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City of Eugene

Riverfront Park Study



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I. INTRODUCTION

Eugene's planning program is based on ongoing development and refinement of a series of policy statements. The foundation for those policies is found within the Eugene-Springfield Metropolitan Area General Plan, acknowledged by the Land Conservation and Development Commission in August 1982 to comply with the Statewide Goals--the document which guides land use planning throughout Oregon.

Like other similar refinement plans and studies conducted by the City of Eugene, the Riverfront Park Study is a geographic refinement of the broad direction established for the Eugene-Springfield area through the Metropolitan Plan. The refinement planning process uses a citizen "planning team" to develop a draft plan for consideration by the Planning Commission and the City Council.

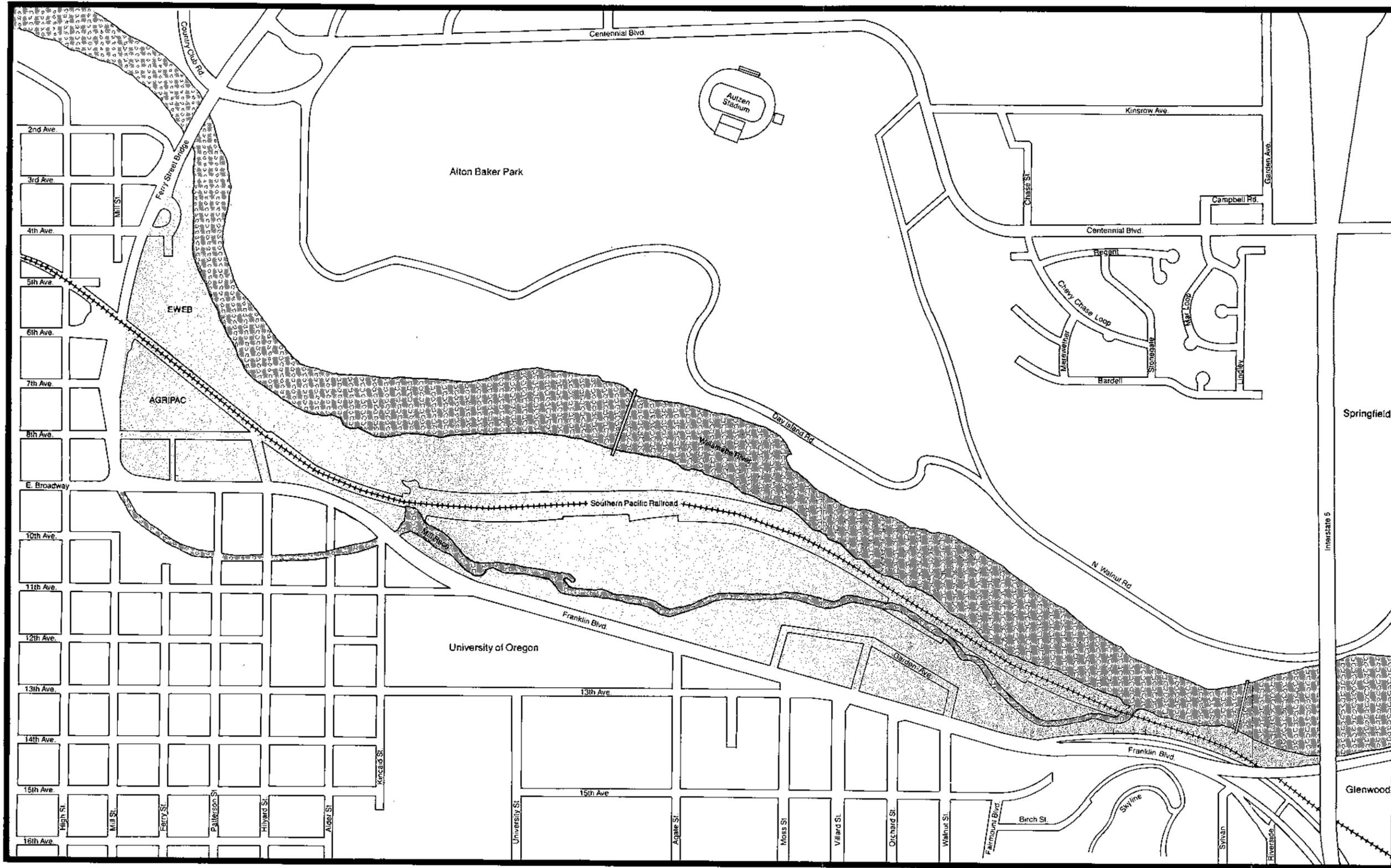
The study area is bounded by the Ferry Street Bridge on the west, the Willamette River on the north, the I-5 Bridge on the east, and Franklin Boulevard on the south. Map A shows the study area of the Riverfront Park Study.

