intersection being 268.0 feet East of the Southeast corner of the Abram Peek Donation Land Claim No. 51; running thence East along the North line of said Donation Land Claim No. 48, a distance of 656.55 feet to the true point of beginning; thence West along the North line of said claim 112.57 feet; thence South 2° 45' East 330 feet; thence East 112.57 feet, thence North 2° 45' West 330 feet to the place of beginning, in Lane County, Oregon.

TAX MAP 17-04-11-41, TAX LOT 9300:

PARCEL 5:

Beginning at a point on the North line of the Joseph Davis Donation Land Claim Lane County, Oregon, No. 48, Township 17 South, Range 4 West, Willamette Meridian, Lane County, Oregon; said point being 656.55 feet East of where the centerline of River Road intersects the North line of said Davis Donation Land Claim; running thence East along the North line of said Davis Donation Land Claim 98.0 feet; thence South 02° 45' East 330.0 feet; thence West 98.0 feet; thence North 02° 45' West 330.0 feet to the place of beginning.

TAX MAP 17-04-11-44, TAX LOT 400:

PARCEL 6:

Beginning at a point 2.995 chains East of the center line of the County Road from a point 5.195 chains South 17° 02' East of the point where the said center line intersects the South line of the L. Poindexter Donation Land Claim No. 52, in Township 17 South, Range 4 West of the Willamette Meridian, said intersection being understood to be 4.50 chains East of the Southwest corner of the L. Poindexter Donation Land Claim; and running thence East 2.195 chains thence South 3.65 chains; thence West 2.195 chains thence North 3.65 chains to the place of beginning, all in Lane County, Oregon.

EXCEPTING THEREFROM that portion on the South which lies within the bounds of the roadway as conveyed to Lane County by instrument recorded in Book 446, Page 228, Lane County Oregon Deed Records, in Lane County, Oregon.

TAX MAP 17-04-11-44, TAX LOT 300:

PARCEL 7:

Beginning 3.95 chains East of a point in the center of the County Road known as the River Road, South 16° 45' East 9.48 chains distant from the point where the center line of said road crosses the South line of the L. Poindexter and wife Donation Land Claim No. 52, Notification No. 2144, in Township 17 South, Range 4 West of the Willamette Meridian, and running thence North 270.9 feet; thence East 222.0 feet; thence South 2° 07' East 271.1 feet; thence West 232.0 feet; to the place of beginning, in Lane County, Oregon.

EXCEPTING THEREFROM that portion in Green Lane conveyed to Lane County, Oregon, by Deed recorded September 26, 1951, Book 446, Page 228, Lane County Oregon Deed Records, in Lane County, Oregon.

TAX MAP 17-04-11-44, TAX LOT 200:

PARCEL 8:

All that portion of the following described property lying Westerly of the following described line, said line being described as follows: Beginning at a point on the North line of the Joseph Davis Donation Land Claim No. 48, in Section 11, Township 17 South, Range 4 West of the Willamette Meridian, Lane County, Oregon, said point being 754.55 feet East of where the Centerline of River Road intersects the North line of said Davis Donation Land Claim, thence South 02' 45' East 330.0 feet to the true point of beginning of the line to be described, thence continue South 02' 45' East 271.1 feet more or less to the point on the South line of tract of land described by instrument recorded October 3, 1975, Reel 762, Reception No. 75-42749, Lane County Official Records, and the point of terminus of the line being described: Beginning 7.465 chains East of a point in the center of the County Road known as the River Road, South 16' 45' East 9.48 chains distant from the point where the center line of said road crosses the South line of the L. Poindexter and wife Donation Land Claim No. 52, Notification No. 2144, in Township 17 South, Range 1 West, Willamette Meridian, and running thence North 2', 07' West 271.1 feet; thence East 481 feet; thence South o' 41' East 270.92 feet; thence West 474.3 feet to the place of beginning, in Lane County, Oregon.

EXCEPTING THEREFROM that portion in Green Lane conveyed to Lane County, Oregon, by Deed recorded September 26, 1951, Book 446, Page 228, Lane County Oregon Deed Records, in Lane County, Oregon.

TAX MAP 17-04-11-44, TAX LOT 1900:

PARCEL 9:

Beginning at the aluminum cap marking the Southwest corner of the Lawrence Poindexter Donation Land Claim No. 52, Township 17 South, Range 4 West of the Willamette Meridian; thence, East 268.00 feet along the South line of said Claim to a point on the centerline of River Road; thence, South 17° 02' East 908.82 feet along said centerline to a point; thence, East 280.61 feet to a iron pin set in survey recorded at the Lane County Surveyor's Office under No. 21388 and marking the True Point of Beginning; thence, East 226.47 feet to a point which is, by record, South 17° 02' East 626.07 feet, East 841.64 feet and South 3° 09' 30" East from the Southwest corner of said Claim; thence, North 3° 09' 30" West 236 feet, more or less, to a point on the South line of that tract conveyed to Lane County for road purposes in instrument recorded in Volume 446 of deeds, page 228, records of Lane County, Oregon ; thence, West 256 feet, more or less, along the South line of said roadway to a iron pin set in said Survey No. 21388 to mark the Northeast corner thereof; thence, South 10° 46' 52" East 245.04 feet to the True Point of Beginning, in Lane County, Oregon.

ORDINANCE NO. 19471

AN ORDINANCE ADOPTING THE RIVER ROAD/SANTA CLARA URBAN FACILITIES PLAN AS A REFINEMENT TO THE EUGENE-SPRINGFIELD METROPOLITAN AREA GENERAL PLAN; AND REPEALING RESOLUTION NOS. 3858, 3919, AND 3973.

The City Council of the City of Eugene finds that:

1. In March, 1982, the cities of Springfield and Eugene and Lane County adopted the Eugene-Springfield Metropolitan Area General Plan (Metro Plan). In August, 1982, that comprehensive plan was acknowledged to comply with the Statewide Goals by the Land Conservation and Development Commission (LCDC).

2. In response to directives contained therein, the Council by Resolution created a River Road/Santa Clara Policy Committee and a Citizens Advisory Team (CAT) to develop draft elements of the River Road/Santa Clara Urban Facilities Plan.

3. The Council subsequently adopted: the Sanitary Sewer Service Element and Sanitary Sewer Service Plan of the River Road/Santa Clara Urban Facilities Plan by Resolution No. 3858 on May 29, 1984; the Land Use Element by Resolution No. 3919 on May 20, 1985; and the Transportation, Public Facilities and Services and Environmental Design Elements by Resolution No. 3973 on April 28, 1986.

4. Each of the above Resolutions provided that upon completion of the entire Urban Facilities Plan the above elements and remaining portions of the Urban Facilities Plan would be adopted as a refinement to the Metropolitan Area General Plan.

5. In adopting the Sanitary Sewer Service Element and Sanitary Sewer Service Plan the Council declared its intent, to the extent permitted by law, and contingent upon the award of federal construction grant funds, to commit its best efforts to the accomplishment of the sewer connection schedule set out in the Report (15 percent of the area served by 1988, 30 percent by 1990, and 75 percent by 1995), and hereby reaffirms that intent.

6. Concurrence was not obtained among the three metropolitan area jurisdictions with respect to the fire and police protection policies contained in the Public Facilities Element adopted by the Council on April 28, 1986. At its public hearing in May of 1986 the Lane County Board of Commissioners referred the City's adopted language regarding annexation and incorporation to the Metropolitan Policy Committee for development of compromise language. The recommendation of the Metropolitan Policy Committee was submitted to the Citizens Advisory Team by the Board. The CAT recommended different language. The CAT also requested that an

additional policy be added to the Environmental Design Element.

7. The Council has considered the recommendations received from the staff, Planning Commission, Metropolitan Policy Committee and the Citizens Advisory Team. The Council finds that the River Road/Santa Clara Urban Facilities Plan as previously adopted by Resolution Nos. 3858, 3919, and 3973 should be readopted together with the fire and police protection policies revision proposed by the Metropolitan Policy Committee and the Environmental Design Element policy recommended by the Citizens Advisory Team. The Plan as so amended should be adopted as a refinement to the Eugene-Springfield Metropolitan Area General Plan and the prior Resolutions repealed.

8. Based on the recommendation of the Planning Commission, the public testimony, and the preceding findings, the Council has determined that the River Road/Santa Clara Urban Facilities Plan is consistent with the Eugene-Springfield Metropolitan Area General Plan, as acknowledged by LCDC, and consequently, conforms to applicable Statewide Goals.

9. The Council further acknowledges that because concurrence of all three metropolitan area jurisdictions is required to effect amendments to the Metropolitan Area General Plan, the fire policy regarding incorporation as adopted herein will not become part of the final River Road/Santa Clara Urban Facilities Plan unless that language is adopted by the Board of County Commissioners.

NOW, THEREFORE,

THE CITY OF EUGENE DOES ORDAIN AS FOLLOWS:

Section 1. The above findings are hereby adopted, and based thereon, and upon the hearings before the Planning Commission and Council, the River Road/Santa Clara Urban Facilities Plan as previously adopted by Resolutions Nos. 3858, 3919, and 3973, and as amended as set forth above, is hereby adopted as a refinement to the Eugene-Springfield Metropolitan Area General Plan.

Section 2. Resolution Nos. 3858, 3919, and 3973 are hereby repealed.

Passed by the City Council this 11th day of May, 1987

City Recorder

Approved by the Mayor this 11th day of May, 1987

Mayor

ORDINANCE NO. 19631

AN ORDINANCE AMENDING THE RIVER ROAD/SANTA CLARA URBAN FACILITIES PLAN REGARDING PROVISIONS FOR PLAN ADOPTION, IMPLEMENTATION, AND AMENDMENTS AND UPDATES.

The City Council of the City of Eugene finds as follows:

1. In May, 1987, the Eugene City Council adopted the River Road/Santa Clara Urban Facilities Plan (Plan) as a refinement to the Eugene-Springfield Metropolitan Area General Plan. The Plan was also adopted by Springfield and Lane County in 1987.

2. The Plan as adopted does not provide for amendment processes.

3. In early 1988 the Planning Directors of Eugene, Springfield, and Lane County agreed on a proposed amendment to the Plan that addresses future amendment and update processes. Under the proposed amendment, as set forth in Exhibit A hereto, future amendments to the Plan would not require formal action by the City of Springfield nor Lane County, if the amendments affected property solely within the City of Eugene.

4. The Eugene Planning Commission held a public hearing on the proposed Plan amendment on March 14, 1988, and on April 26, 1988 forwarded its unanimous recommendation for approval to the Eugene City Council.

5. The proposed Plan amendment has also been considered and recommended for approval by the Springfield and Lane County Planning Commissions, and was adopted by the Springfield City Council on July 18, 1988 and the Lane County Board of Commissioners on May 10, 1989.

6. The Council has considered the recommendations received from the staff and Planning Commission and the actions taken to date by the other metropolitan area jurisdictions. The Council finds that if the proposed amendment is adopted the River Road/Santa Clara Urban Facilities Plan would no longer require participation by the City of Springfield or Lane County in future amendments that affect areas solely within the City of Eugene. Any Plan amendment requiring an amendment to the Eugene-Springfield Metropolitan Area General Plan will continue to follow the amendment processes set out in the Metro Plan, which requires consideration and adoption by all three metropolitan area jurisdictions.

7. Based on the recommendation of the Planning Commission, public testimony at the Council's hearing of August 14, 1989, and the preceding findings, the Council has determined that the amendments to the River Road/Santa Clara Urban Facilities Plan are consistent with the Eugene-Springfield Metropolitan Area General Plan, as acknowledged by LCDC, and consequently, conform to applicable Statewide Goals, and should be adopted.

NOW, THEREFORE,

THE CITY OF EUGENE DOES ORDAIN AS FOLLOWS:

Section 1. Based on the above findings, which are hereby adopted, and upon the hearings before the Planning Commission and City Council, the River Road/Santa Clara Urban Facilities Plan as previously adopted by City of Eugene Ordinance No. 19471 is hereby amended by incorporating therein the language as set forth in Exhibit A attached hereto and incorporated herein by reference.

Section 2. Except as herein amended, all other provisions of the River Road/Santa Clara Urban Facilities Plan remain in full force and effect.

Passed by the City Council this

14th day of August, 1989

City Recorder

Approved by the Mayor this

14th day of August, 1989

Mayor

RIVER ROAD/SANTA CLARA URBAN FACILITIES PLAN

PLAN ADOPTION, IMPLEMENTATION AND AMENDMENT PROCESSES

The River Road/Santa Clara Urban Facilities Plan (Plan) is a long-range policy document and service plan for the River Road/Santa Clara area. It has been developed and adopted by the three local jurisdictions in recognition of the River Road/Santa Clara area's critical role in the growth of the metropolitan area.

Implementation of the Plan will occur over time and in a variety of circumstances. Over the years, minor amendments or comprehensive updates to the Plan may be needed. To the extent that minor amendments are needed, they will address changes in circumstances not anticipated in the Plan, new information related to a Statewide Goal, or changes in public policy.

Any amendment to the River Road/Santa Clara Urban Facilities Plan that has broad implications for the entire Plan area or for property outside the City of Eugene requires approval by both the Eugene City Council and the Lane County Board of Commissioners. Any amendment that affects property solely within the City of Eugene requires approval of the Eugene City Council with an opportunity for Lane County to submit comments. All Plan amendments will be referred to the City of Springfield for its review and comment. Amendments to the Plan do not require action by the City of Springfield.

Within five years of the Plan's adoption, the City of Eugene and Lane County will evaluate whether a comprehensive update of the River Road/Santa Clara Urban Facilities Plan is warranted. When such an update is conducted, participation by the City of Springfield will not be required. Springfield may choose to comment on any draft changes as with other local refinement plans within Eugene's jurisdictional boundaries.

Exhibit A

ORDINANCE NO. 19632

AN ORDINANCE AMENDING THE RIVER ROAD/SANTA CLARA URBAN FACILITIES PLAN REGARDING IMPLEMENTATION OF THE RIVER ROAD/RAILROAD BOULEVARD SUBAREA STUDY.

The City Council of the City of Eugene finds as follows:

1. In May, 1987, the Eugene City Council adopted the River Road/Santa Clara Urban Facilities Plan (Plan) as a refinement to the Eugene-Springfield Metropolitan Area General Plan. The Plan was also adopted by Springfield and Lane County in 1987.

2. A recommendation in the Plan calls for an examination of land uses in the vicinity of the Chambers Connector, once the impacts of this highway improvement are known.

3. In response to this recommendation, in November, 1987 the Eugene City Council directed staff to undertake a study of land uses in the River Road/Railroad Boulevard area.

4. Public meetings on the study were held in the River Road area on April 13, May 9, and May 23, 1988, with notice mailed to all residents and property owners within the study area boundaries.

5. The Eugene Planning Commission held a public hearing on the subarea study on June 7, 1988, and on July 5, 1988 adopted recommendations for implementation of the study by amending the Plan.

6. The Lane County Planning Commission held a public hearing on the subarea study and adopted recommendations for amending the Plan on November 15, 1988.

7. The Lane County Board of Commissioners held a public hearing on the subarea study on February 8, 1989, and adopted amendments to the Plan on May 24, 1989.

8. The Council has considered the recommendations received from the Planning Commission and the actions taken by the other metropolitan area jurisdictions. The Council finds that amendments to the Plan are needed to provide additional guidance for land uses in the River Road/Railroad Boulevard subarea, and to clarify the original intent of the Plan.

9. Based on the recommendation of the Planning Commission, public testimony at the Council's August 14, 1989

public hearing, and the preceding findings, the Council has determined that the amendments to the River Road/Santa Clara Urban Facilities Plan are consistent with the Eugene-Springfield Metropolitan Area General Plan, as acknowledged by LCDC, and consequently conform to applicable Statewide Goals, and should be adopted.

NOW, THEREFORE,

THE CITY OF EUGENE DOES ORDAIN AS FOLLOWS:

Section 1. Based on the above findings, which are hereby adopted, and upon the hearings before the Planning Commission and City Council, the River Road/Santa Clara Urban Facilities Plan is hereby amended by incorporating therein the amendments set forth in Exhibits A and B attached hereto and incorporated herein by reference.

Section 2. Except as amended herein and by City of Eugene Ordinance No. 19631, all other provisions of the River Road/Santa Clara Urban Facilities Plan remain in full force and effect.

Passed by the City Council this

14th day of August, 1989

City Recorder

Approved by the Mayor this

14th day of August, 1989

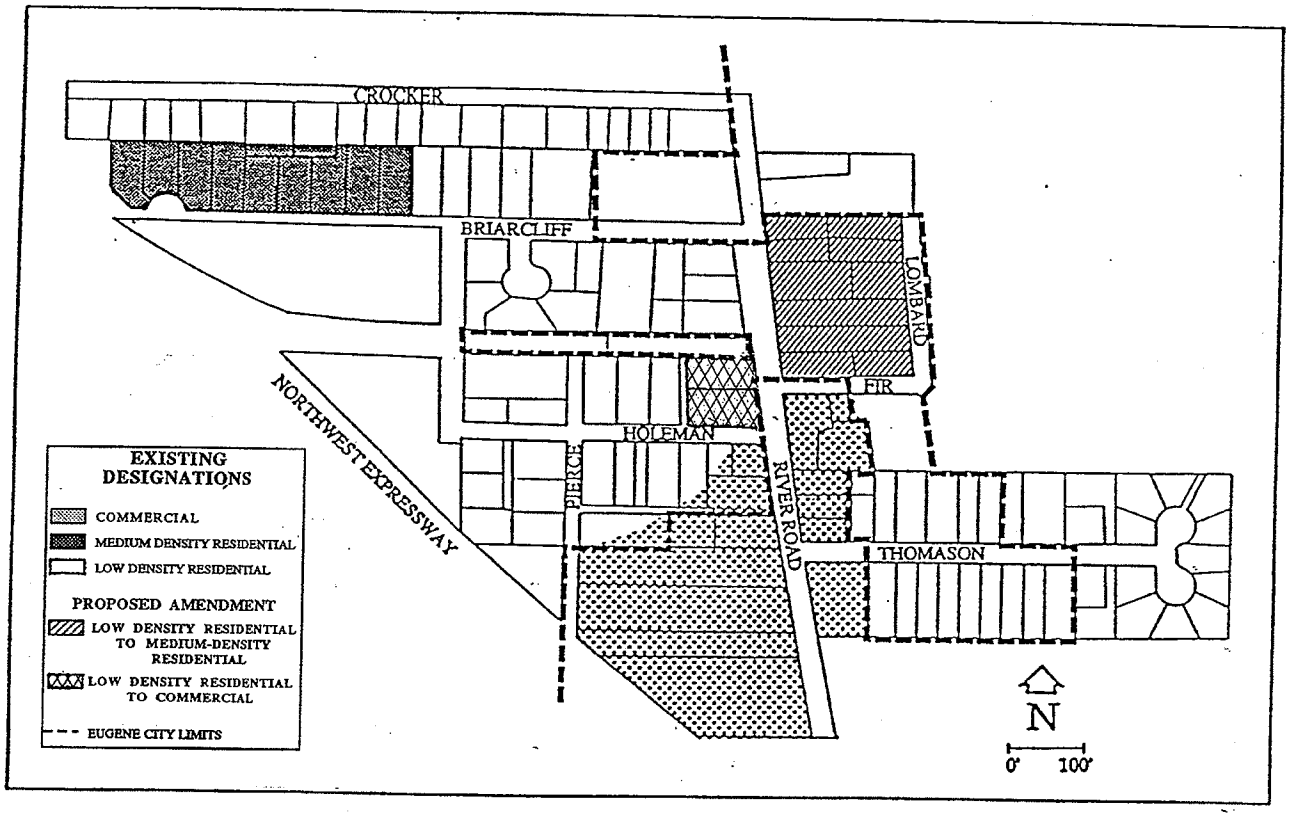
Mayor

Exhibit A1

Proposed Diagram Change to RR/SC Urban Facilities Plan

2.5 River Road Subareas (See Page 2-24)

A. River Road /Railroad Boulevard



EXISTING RECOMMENDATIONS

1. Designate and zone existing medium-density development.
2. Limit River Road access to existing commercial development.
3. Apply site review for redevelopment of existing commercial areas.
4. Maintain existing land use patterns until completion of Chambers Connector. The effects of the Chambers Connector and related road improvements on the immediate area should be examined upon completion of final design and right of way acquisition and any appropriate changes adopted.