Impetus for the Riverfront Park Study came from several sources:

1. In 1967, the architectural firm of Lutes and Amundson completed a study for the University of Oregon of land north of Franklin Boulevard. That analysis recommended intensive use of State-owned property within the Riverfront Park Study area.
2. Eugene's Six-Point Economic Diversification program contains a series of activities which will enhance the community's economic development efforts. Identification of public land which might be used for economic development purposes was one activity to be implemented during FY 1983-84.
3. In 1983, the University of Oregon identified a portion of the study area (under State ownership) as a potential site for a possible private/public joint venture development, emphasizing research facilities which might be complemented by University programs.

Appendix A contains a more detailed discussion of the history of the Riverfront Park concept.

Ultimately, development in the Riverfront Park area is intended to play a critical role in the diversification of the metropolitan area's economy by providing an unusual opportunity to develop an industrial area that supports and utilizes research activities of the University of Oregon. The potential for this economic development is focused on University-owned land within the study area. The development is envisioned as a critical factor in attracting and forming new industrial activities because of the potential for the exchange of concepts and techniques between University of Oregon researchers and industries which



Vicinity Map

 Study Area

Riverfront Park Study

0 100 200 300
scale in feet



Map A

produce and market related technologies. Research-related industries comprise a fast-growing segment of American industry, creating a significant number of new jobs.