PROPOSED NEW RECOMMENDATIONS

5. The area south of Fir Lane and east of River Road is appropriate for commercial and low-density residential uses.
6. Medium-density residential development along the east side of River Road north of Fir Lane is appropriate, and requires a minimum development area of 2/3 of an acre.
7. Rezone the apartments on the west end of Briarcliff Drive from industrial to medium density residential use.
8. Delay for six months rezoning of the vacant parcels south of Briarcliff and adjacent to the Northwest Expressway from industrial to low density residential use.
9. Designate the two parcels north of Holeman Avenue and west of River Road for commercial use.

Exhibit B

Proposed Text Amendments to RR/SC Urban Facilities Plan

1) On page 2-1 of the River Road/Santa Clara Urban Facilities Plan, the Land Use Element of the Plan is introduced. In that introduction, insert the following language (additions are **underlined**).

The land use element contains four components: general, commercial-industrial, residential and Land Use Diagram (see following page). Findings, policies, and suggested actions are provided in each of these elements. The land use diagram is a graphic depiction of the policies and suggested actions contained in the refinement plan and **through the diagram, subarea diagrams, subarea descriptions and subarea recommendations,** provides a more detailed guide to future land use than that shown in the Metropolitan Plan Diagram.

2) On page 2-22 of the River Road/Santa Clara Urban Facilities Plan, the role of the Land Use Diagram is discussed. In that discussion, insert the following language (addition **underlined**).

How is the Diagram Used?

The diagram is used, along with accompanying policies and suggested actions, policies contained in the Urban Facilities Plan, **descriptions and recommendations contained under each of the subareas,** and applicable areawide goals and policies, to evaluate individual land use proposals. The land use diagram provides guidance for future development. Existing development would continue as previously approved or as nonconforming uses.

The Urban Facilities Plan Land Use Diagram

In order to consider and suggest future land uses for the River Road-Santa Clara areas, 12 subareas were identified. The subareas (refer to Subareas Map) contain virtually all existing commercial, industrial, and medium-density reseidential development and undeveloped land designated for these categories in the study area. Policies and suggested actions applicable to the low-density residential areas are discussed in the main text of this chapter. **The recommendations found under the descriptions for each of the subareas provide direction for future public policy and are to be used along with policies and suggested actions in the plan in setting future public policy and in guiding decision-making for the area.**

ORDINANCE NO. 19893

AN ORDINANCE AMENDING THE RIVER ROAD/SANTA CLARA URBAN FACILITIES PLAN REGARDING THE CHANGE IN LAND USE DESIGNATION FOR CERTAIN PARCELS FROM LIGHT-MEDIUM INDUSTRIAL TO LOW-DENSITY RESIDENTIAL (RA 92-2, JOHNSON, ET AL).

The City Council of the City of Eugene finds as follows:

A. In May, 1987, the Eugene City Council adopted the River Road/Santa Clara Urban Facilities Plan (Plan) as a refinement to the Eugene-Springfield Metropolitan Area General Plan. The Plan was also adopted by Springfield and Lane County in 1987, and subsequently amended in part on August 14, 1989.

B. On July 28, 1992, Louis W. and Anne I. Johnson and six other property owners filed a request with the City of Eugene for an amendment to the River Road/Santa Clara Urban Facilities Plan (Plan) to change the land use designation for approximately 78 acres consisting of Tax Lots 3400, 3401, 3500, 3600, 3700, 3701, 3800, and 3900, Assessor's Map 17-04-10-0 0 from light-medium industrial to low-density residential.

C. Notice of the request was sent to the Santa Clara Neighborhood Group, to all owners and occupants within a 400-foot radius of the area identified above, and published in the Springfield News and Register Guard prior to the joint public hearing on the request before the Planning Commissions of Eugene, Springfield and Lane County on September 29, 1992.

D. The Eugene Planning Commission recommended approval of the proposed amendments on October 12, 1992, and the Lane County Planning Commission recommended approval of the proposed amendments on October 20, 1992.

E. The Council has considered the recommendations received from the Planning Commission and the actions taken by Lane County. The Council finds that the amendments to the Plan are in compliance with the criteria for refinement plan amendments as set forth in Subsection 9.145(2) of the Eugene Code, 1971.

F. Based on the recommendation of the Planning Commission, public testimony before the planning commissions and at the joint elected official hearing of December 9, 1992, the preceding findings, and the findings attached as Exhibit A hereto, the Council has determined that the proposed amendments to the River Road/Santa Clara Urban Facilities Plan are consistent with remaining portions of that Plan, with the Eugene-Springfield Metropolitan Area General Plan, as acknowledged by LCDC, and consequently conform to applicable Statewide Goals, and should be adopted.

NOW, THEREFORE,

THE CITY OF EUGENE DOES ORDAIN AS FOLLOWS:

Section 1. Based on the above findings and the findings attached as Exhibit A hereto and incorporated herein by reference, which are hereby adopted, and upon the hearings before the Planning Commission and City Council, the River Road/Santa Clara Urban Facilities Plan is hereby amended as follows:

1.1 The land use diagram contained on page 2-3 of the Plan is amended from industrial to low-density residential designation for Tax Lots 3400, 3401, 3500, 3600, 3700, 3701, 3800, and 3900, Assessor's Map 17-04-10-0 0;

1.2 Finding 2 on page 2-16 of the Plan which states: "Particular concerns exist regarding commercial-industrial development in specific areas. These areas include: . . . (d) Irving Road light-medium industrial site." is deleted, and the remaining three areas relettered accordingly;

1.3 The reference to this subarea identified as "Northwest Expressway subarea" on page 2-33 of the Plan is deleted, and the following two subareas are relettered accordingly;

1.4 The subarea map on page 2-23 of the Plan is amended by deleting the reference to "j" "Irving Light-Medium Industrial" and the following two subareas are relettered accordingly; and

1.5 The diagram reference to percentage of acres in light-medium industrial use in the River Road/Santa Clara area on page 2-13 is deleted and the reference to percentage of acres in low-density residential use is amended to read 91%.

Section 2. This amendment shall become effective upon adoption of a concurring amendment by the Lane County Board of Commissioners.

Section 3. Except as amended herein, all other provisions of the River Road/Santa Clara Urban Facilities Plan as previously amended, remain in full force and effect, and the City Recorder is requested to append a copy of this Ordinance thereto.

Passed by the City Council this

9TH **day of** DECEMBER **, 1992**

City Recorder

Approved by the Mayor this

9 **day of** December **, 1992**

Mayor

COUNCIL ORDINANCE NUMBER 20289

COUNCIL BILL NUMBER 4826

AN ORDINANCE CONCERNING THE LOWER RIVER ROAD NODAL DEVELOPMENT AREA; AMENDING THE EUGENE-SPRINGFIELD METROPOLITAN AREA GENERAL PLAN DIAGRAM, THE RIVER ROAD-SANTA CLARA URBAN FACILITIES PLAN LAND USE DIAGRAM, THE WHITEAKER PLAN AND THE EUGENE OVERLAY ZONE MAP; ADOPTING A SEVERABILITY CLAUSE; AND PROVIDING AN EFFECTIVE DATE.

DATE SUBMITTED: May 12, 2003

ADOPTED:

PASSED: 7/1

ABSENT:

OPPOSED: Solomon

REJECTED:

ABSTAINED:

DEFERRED TO:

FIRST READING: May 12, 2003

SECOND READING: May 12, 2003

ORDINANCE NO. 20289

AN ORDINANCE CONCERNING THE LOWER RIVER ROAD NODAL DEVELOPMENT AREA; AMENDING THE EUGENE-SPRINGFIELD METROPOLITAN AREA GENERAL PLAN DIAGRAM, THE RIVER ROAD-SANTA CLARA URBAN FACILITIES PLAN LAND USE DIAGRAM, THE WHITEAKER PLAN AND THE EUGENE OVERLAY ZONE MAP; ADOPTING A SEVERABILITY CLAUSE; AND PROVIDING AN EFFECTIVE DATE.

The City Council of the City of Eugene finds that:

A. On September 10, 2001, the City Council adopted Ordinance No. 20234 that effected amendments to the transportation element of the Eugene-Springfield Metropolitan Area General Plan (Metro Plan) and related changes to the Plan text, and adopted revisions to TransPlan, a refinement plan to the Metro Plan.

B. Included in the Metro Plan text amendments was the addition of a new section entitled "Nodal Development Area (Node)," and inclusion of "ND - Nodal Development" to the text for the Legend Block on the Metro Plan Diagram.

C. The Metro Plan, in describing the Nodal Development Area Designation states that "[a]reas identified as nodal development areas in TransPlan are considered to have potential for this type of land use pattern." Page II-E-4. TransPlan Map A1 identifies an area east of River Road, generally between one lot south of Stults Street to Thomason Street, including both incorporated and unincorporated property as an area for nodal development. See area identified as 5F.

D. The Eugene Planning Commission recommended, and on February 20, 2002 the Eugene City Council approved revisions to the boundary of area 5F to include the property one lot south of Thomason Street and approved the Lower River Road nodal development area as one of eight priority nodal sites.

E. Chapter IV of the Metro Plan sets forth procedures for amendment of the Metro Plan, which for the City of Eugene are implemented by the provisions of Chapter 9 of the Eugene Code, 1971 (EC).

F. These proceedings have been initiated by the City of Eugene pursuant to procedures for amendment and refinement of the Metro Plan, which requires approval of the Eugene City Council for Type II Metro Plan diagram amendments located inside the incorporated city limits of Eugene and approval of the Eugene City Council and Lane County Board of Commissioners for Type II Metro Plan diagram amendments located within the unincorporated area.

G. On December 18, 2002, notice of a public hearing to be held by the Eugene planning commission with maps depicting the proposed amendments was delivered to the Oregon Department of Land Conservation and Development as required by ORS 197.610. No comment was received in response to the notice. Notice of the public hearing was also mailed on January 3, 2003 to property owners and occupants, to persons who requested notice and to Eugene neighborhood associations. On January 15, 2003, notice was mailed to property owners within 300 feet of the area and notice was published in The Register-Guard.

H. On February 4, 2003, the Eugene planning commission held a public hearing on the proposed amendments, and following the public hearing, completed their recommendations. The Eugene Planning Commission unanimously recommended (6:0) that the City Council approve the amendments to the Metro Plan diagram and concurrent automatic amendment to the River Road-Santa Clara Urban Facilities Plan and the Whiteaker Plan to depict the entire lower River Road area as a nodal development area with design details to ensure active participation of the community in the process. The Eugene Planning Commission also recommended (6:0) that the City Council approve the amendments to the Eugene Overlay Zone map to the incorporated portion of the lower River Road area.

I. On March 17, 2003, notice of the public hearing on the ordinance amending the Eugene Overlay Zone Map was mailed to the owner of each lot proposed for rezoning as required by ORS 227.286(4). On March 23, 2003, notice of the Eugene City Council public hearing was published in The Register-Guard and, on March 28, 2003, notice of the public hearing was mailed to property owners within the unincorporated area, those who testified before the planning commission or requested notice in writing and those who had requested to be placed on the interested parties list for the amendments.

J. On April 9, 2003, the Eugene City Council conducted a public hearing on these amendments and the Eugene City Council is now ready to take action.

K. Evidence exists within the record and the findings attached hereto indicating that the proposal meets the requirements of Chapter 9 of the Eugene Code, 1971, and the requirements of applicable state and local law.

NOW, THEREFORE

THE CITY OF EUGENE DOES ORDAIN AS FOLLOWS:

Section 1. The Metro Plan diagram is amended to add the ND-Nodal Development designation to the properties identified and described on Exhibit A attached hereto. The underlying designations for these properties shall remain unchanged.

Section 2. Consistent with the provisions of EC 9.7750(4), the River Road-Santa Clara Urban Facilities Plan land use diagram located following page 2-2 of the River Road-Santa Clara

Urban Facilities Plan is automatically amended to apply the ND-Nodal Development designation to the properties within the boundary of that plan identified and described on Exhibit A.

Section 3. Consistent with the provisions of EC 9.7750(4), the Whiteaker Plan land use diagram located following page 36 of the Whiteaker Plan is automatically amended to apply the ND-Nodal Development designation to the properties within the boundary of that plan identified and described on Exhibit A.

Section 4. The Eugene Overlay Zone Map is amended to add the /ND Nodal Development overlay zone to the properties identified and described on Exhibit B.

Section 5. The above findings, and the Legislative Findings set forth in Exhibit C attached hereto are adopted in support of this Ordinance.

Section 6. If any section, subsection, sentence, clause, phrase or portion of this Ordinance is for any reason held invalid or unconstitutional by a court of competent jurisdiction, such portion shall be deemed a separate, distinct and independent provision and such holding shall not affect the validity of the remaining portions thereof.

Section 7. Notwithstanding the effective date of ordinances as provided in the Eugene Charter of 2002, this Ordinance shall become effective 30 days from the date of its passage by the City Council and approval by the Mayor, or upon the date of its acknowledgment as provided by ORS 197.625, whichever date is later, provided that by that date the Lane County Board of Commissioners has adopted an ordinance containing identical provisions to those described in Sections 1 and 2 of this Ordinance.

Passed by the City Council this

12th day of May, 2003

Kathleen G. Fieland

Deputy City Recorder

Approved by the Mayor this

12th day of May, 2003

Mayor

EXHIBIT A

Lower River Road Nodal Development Area Metro Plan Diagram Amendments
Properties Subject to Addition of ND- Nodal Development Designation

MAP & TAX LOT NUMBER	
17-04-24-31	6900
17-04-24-31	8400
17-04-24-31	8500
17-04-24-31	8600
17-04-24-31	8700
17-04-24-31	8800
17-04-24-31	8900
17-04-24-31	9000
17-04-24-31	9100
17-04-24-31	9200
17-04-24-31	9300
17-04-24-31	9400
17-04-24-34	7700
17-04-24-40	2700
17-04-24-40	2800
17-04-24-40	2900
17-04-24-40	3000
17-04-24-40	3100
17-04-24-40	3200
17-04-24-40	3300
17-04-24-40	3400
17-04-24-40	3500
17-04-24-40	3600
17-04-24-40	3700
17-04-24-40	3800
17-04-24-40	3900
17-04-24-42	1900
17-04-24-42	2000
17-04-24-42	2100
17-04-24-42	2200
17-04-24-42	2300
17-04-24-42	2400
17-04-24-42	2500
17-04-24-42	2600
17-04-24-42	2700
17-04-24-42	2800

MAP & TAX LOT NUMBER	
17-04-24-42	2900
17-04-24-42	3000
17-04-24-42	3100
17-04-24-42	3200
17-04-24-42	3300
17-04-25-10	500(p)
17-04-25-12	200
17-04-25-12	300
17-04-25-12	400
17-04-25-12	401
17-04-25-12	500
17-04-25-12	600
17-04-25-12	700
17-04-25-12	800
17-04-25-12	900
17-04-25-12	1000
17-04-25-12	1100
17-04-25-12	1200
17-04-25-12	1201
17-04-25-12	1203
17-04-25-12	1204
17-04-25-12	1300
17-04-25-12	1400
17-04-25-12	1500
17-04-25-12	1600
17-04-25-12	1701
17-04-25-12	1800
17-04-25-12	1900
17-04-25-12	2000
17-04-25-12	2100
17-04-25-12	2200
17-04-25-12	2300
17-04-25-12	2400
17-04-25-12	2500
17-04-25-12	2600
17-04-25-12	2601

MAP & TAX LOT NUMBER	
17-04-25-12	2700
17-04-25-12	2800
17-04-25-12	2900
17-04-25-12	3000
17-04-25-12	3001
17-04-25-12	3100
17-04-25-12	3101
17-04-25-12	3300
17-04-25-12	3301
17-04-25-12	3302
17-04-25-12	3400
17-04-25-12	3500
17-04-25-12	3600
17-04-25-12	3700
17-04-25-12	3800
17-04-25-12	3900
17-04-25-12	4000
17-04-25-12	4100
17-04-25-12	4200
17-04-25-12	4300
17-04-25-12	4400
17-04-25-12	4500
17-04-25-12	4600
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17-04-25-13	501
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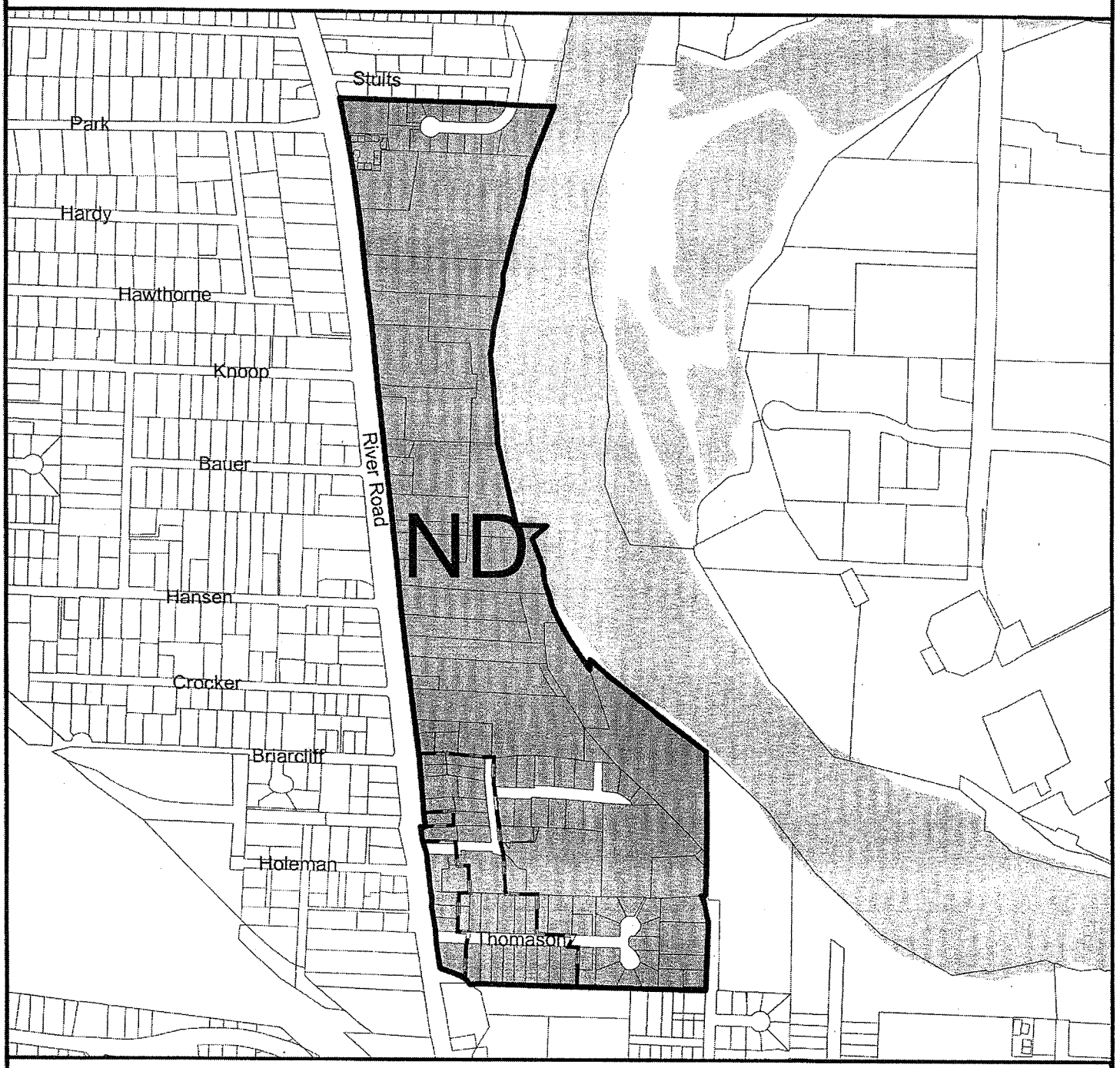
17-04-25-13	504
17-04-25-13	505
17-04-25-13	506
17-04-25-13	507
17-04-25-13	508
17-04-25-13	601
17-04-25-13	602
17-04-25-13	603
17-04-25-13	604
17-04-25-13	605

MAP & TAX LOT NUMBER	
17-04-25-13	606
17-04-25-13	607
17-04-25-13	700
17-04-25-13	800
17-04-25-13	900
17-04-25-13	1000
17-04-25-13	1100
17-04-25-13	1200
17-04-25-13	1300
17-04-25-13	1400
17-04-25-13	1500
17-04-25-13	1600
17-04-25-13	1700
17-04-25-13	1800
17-04-25-13	1900
17-04-25-13	1901
17-04-25-13	2000
17-04-25-13	2100
17-04-25-13	2200
17-04-25-13	2300
17-04-25-13	2400
17-04-25-13	2500
17-04-25-13	2600
17-04-25-13	2700

Lower River Road Nodal Development Area Metro Plan Diagram and River Road Santa Clara Urban Facilities Plan Land Use Diagram and Whiteaker Plan Land Use Diagram Amendments (MA 02-8)



ND Add ND Nodal Development Symbol

Lower River Road Nodal Development Area*

*The nodal development area also includes the incorporated portion of the River Road right-of-way.