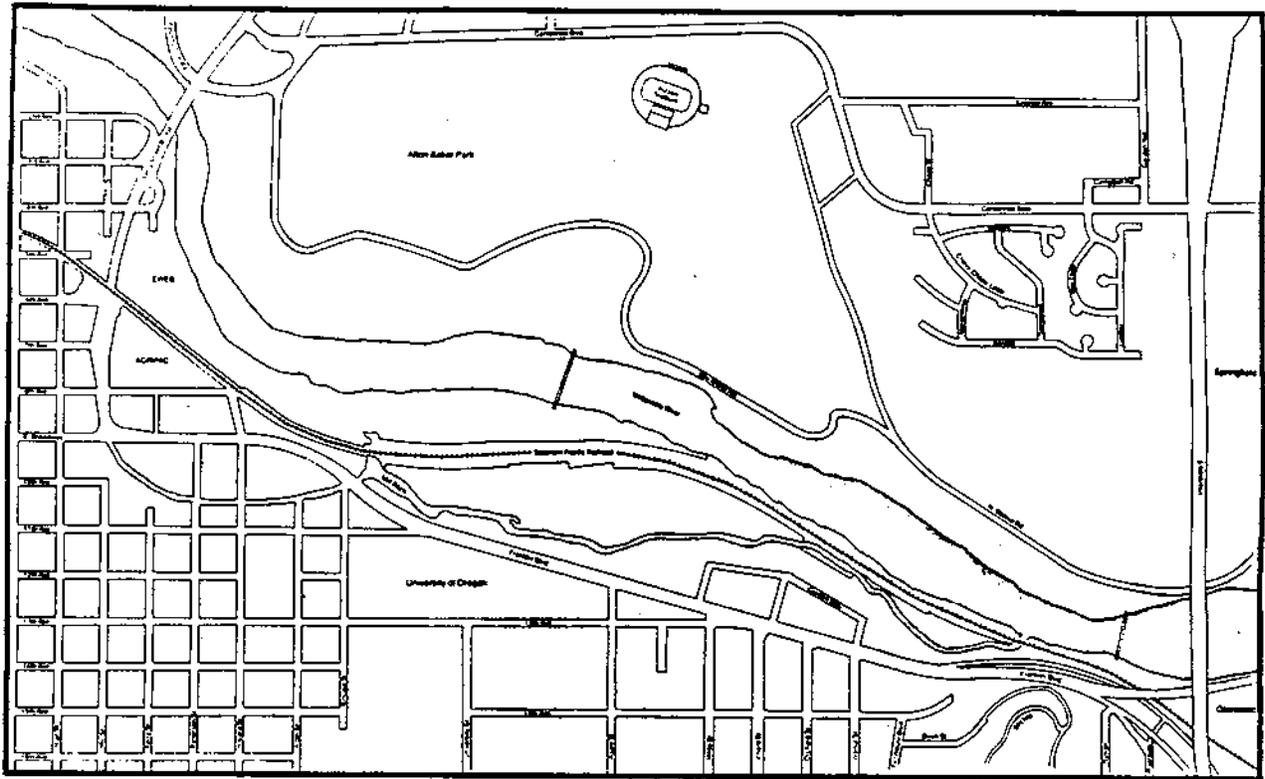
To facilitate initial discussions, the University of Oregon contracted with the firm of Donald B. Genasci, Urban Design and Land Planning, to develop a concept proposal. That proposal foresees a mixed-use concept that anticipates a maximum development of 1,758,800 square feet involving lands north and south of the Southern Pacific Railroad tracks. The proposal would require acquisition of some private lands not presently in University ownership. The land mix tested during development of the Riverfront Study included: 1) 50% light industrial; 2) 28% research/office facilities; 3) 13% low-rise multiple-family structures; 4) 6% specialty retail; and 5) 3% research library facilities. This development scenario was used as a basis to : 1) determine the nature and cost of public infrastructure needed to support the development, and 2) develop a series of policies which will guide new development in the Riverfront Study area. It is understood that the ultimate development could involve a significantly different scale and mixture of uses than those envisioned by the University's development concept. Those ratios would also need to be tested prior to development in order to determine their impacts and possible design changes needed for transportation facilities and programs.

Because of an ongoing recognition of the importance of the University of Oregon to the area's economic future, and community-wide interest in the economic potential of development within the study area, the Eugene City Council adopted a work program and citizen involvement process for the Riverfront Park Study. In order to guide the development of the study, the Council also appointed a nine-member Committee representing: 1) the Eugene Water & Electric Board; 2) Agripac; 3) the University of Oregon (two members); 4) residents of the area; 5) property owners in the area; 6) the Eugene Chamber of Commerce; 7) the Eugene Planning Commission; and 8) the Eugene City Council.

The objectives of the Riverfront Park Study are to develop:

1. long-range direction for future development within the study area;
2. short-range strategies which may assist the University of Oregon in the development of properties which it controls within the study area; and
3. short- and long-range strategies which will assist EWEB and Agripac in evaluating their growth and development needs and the potential effect of those decisions on existing sites in the study area.

Policies



scale in feet



SECTION II POLICIES

Because Eugene's planning program is based on a policy framework, adopted policies are used to guide future public actions in a variety of functional areas, including land use decisions and capital expenditures. Adopted public policies provide both the public and private sectors with direction for specific future actions. The following policies are intended to serve that function within the Riverfront Park Study Area. They are based on information and analysis contained in the Existing Conditions, Section III. The policies are accompanied by explanatory paragraphs.