Unincorporated Area

N

5/13/03

Exhibit A-3

EXHIBIT B

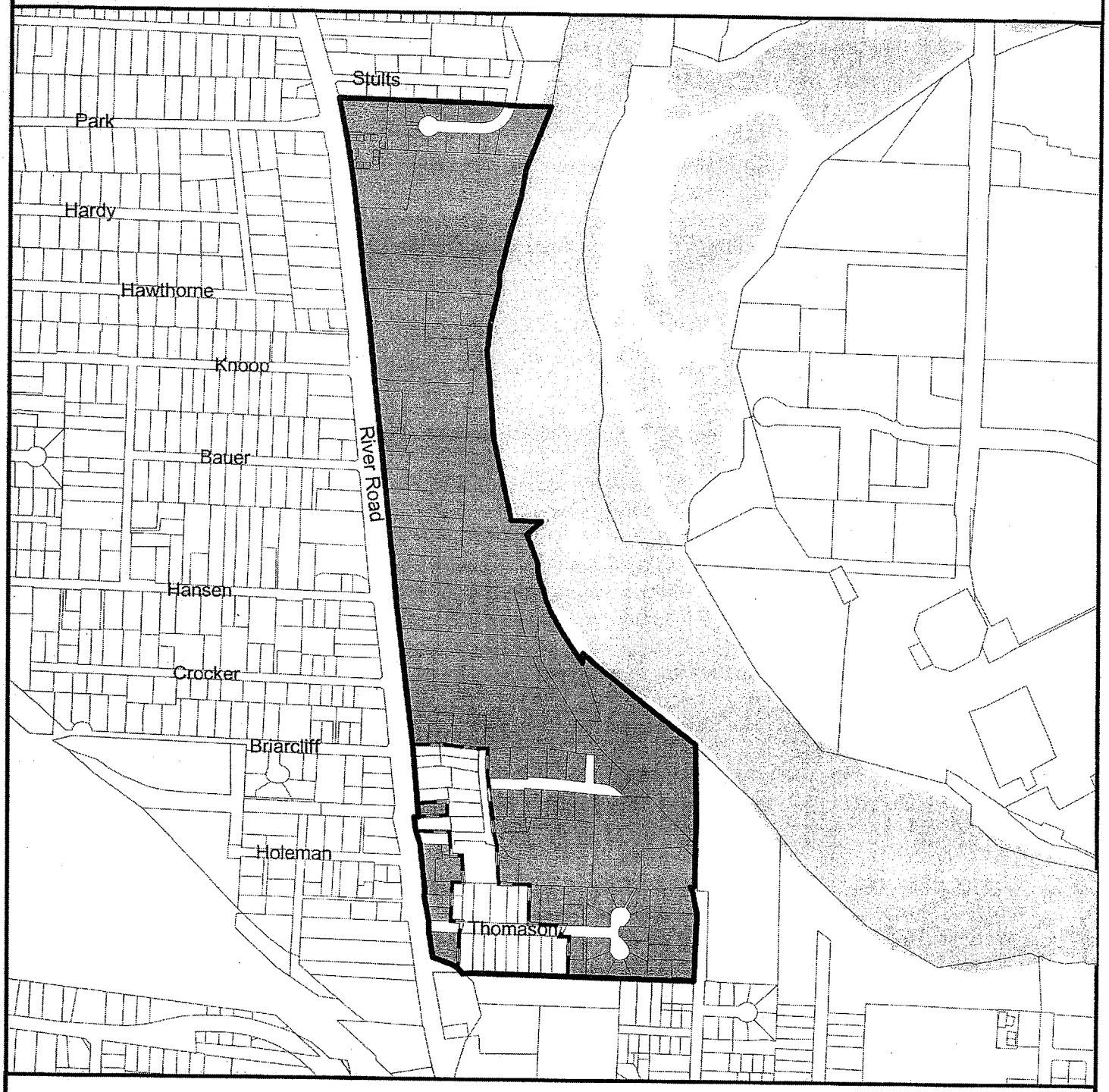
Lower River Road Nodal Development Area Zone Change
Properties Subject to Addition of /ND Nodal Development Overlay Zone

MAP & TAX LOT NUMBER		CURRENT ZONING		PROPOSED ZONING	
		Base Zone	Overlay Zone	Base Zone	Overlay Zone
17-04-24-31	6900	R-2		R-2	/ND
17-04-24-31	8400	R-2		R-2	/ND
17-04-24-31	8500	R-2		R-2	/ND
17-04-24-31	8600	R-2		R-2	/ND
17-04-24-31	8700	R-2		R-2	/ND
17-04-24-31	8800	R-2		R-2	/ND
17-04-24-31	8900	R-2		R-2	/ND
17-04-24-31	9000	R-2		R-2	/ND
17-04-24-31	9100	R-2		R-2	/ND
17-04-24-31	9200	R-2		R-2	/ND
17-04-24-31	9300	R-2		R-2	/ND
17-04-24-31	9400	R-2		R-2	/ND
17-04-24-34	7700	C-2	/SR	C-2	/SR/ND
17-04-24-40	2700	PL		PL	/ND
17-04-24-40	2800	C-2	/SR	C-2	/SR/ND
17-04-24-40	2900	PL		PL	/ND
17-04-24-40	3000	PL		PL	/ND
17-04-24-40	3100	C-2	/SR	C-2	/SR/ND
17-04-24-40	3200	C-2	/SR	C-2	/SR/ND
17-04-24-40	3300	C-2	/SR	C-2	/SR/ND
17-04-24-40	3400	C-2	/SR	C-2	/SR/ND
17-04-24-40	3500	C-2	/SR	C-2	/SR/ND
17-04-24-40	3600	C-2	/SR	C-2	/SR/ND
17-04-24-40	3700	C-2	/SR	C-2	/SR/ND
17-04-24-40	3800	C-2	/SR	C-2	/SR/ND
17-04-24-40	3900	PL		PL	/ND
17-04-24-42	1900	PL		PL	/ND
17-04-24-42	2000	R-2		R-2	/ND
17-04-24-42	2100	R-2		R-2	/ND
17-04-24-42	2200	R-2		R-2	/ND
17-04-24-42	2300	R-2		R-2	/ND
17-04-24-42	2400	R-2		R-2	/ND
17-04-24-42	2500	R-2		R-2	/ND
17-04-24-42	2600	R-2		R-2	/ND
17-04-24-42	2700	R-2		R-2	/ND

MAP & TAX LOT NUMBER		CURRENT ZONING		PROPOSED ZONING	
		Base Zone	Overlay Zone	Base Zone	Overlay Zone
17-04-24-42	2800	R-2		R-2	/ND
17-04-24-42	2900	R-2		R-2	/ND
17-04-24-42	3000	R-2		R-2	/ND
17-04-24-42	3100	R-2		R-2	/ND
17-04-24-42	3200	R-2		R-2	/ND
17-04-24-42	3300	PL		PL	/ND
17-04-25-10	500(p)	PL		PL	/ND
17-04-25-12	200	C-2	/SR	C-2	/SR/ND
17-04-25-12	300	PL		PL	/ND
17-04-25-12	400	R-2		R-2	/ND
17-04-25-12	401	R-2		R-2	/ND
17-04-25-12	500	R-2		R-2	/ND
17-04-25-12	600	PL		PL	/ND
17-04-25-12	700	R-2		R-2	/ND
17-04-25-12	800	R-1		R-1	/ND
17-04-25-12	900	R-2		R-2	/ND
17-04-25-12	1000	R-2	/SR & NA	R-2	/SR/ND & /ND
17-04-25-12	1100	R-2		R-2	/ND
17-04-25-12	1200	S-H		S-H	/ND
17-04-25-12	1201	R-1		R-1	/ND
17-04-25-12	1203	R-1		R-1	/ND
17-04-25-12	1204	R-1		R-1	/ND
17-04-25-12	1701	R-1		R-1	/ND
17-04-25-12	2300	R-1		R-1	/ND
17-04-25-12	2600	C-2	/SR	C-2	/SR/ND
17-04-25-12	2601	C-2	/SR	C-2	/SR/ND
17-04-25-12	2700	C-2	/SR	C-2	/SR/ND
17-04-25-12	2900	R-1		R-1	/ND
17-04-25-12	3000	R-1		R-1	/ND
17-04-25-12	3001	PL		PL	/ND
17-04-25-12	3100	PL		PL	/ND
17-04-25-12	3101	R-1		R-1	/ND
17-04-25-12	3300	PL		PL	/ND
17-04-25-12	3301	PL		PL	/ND
17-04-25-12	3302	PL		PL	/ND
17-04-25-12	3400	PL		PL	/ND
17-04-25-12	3500	R-1		R-1	/ND
17-04-25-12	3600	R-1		R-1	/ND
17-04-25-12	3700	R-1		R-1	/ND
17-04-25-12	3800	R-1		R-1	/ND
17-04-25-12	3900	R-1		R-1	/ND

MAP & TAX LOT NUMBER		CURRENT ZONING		PROPOSED ZONING	
		Base Zone	Overlay Zone	Base Zone	Overlay Zone
17-04-25-12	4000	R-1		R-1	/ND
17-04-25-12	4100	R-1		R-1	/ND
17-04-25-12	4200	R-1		R-1	/ND
17-04-25-12	4300	R-1		R-1	/ND
17-04-25-12	4400	R-1		R-1	/ND
17-04-25-12	4500	R-1		R-1	/ND
17-04-25-12	4600	R-1		R-1	/ND
17-04-25-13	100	R-1		R-1	/ND
17-04-25-13	200	R-1		R-1	/ND
17-04-25-13	300	R-1		R-1	/ND
17-04-25-13	400	R-1		R-1	/ND
17-04-25-13	401	R-1		R-1	/ND
17-04-25-13	501	R-1		R-1	/ND
17-04-25-13	502	R-1		R-1	/ND
17-04-25-13	503	R-1		R-1	/ND
17-04-25-13	504	R-1		R-1	/ND
17-04-25-13	505	R-1		R-1	/ND
17-04-25-13	506	R-1		R-1	/ND
17-04-25-13	507	R-1		R-1	/ND
17-04-25-13	508	R-1		R-1	/ND
17-04-25-13	601	R-1		R-1	/ND
17-04-25-13	602	R-1		R-1	/ND
17-04-25-13	603	R-1		R-1	/ND
17-04-25-13	604	R-1		R-1	/ND
17-04-25-13	605	R-1		R-1	/ND
17-04-25-13	606	R-1		R-1	/ND
17-04-25-13	607	R-1		R-1	/ND
17-04-25-13	700	R-1		R-1	/ND
17-04-25-13	800	R-1		R-1	/ND
17-04-25-13	1600	C-2	/SR	C-2	/SR/ND
17-04-25-13	1700	C-2	/SR	C-2	/SR/ND
17-04-25-13	1800	C-2	/SR	C-2	/SR/ND
17-04-25-13	1901	C-2	/SR	C-2	/SR/ND

Lower River Road Nodal Development Area
Eugene Overlay Zone Map Amendments (Z 02-11)



ND Add /ND Nodal Development Overlay Zone

Unincorporated Area

N

Exhibit B-4

Exhibit C

Findings of Consistency of Lower River Road Nodal Development Amendments with Metro Plan Amendment and Zone Change Criteria

Findings of Consistency with Metro Plan Amendment Criteria:

The Eugene City Council and Lane County Board of Commissioners will apply the following criteria from Eugene Code Section 9.7730(3) and Lane Code Section 12.225(2) to the proposed Metro Plan amendment:

(a) The amendment must be consistent with the relevant statewide planning goals adopted by the Land Conservation and Development Commission; and

(b) Adoption of the amendment must not make the Metro Plan internally inconsistent.

(a) The amendment must be consistent with the relevant statewide planning goals adopted by the Land Conservation and Development Commission.

Goal 1 - Citizen Involvement: *To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.*

The City has acknowledged provisions for citizen involvement which insure the opportunity for citizens to be involved in all phases of the planning process and set out requirements for such involvement. The action taken did not amend the citizen involvement program. The process for adopting these amendments complied with Goal 1 since it complied with, and surpassed the requirements of, the citizen involvement provisions.

The Metro Plan amendment application is subject to the public notification and hearing processes adopted by the City of Eugene in EC 9.7720 and 9.7735 and by Lane County in Lane Code Section 12.235, as modified by the Eugene City Council for this Council-initiated amendment under EC 9.7750(1), and in EC 9.7520.

On December 18, 2002, notice of a joint public hearing to be held by the Eugene and Lane County planning commissions with maps depicting the proposed amendments was mailed to the Oregon Department of Land Conservation and Development as required by ORS 197.610. No comment was received in response to the notice. Notice of the public hearing was mailed on January 3, 2003 to property owners and occupants, to persons who requested notice and to Eugene neighborhood associations. On January 15, 2003, notice was mailed to property owners within 300 feet of the area and notice was published in the Register-Guard. On February 4, 2003, Eugene and Lane County planning commissions held a joint public hearing on the proposed amendments and completed their recommendations following the public hearing. The Eugene planning commission voted 6:0 to recommend that the Eugene City Council approve the amendments to the Metro Plan diagram and concurrent automatic amendment to the River Road-Santa Clara Urban Facilities Plan land use diagram and Whiteaker Plan land use diagram

to depict the Lower River Road area as a nodal development area.

On March 17, 2003, notice of the public hearing on the ordinance amending the Eugene Overlay Zone Map was mailed to the owner of each lot proposed for rezoning as required by ORS 227.286(4). On March 23, 2003, notice of the joint Eugene City Council and Lane County Board of Commissioners public hearing was published in The Register-Guard and, on March 28, 2003, notice of the joint public hearing was mailed to property owners within the unincorporated area, to those who testified before the planning commissions or requested notice in writing and those who had requested to be placed on the interested parties list for the amendments.

On April 9, 2003, the elected officials held a duly noticed public hearing to consider approval, modification, or denial of the amendment. These processes afford ample opportunity for citizen involvement consistent with Goal 1. Therefore, the amendments are consistent with Statewide Planning Goal 1.

> **Goal 2 - Land Use Planning:** *To establish a land use planning process and policy framework as a basis for all decision and actions related to use of land and to assure an adequate factual base for such decisions and actions.*

The record shows that there is a adequate factual base to support these plan amendments as Goal 2 requires. Further, the Goal 2 coordination requirement is met. Goal 2 requires that plans be coordinated with the plans of affected governmental units and that opportunities be provided for review and comment by affected governmental units. To comply with the Goal 2 coordination requirement, the City coordinated the review of these amendments with all affected governmental units. Specifically, notice was mailed to: Lane County, Springfield, City of Eugene, Lane Transit District; and the following state agencies: Department of Land Conservation and Development, Oregon Department of Fish and Wildlife, Oregon Department of Parks and Recreation, and Oregon Department of Transportation. There are no Goal 2 Exceptions required for this ordinance. Therefore, the amendments are consistent with Statewide Planning Goal 2.

> **Goal 3 - Agricultural Land:** *To preserve and maintain agricultural lands.*

This Goal is not applicable to the proposed Plan amendment as the subject sites and actions do not affect any agricultural plan designation or use. Therefore, this Goal is not relevant and the amendment does not affect Metro Plan compliance with Statewide Planning Goal 3.

> **Goal 4 - Forest Land:** *To conserve forest lands by maintaining the forest land base and to protect the state's forest economy by making possible economically efficient forest practices that assure the continuous growing and harvesting of forest tree species as the leading use on forest land consistent with sound management of soil, air, water, and fish and wildlife resources and to provide for recreational opportunities and agriculture.*

This goal is not applicable to the proposed plan amendment as the subject sites and actions do not affect any forest plan designation or use. There are no forest lands related this application. Therefore, this Goal is also not relevant and the amendment does not affect Metro Plan

compliance with Statewide Planning Goal 4.

> **Goal 5 - Open Spaces, Scenic and Historic Areas, and Natural Resources**: *To conserve open space and protect natural and scenic resources.*

The acknowledged Goal 5 inventory maps identify two areas within the nodal development area that contain Goal 5 resources. The maps show that the area of Rasor Park is generally identified as significant vegetation, and Maurie Jacobs Park area is generally identified as park land. Although the nodal development area contains Goal 5 resources, adding the ND designation will not result in any impact to these potential resource sites. The application of the overlay designation will not affect the current level of protection provided to these sites.

In addition to those resources identified on the Goal 5 maps, the Potter House, on tax lot 1200 of Assessor's Map 17-04-25-12, is designated as a City historic landmark and is zoned S-H Historic Special Area. The addition of the ND designation to this property will not result in any impact to this site, because the site specific historic zoning regulations imposed on this site will not be affected.

No other inventoried Goal 5 resources have been identified for the subject sites. These amendments do not create or amend the area's list of Goal 5 resources, do not amend a code provision adopted in order to protect a significant Goal 5 resource or to address specific requirements of Goal 5, do not allow new uses that could be conflicting uses with a significant Goal 5 resource site and do not amend the acknowledged UGB. Therefore, the amendments are consistent with Statewide Planning Goal 5.

> **Goal 6 - Air, Water and Land Resources Quality:** *To maintain and improve the quality of the air, water and land resources of the state.*

The regulations for the Nodal Development overlay zone implement the nodal development concept; an approach to integration of land use and transportation planning that seeks to increase the use of alternative modes of transportation and reduce demand for automobile-related transportation facilities. Increasing the use of alternative modes of transportation will help to improve regional and local air quality. Therefore, the amendments are consistent with Statewide Planning Goal 6.

> **Goal 7 - Areas Subject to Natural Disasters and Hazards:** *To protect life and property from natural disasters and hazards.*

Although the majority of the nodal area is within a special flood hazard area, and portions are within the floodway, as identified by the Federal Emergency Management Agency, future development will be subject to zoning regulations which control development within the floodplain to minimize the potential danger to life and property. The site is not subject to hazards normally associated with steep slopes, wildfires, or tsunamis. Other hazards, such as earthquakes and severe winter storms can be mitigated at the time of development based on accepted building codes and building techniques. Based on these facts, the proposed designation will not result in development in areas normally associated with natural disaster or the damage

and loss of life normally associated therewith. Therefore, the amendments are consistent with Statewide Planning Goal 7.

> **Goal 8 - Recreational Needs:** *To satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destination resorts.*

Goal 8 ensures provision of recreation facilities to the citizens of the state. The proposed designation will not impact provision of recreation facilities. Access to recreation opportunities, including access to Maurie Jacobs Park and Rasor Park, will not be affected as a result of the proposed amendment. Therefore, the amendments are consistent with Statewide Planning Goal 8.

> **Goal 9 - Economic Development:** *To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens.*

Application of the ND Nodal Development designation depicts an area as a nodal development area, but does not change the underlying Metro Plan diagram designation for the property or affect the uses allowed within the underlying designation. Application of the nodal development designation will not affect the ability of the City to provide adequate opportunities for a variety of economic activities. The area includes property designated for commercial use which is currently development with commercial uses. The application of the Nodal Development designation will therefore have no direct impact on any existing commercial designated land. Therefore, the amendments are consistent with Statewide Planning Goal 9.

> **Goal 10 - Housing:** *To provide for the housing needs of citizens of the state.*

Application of the ND Nodal Development designation depicts an area as a nodal development area, but does not change the underlying Metro Plan diagram designation for the property or affect the uses allowed within the underlying designation. This area includes vacant property designated for medium density and low density residential uses that are included within the buildable lands supply and are suitable and available for residential development. Application of the ND designation will facilitate development of housing on the site while maintaining the underlying low and medium density residential designation. The proposed amendment enhances the provision of the housing needs of the community by enabling additional housing opportunities based on nodal development principles. Therefore, the amendments are consistent with Statewide Planning Goal 10.