A. LAND USE

Policies pertaining to land use are a function of several factors including: 1) Statewide Goals as administered by the Land Conservation and Development Commission; 2) policy direction provided for in the Eugene-Springfield Metropolitan Area General Plan (acknowledged August 1982); 3) constraints and opportunities resulting from existing and potential public infrastructure; 4) natural and cultural conditions; and 5) private sector activities which affect development potential in the Riverfront Park Study Area. The following policies reflect direction established by those and other pertinent factors.

1. The City of Eugene shall apply the Special Development District to property under University ownership.

The Special Development District zoning classification is best suited for application in this case because it is intended to accommodate areas which possess unique and distinctive features, and it provides the opportunity to design development standards to suit a particular situation.

2. The City of Eugene shall consider Special District zoning for other properties within the Riverfront Park Study area only at the request of affected property owners.

This policy recognizes that the existing mix of zoning districts reflects existing land use patterns. Changes in zoning will follow decisions by property owners regarding future use of their property. Application of the Special District to properties not owned by the University of Oregon will be evaluated on the ability of the subject site to meet the objectives and policies of the Riverfront Park Study.

3. For land zoned SD, Special Development, development proposals shall be considered on a case-by-case basis through the conditional use permit process.

This process provides a high degree of flexibility for development proposals and allows the public sector to make development-related decisions on the basis of their conformance with predetermined standards. These standards, which are specified in Appendix B, address consistency

with adopted policies, impacts on public open space, and adequacy of public improvements. This policy also recognizes that a large portion of the Riverfront Park Study area lies within the boundaries of the Willamette Greenway. Under the conditional use permit process called for in the SD, Special Development District, new development located within the Greenway boundaries will also comply with Willamette Greenway criteria specified in the Eugene Code.

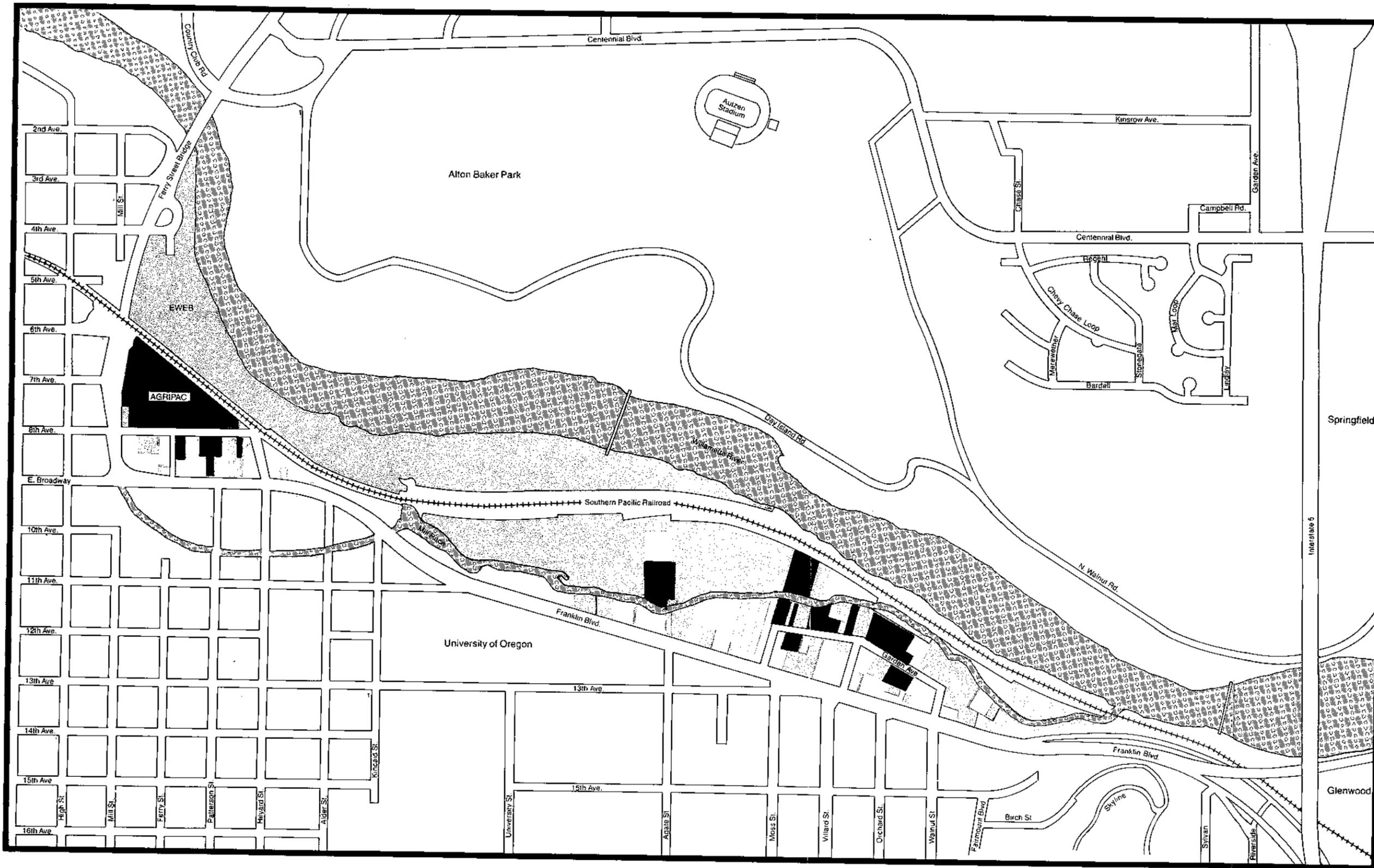
4. The following uses shall be permitted in the SD district for the Riverfront Park area:

- a) **University programs and activities.**
- b) **Uses related to the activities, research, and programs of the University of Oregon, including light industrial, research and development, and office.**
- c) **A limited range of retail and non-retail uses permitted in the C-1, Neighborhood Commercial District (see Appendix B, Exhibit A).**
- d) **Other retail and non-retail uses that complement University activities.**
- e) **Multiple-family dwellings.**

The intent of this policy is to provide for a variety of uses to occur within the study area, but to balance this development potential against its possible impact on other portions of the community, e.g., downtown, the City of Springfield, or special light industrial sites. This policy is meant to establish direction which will tie the type of development which could occur in this area to the primary distinguishing feature of the Riverfront Park--its proximity to the University of Oregon. This policy recognizes that the area's proximity to the University is unique, and it is this proximity which should ultimately determine the range of uses uniquely appropriate for the site. The range of retail and service uses permitted in the SD, Special Development District, will be limited to those which might be necessary to provide some of the services and goods needed to support employment and residential development in the area. It is not intended to duplicate the extensive range of services available in the commercial areas around the University of Oregon, along Franklin Boulevard, and in the downtown area.

5. Development standards within the SD, Special Development District, applied to the Riverfront Park, shall be designed to:

- a) **Provide for intensity of development while recognizing the environmental and open-space attributes and requirements of the area.**
- b) **Recognize that proximity to alternate transportation facilities may provide opportunities to reduce parking requirements for certain industrial uses.**



Land Use Map

-  Industrial
-  Residential
-  Government, Education & Utilities
-  Vacant
-  Commercial
-  Retail Trade

Riverfront Park Study

0 300 600
scale in feet



- c) Provide for signing standards consistent with the purpose of the district.
- d) Allow for a mixture of uses in the SD, Special Development District.
- e) Ensure that development in the Riverfront Park is primarily related to University activities and programs.