> **Goal 11 - Public Facilities and Services:** *To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.*

Over three-fourths of the subject site is located in the city limits and served by public facilities in which the existing level of service is adequate to serve the needs of existing and future development. Properties located outside the city limits are provided with some public facilities

(e.g., water and electric service), and will be provided with other services in an orderly fashion as annexation occurs in the future. The application of the ND designation will in no way preclude the ability of the city to plan and develop timely, orderly, and efficient public facilities and services. In fact, application of the ND designation may provide for a higher than normal level of efficiency with regard to public facilities (e.g. the location of the development node proximate to existing primary transportation arterials such as River Road). Based on these factors, the amendments are consistent with Statewide Planning Goal 11.

> **Goal 12 - Transportation:** *To provide and encourage a safe, convenient and economic transportation system.*

Goal 12 is implemented through the Transportation Planning Rule (TPR, OAR 660-12). TransPlan Goal 12 is implemented through the Transportation Planning Rule (TPR, OAR 660-12). TransPlan provides the regional policy framework through which the TPR is enacted at the local level. The addition of the "ND Nodal Development" Metro Plan Diagram designation implements policy direction in the Eugene-Springfield Metropolitan Area Transportation Plan (TransPlan), acknowledged for compliance with Goal 12 in 2001.

TransPlan Land Use Policies 1 and 5, which were also adopted as Metro Plan Transportation Policies F-1 and F-5, specifically relate to nodal development and are listed below with findings following each:

> *Land Use Policy 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.*

TransPlan identifies the area within which the subject parcels are located as having potential for nodal development (Node 5F). In February 2002, the Eugene City Council selected node 5F, with revised boundaries as recommended by the Eugene Planning Commission and renamed "Lower River Road," as one of eight new nodes, in addition to the Royal and Chase Gardens nodal development areas, it wanted to designate and zone for nodal development in FY03. In March 2002, the Eugene City Council initiated proceedings to apply the ND Metro Plan diagram designation and /ND Nodal Development Overlay Zone to the Lower River Road nodal development area. The Metro Plan amendment facilitates the application of the nodal development strategy outlined in the policy above and the City is further encouraging nodal development in this area by applying the /ND nodal development overlay zone to incorporated property within the node.

> *Land Use Policy 5: Within three years of TransPlan adoption, apply the ND, Nodal Development designation to areas selected by each jurisdiction, adopt and apply measures to protect designated nodes from incompatible development and adopt a schedule for completion of nodal development plans and implementing ordinances.*

The amendments specifically addresses this policy by applying the ND, Nodal Development Metro Plan diagram designation to the entire Lower River Road area and the /ND Nodal Development overlay zone to incorporated parcels with an area selected by the City of Eugene as

a priority nodal development area. Under the Metro Plan, annexation is required prior to new development. The /ND Nodal Development overlay zone will be applied to the currently unincorporated portion of the Lower River Road nodal development area as that property is annexed to the City.

The City of Eugene has adopted the /ND Nodal Development overlay zone to protect designated nodes from incompatible development. In compliance with Land Use Policy 5 and the Transportation Planning Rule, the /ND overlay zone contains a list of prohibited auto-oriented uses, does not allow a use to include a drive-through facility and limits the square footage of building area on the ground floor for new buildings designed to be occupied by retail uses. These requirements apply to all new development on vacant land, all new structures on already developed sites and expansions of 30% or more of the total existing building square footage on the development site, with the further limitation that expansion of a structure for a prohibited use or expansion/addition of a drive-through facility as part of the expansion of an existing structure are prohibited. The /ND overlay zone also contains minimum residential density requirements for land zoned for residential use, minimum floor area ratios for land zoned commercial and industrial, and development standards which apply in addition to the requirements of the base zone. The /ND overlay zone requires a minimum residential density of 8 units per net acre in new subdivisions in R-1 and R-1.5 zones, 15 units per net acre in R-2, 25 units per net acre in R-3 and 30 units per acre in R-4. These are higher than the minimum residential densities in the base zone and slightly higher than the minimum residential densities assumed in the TransPlan modeling (LDR, 7 units/acre; MDR, 16 units/acre; HDR, 25 units/acre), thereby encouraging concentrations of population, employment and retail activity that is essential for the development of the node. The floor area ratios for commercial and industrial development are intended to achieve the employment density assumed in the TransPlan modeling (39 employees/acre).

Transportation Planning Rule (OAR 660-012-0060) contains the following requirement:

(1) Amendments to functional plans, acknowledged comprehensive plans, and land use regulations which significantly affect a transportation facility shall assure that allowed land uses are consistent with the identified function, capacity, and performance standards (e.g. level of service, volume to capacity ratio, etc.) of the facility. This shall be accomplished by either:

(a) Limiting allowed land uses to be consistent with the planned function, capacity, and performance standards of the transportation facility;

(b) Amending the TSP to provide transportation facilities adequate to support the proposed land uses consistent with the requirements of this division;

(c) Altering land use designations, densities, or design requirements to reduce demand for automobile travel and meet travel needs through other modes; or

(d) Amending the TSP to modify the planned function, capacity and performance standards, as needed, to accept greater motor vehicle congestion to promote mixed use, pedestrian friendly development where multimodal travel choices are provided.

(2) A plan or land use regulation amendment significantly affects a transportation facility if

it:

(a) *Changes the functional classification of an existing or planned transportation facility;*

(b) *Changes standards implementing a functional classification system;*

(c) *Allows types or levels of land uses which would result in levels of travel or access which are inconsistent with the functional classification of a transportation facility; or*

(d) *Would reduce the performance standards of the facility below the minimum acceptable level identified in the TSP.*

The proposed amendments will not significantly affect any transportation facility. The application of the ND Nodal Development Metro Plan diagram designation will not result in any change to the underlying Metro Plan diagram designation. The application of the /ND Nodal Development overlay zone will not change the base zone. Although minimum residential density requirements for areas zoned /ND exceed the minimum density established for the base zones, they are below the maximum density allowed in the base zones. The /ND overlay zone prohibition of several new auto-oriented uses will limit the range of uses in commercial and industrial base zones, but will still provide a wide range of allowed commercial and industrial uses.

On the TransPlan map of "Federally Designated Roadway Functional Classification, Eugene-Springfield Metro Area," River Road is classified as a Principal Arterial and in the Eugene Arterial and Collector Street Plan, River Road is classified as a Major Arterial. The remaining street are identified as local streets. No change in the functional classification of these streets will result from this amendment. In addition, no changes are proposed to the standards which implement the functional classification system.

In developing TransPlan, the Lane Council of Governments (LCOG) conducted modeling using 29 priority nodes, with node boundaries as shown on the map of Potential Nodal Development Areas in Appendix A of TransPlan. Since the Eugene City Council approved boundary adjustments to several nodes, and added one high-priority node that was not shown on the TransPlan map, the Oregon Department of Transportation funded an update of model data to reflect the revised nodal area boundaries as part of Eugene's 2001-2003 Transportation and Growth Management (TGM) grant for nodal development implementation. The updated model data is based on 30 priority nodes, adding the one high-priority node in Eugene that was not shown on the TransPlan map.

Model data was provided by LCOG comparing the 2015 PM peak trips for base case land use with nodal development land use, using the TransPlan projects network. Incorporating the 10% vehicle trip reduction allowed by the Transportation Planning Rule for nodal development areas, the data shows just under 45 additional northbound PM peak trips between Northwest Expressway and Park Avenue and just under 30 additional southbound PM peak trips with the nodal development land use than with base case land use. This is not a large enough increase to reduce the level of service on this segment of River Road.

Based on the findings above and these model results, the proposed amendments to apply the ND

Nodal Development Metro Plan diagram designation to the entire Lower River Road nodal development area and to apply the /ND Nodal Development overlay zone to the portion of the node within the City limits will not significantly affect a transportation facility. Based on these factors, the amendment is in compliance with OAR 660-012-0060.

Therefore, the amendments are consistent with Statewide Planning Goal 12.

Goal 13 - Energy Conservation: *To conserve energy.*

Goal 13 states, in part, that land use planning should, "to the maximum extent possible, combine increasing density gradients along high capacity transportation corridors to achieve greater energy efficiency" (see Goal 13, guideline 4). The overall intent of nodal development is to provide compact urban level development along high capacity transit corridors. The location of the subject site directly adjacent to River Road, a major arterial, accomplishes this intent. Therefore, the amendments are consistent with Statewide Planning Goal 13.

Goal 14 - Urbanization: *To provide for an orderly and efficient transition from rural to urban land use.*

For the properties within the Eugene city limits, all necessary urban services are in place. No property is being converted from rural to urban land use. The rest of the properties are located within the Eugene urban growth boundary and will be provided urban services in an orderly fashion through the annexation process. Therefore, the amendments are consistent with Statewide Planning Goal 14.

Goal 15 - Willamette River Greenway: *To protect, conserve, enhance and maintain the natural, scenic, historical, agricultural, economic and recreational qualities of lands along the Willamette River as the Willamette River Greenway.*

The nodal development area is entirely within the boundaries of the Willamette River Greenway. The application of the overlay designation will not result in intensification of uses, changes in use or developments or affect the current level of protection provided to these resources. Future development under the ND standards will be required to meet the current Metro Plan and Willamette Greenway permit requirements. Therefore, the amendments are consistent with Statewide Planning Goal 15.

Goals 16 through 19 (Estuarine Resources, Coastal Shorelands, Beaches and Dunes, and Ocean Resources):

There are no coastal, ocean, estuarine, or beach and dune resources related to the property or involved in the amendment. Therefore, Statewide Planning Goals 16 through 19 do not apply.

The above findings address EC 9.7730(3)(a) and LC Section 12.225(2) which requires consistency with all relevant statewide planning goals. The findings demonstrate that the proposed amendment to designate the subject parcels with the ND Nodal Development designation complies with all relevant statewide planning goals. The application of the ND,

Nodal Development designation is part of a larger planning process that has already been shown to comply with the statewide planning goals. TransPlan identifies potential nodal development areas, includes policy directing the implementation of nodal development, and action items to achieve said implementation. The proposed Metro Plan amendment is clearly within the nodal development strategy developed in TransPlan and as acknowledged by the state. Based on the analysis presented above, the proposed Metro Plan amendment is consistent with all relevant statewide planning goals.

(b) Adoption of the amendment must not make the Metro Plan internally inconsistent.

The Plan Diagram currently designates the subject parcels for a variety of land uses. The proposed ND designation on the Metro Plan Land Use Diagram does not affect these base designations. The ND designation will essentially be an overlay to the base land use designation. As such, the diagram amendment will serve to augment the current designation by enabling the use of additional implementation tools to guide development consistent with adopted nodal development policies within the Metro Plan. The proposed amendments are also consistent with the adopted policies of TransPlan. Findings related to compliance with applicable TransPlan policies listed under Goal 12 are hereby incorporated as further evidence that the proposed amendment will be internally consistent with the Metro Plan. Given these findings and the fact that no modification to the Metro Plan text is necessary or proposed, the proposed amendments will not make the Metro Plan internally inconsistent.

Concurrent Automatic Amendment to River Road-Santa Clara Urban Facilities Plan Land Use Diagram and Whiteaker Plan Land Use Diagram

Eugene Code Section 9.7750(4) and Lane Code Section 12.245(4) provides that the Metro Plan diagram amendment automatically amends the refinement plan diagram when required for consistency if no amendment to the refinement plan text is involved. No amendment to the text of the River Road-Santa Clara Urban Facilities Plan and Whiteaker Plan is proposed in these amendments. Adoption of these Metro Plan diagram amendments, therefore, automatically amends the River Road-Santa Clara Urban Facilities Plan land use diagram and Whiteaker Plan land use diagram to make it consistent with the Metro Plan diagram based on findings of consistency with the Statewide Planning Goals and the Metro Plan as set forth above.

Findings of Consistency with Zone Change Criteria

The Eugene City Council will apply the following criteria from Eugene Code Section 9.8865 to the proposed zone change to apply the /ND Nodal Development overlay zone:

(1) The proposed change is consistent with applicable provisions of the Metro Plan. The written text of the Metro Plan shall take precedence over the Metro Plan diagram where apparent conflicts or inconsistencies exist.

(2) The proposed zone change is consistent with applicable adopted refinement plans. In the event of inconsistencies between these plans and the Metro Plan, the Metro

Plan controls.

(3) The uses and density that will be allowed by the proposed zoning in the location of the proposed change can be served through the orderly extension of key urban facilities and services.

(4) The proposed zone change is consistent with the applicable siting requirements set out for the specific zone in . . . :

(5) In cases where the NR zone is applied based on EC 9.2510(3), the property owner shall enter into a contractual agreement with the city to ensure the area is maintained as a natural resource area for a minimum of 50 years.

(1) The proposed change is consistent with applicable provisions of the Metro Plan. The written text of the Metro Plan shall take precedence over the Metro Plan diagram where apparent conflicts or inconsistencies exist.

The proposed zone change is consistent with both the Metro Plan Land Use Diagram and text as described below:

Metro Plan Land Use Diagram and Related Text

The Metro Plan Diagram designates the subject parcels for low and medium density residential, commercial, and parks and open space. The establishment of the ND Nodal Development Designation on the Metro Plan Land Use Diagram will not change those designations.

EC 9.4290(1)(a), /ND Overlay Zone, requires a minimum density of 15 units per net acre for the R-2 zone, 25 units per net acre for R-3, and 30 units per net acre for R-4. These minimum density requirements are consistent with the Medium Density Residential designation in the Metro Plan which specifies a density range of 10-20 units per gross acre, and the High Density Residential designation which specifies a density range of over 20 units per gross acre.

Metro Plan Policies

The following Metro Plan policies are applicable to the proposed zone change:

Metro Plan Element A, Policy A.11 specifically states:

> *Generally locate higher density residential development near employment or commercial services, in proximity to major transportation systems or within transportation-efficient nodes (Ch. III-A, as amended 1999).*

The proposed zone change facilitates the above policy by allowing an increased level of residential density and use on property that is directly adjacent to existing commercial services. Furthermore, the relatively close proximity of the subject properties to River Road also facilitates the above policy by locating higher density development proximate to a major transportation system. As such, the subject proposal complies with Metro Plan Element A, Policy A.11.

Metro Plan Element A, Policy A.17 states:

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

The establishment of the /ND overlay zone will provide additional implementation tools which promote development patterns offering a variety of housing types and development patterns.

Metro Plan Element A, Policy A.35 states:

> *Coordinate local residential land use and housing planning with other elements of this plan, including public facilities and services, and other local plans, to ensure consistency among policies.*

The application of the /ND overlay zone is itself, an acknowledgment that the subject sites should be developed in a manner which more efficiently utilizes the existing infrastructure and services in the area. The subject properties were identified as sites which possess these characteristics. The proposed zone change will therefore help to achieve this policy.

Metro Plan Element F, Policy F.1 states:

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

TransPlan identifies the area within which the subject parcels are located as having potential for nodal development (Node 5F). In February 2002, the Eugene City Council selected node 5F, renamed "Lower River Road," as one of eight new nodes, in addition to the Royal and Chase Gardens nodal development areas, it wanted to designate and zone for nodal development in FY03. In March 2002, the Eugene City Council initiated proceedings to apply the ND Metro Plan diagram designation and /ND Nodal Development Overlay Zone to the Lower River Road nodal development area. The Metro Plan amendment facilitates the application of the nodal development strategy outlined in the policy above and the City is further encouraging nodal development in this area by applying the /ND nodal development overlay zone to incorporated property within the node.

Metro Plan Element F, Policy F.5 states:

> *Within three years of TransPlan adoption, apply the ND, Nodal Development designation to areas selected by each jurisdiction, adopt and apply measures to protect designated nodes from incompatible development and adopt a schedule for completion of nodal development plans and implementing ordinances.*

The amendments specifically addresses this policy by applying the ND, Nodal Development Metro Plan diagram designation to the entire Lower River Road area and the /ND Nodal Development overlay zone to incorporated parcels with an area selected by the City of Eugene as a priority nodal development area. Under the Metro Plan, annexation is required prior to new

development. The /ND Nodal Development overlay zone will be applied to the currently incorporated portion of the Lower River Road nodal development area as that property is annexed to the City.

The City of Eugene has adopted the /ND Nodal Development overlay zone to protect designated nodes from incompatible development. In compliance with Land Use Policy 5 and the Transportation Planning Rule, the /ND overlay zone contains a list of prohibited auto-oriented uses, does not allow a use to include a drive-through facility and limits the square footage of building area on the ground floor for new buildings designed to be occupied by retail uses. These requirements apply to all new development on vacant land, all new structures on already developed sites and expansions of 30% or more of the total existing building square footage on the development site, with the further limitation that expansion of a structure for a prohibited use or expansion/addition of a drive-through facility as part of the expansion of an existing structure are prohibited. The /ND overlay zone also contains minimum residential density requirements for land zoned for residential use, minimum floor area ratios for land zoned commercial and industrial, and development standards which apply in addition to the requirements of the base zone. The /ND overlay zone requires a minimum residential density of 8 units per net acre in new subdivisions in R-1 and R-1.5 zones, 15 units per net acre in R-2, 25 units per net acre in R-3 and 30 units per acre in R-4. These are higher than the minimum residential densities in the base zone and slightly higher than the minimum residential densities assumed in the TransPlan modeling (LDR, 7 units/acre; MDR, 16 units/acre; HDR, 25 units/acre), thereby encouraging concentrations of population, employment and retail activity that is essential for the development of the node. The floor area ratios for commercial and industrial development are intended to achieve the employment density assumed in the TransPlan modeling (39 employees/acre).

Based on the findings above, the proposed zone change is consistent with applicable provisions of the Metro Plan.

(2) The proposed zone change is consistent with applicable adopted refinement plans. In the event of inconsistencies between these plans and the <u>Metro Plan</u>, the <u>Metro Plan</u> controls.

The River Road-Santa Clara Urban Facilities Plan and the Whiteaker Plan are the applicable refinement plans for this area. Application of the /ND overlay zone on these properties supports the plan's land use designations. There are no policies in either plan that directly relate to the nodal development concept. The proposed /ND overlay zone will not affect the underlying base zoning designations which will ensure that the land use designations represented in the River Road-Santa Clara Urban Facilities Plan and the Whiteaker Plan are unaffected by this action. Therefore, the addition of the /ND overlay zone is consistent with the River Road-Santa Clara Urban Facilities Plan and the Whiteaker Plan.

(3) The uses and density that will be allowed by the proposed zoning in the location of the proposed change can be served through the orderly extension of key urban facilities and services.

All utility services (water, sewer and electricity) are currently available to the nodal development area. Public wastewater service is available to properties within the node from 8-inch lines within each of the following rights-of-way: Stephens Drive, River Road, Lombard Lane, E. Briarcliff Lane, Fir Lane and Thomason Lane. Additionally, there is a 54- to 72-inch trunk line generally located along the eastern boundary of the node (along the river); although direct connections to this system are restricted. Public stormwater service is available from River Road (storm drains within that right-of-way range from 12 to 24 inches within the node). Also, within the node are four outfalls to the Willamette River: a 12-inch at Stephens Drive; a 30-inch, in alignment with Hawthorne; a 30-inch in alignment with Knoop; and an 8-inch storm drain outfall from Briarcliff. Water and electrical service, telephone and other utilities are also provided. Rasor Park and a portion of Maurie Jacobs Park, both of which are City parks, fall within the boundaries of the Lower River Road node, providing recreational services to the area. Lane Transit District (LTD) provides transit service along River Road. Educational services are currently provided by Eugene School District 4J. Fire, EMS and police services are all provided by the City of Eugene. All needed facilities are therefore available to the site. In addition, decisions related to the specific on-site design of the extension of said facilities can be accommodated through the development process. Based on these factors, the proposed zone change is consistent with this criterion.

(4) The proposed zone change is consistent with the applicable siting requirements set out for the specific zone in . . . :

There are no specific siting requirements to the /ND Nodal Development overlay zone.

(5) In cases where the NR zone is applied based on EC 9.2510(3), the property owner shall enter into a contractual agreement with the city to ensure the area is maintained as a natural resource area for a minimum of 50 years.

This application is not proposing application of the NR, Natural Resource zone to the subject property. As such, this criterion does not apply.