This policy outlines the criteria against which a development proposal will be measured and recognizes that, in accordance with existing community development policies, general office development should more appropriately locate in downtown Eugene. It also recognizes that commercial development occurring in the SD, Special Development District, is primarily intended to serve the day-to-day needs of employees working in and near the Riverfront Park area.

6. Working with the City of Springfield and Lane County, the City of Eugene shall seek an amendment to the Metropolitan Plan which would designate a portion of the property within the Riverfront Park Study area owned by the University of Oregon for "University/Research" activities.

This policy recognizes that the results of this study would involve: 1) creation of a new land use designation (University/Research) for use in the Metropolitan Plan; 2) an amendment to the acknowledged Metropolitan Plan; and 3) implementation of the plan amendment process which will involve participation and concurrence by the City of Springfield and Lane County.

B. TRANSPORTATION

Access and transportation are major elements which will shape the potential for development in the Riverfront Park Study area. Four variables affect the level of transportation demand for the Riverfront Park: 1) types of land use; 2) intensity of land use; 3) the traffic level using the Franklin Boulevard corridor; and 4) the use of alternative modes of travel (modes of travel other than the single-occupancy automobile) for all types of trips. The following policies are intended to provide guidance in determining: 1) future capital improvement requirements in the study area; 2) ultimate levels of development which can be accommodated in the study area; and 3) phasing of development to correspond to development of additional transportation facilities. These policies are based on the proposition that additional development within the study area should occur with minimal impact on existing activities.

1. The City, if possible in conjunction with a developer, shall work with the Oregon Department of Transportation (ODOT) and the Southern Pacific Railroad to increase the number of points of access to undeveloped property within the Riverfront Park Study area.

This policy recognizes that existing access into the study area is very limited, and major improvements will be required. The policy also acknowledges that: 1) Franklin Boulevard is a State highway and subject to

access controls by the ODOT; and 2) Southern Pacific Railroad is a necessary participant in developing a detailed access/circulation scheme for the Riverfront Park development (for instance, an appropriate circulation system may involve development of a roadway immediately adjacent to the railroad right-of-way to provide a buffer between the railroad and development); and 3) that, as in other similar situations, property acquisition for public purposes shall occur at fair market value.

2. The City shall work with the Lane Transit District, the University of Oregon, and employers in the Riverfront area to maximize the use of alternate modes of transportation. Facilities and programs will be developed to work toward the goal of accommodating a substantial number of the trips made to new development within the Riverfront Park Study area through modes other than the single-occupancy automobile.

Eugene has been successful in encouraging the use of alternate transportation modes. A modal split of approximately 25-30% in the Riverfront Park Study area would be consistent with the areawide goal for alternative modes of 23%, which is being used as part of the update of the metropolitan area transportation plan (Transplan). A significant level of alternate mode usage will: reduce potential impacts on the already limited area-wide parking; reduce the requirements for public expenditures on street improvements; and provide the opportunity for more intense development within the Riverfront Park. This recognizes that the proximity of potential development to the University of Oregon and downtown Eugene increases the ability to rely on alternative transportation modes for all types of trips. The above policy also recognizes that aggressive action by the City, Lane Transit District, the University of Oregon and employers in the Riverfront Park area will be required to achieve the alternate mode objectives. For instance, paratransit programs and a pedestrian overpass across Franklin Boulevard, as well as bicycle and transit facilities, will be important components of an alternate mode strategy.

A monitoring program will be developed to provide ongoing information on: 1) progress in meeting the alternate mode objective, and 2) traffic volumes on Franklin Boulevard. This monitoring program will provide information about the ability of the transportation system to accommodate new levels of development in the study area.

3. The City shall use its Capital Improvement Programming process to identify projects, their implementation schedules, and anticipated funding sources needed to provide transportation facilities to service development in the Riverfront Study Area. Special efforts shall be made to secure non-City funding for capital improvements whenever possible.

This policy acknowledges the City's process of capital improvement programming as the appropriate mechanism to identify timing and funding sources for publicly constructed projects which will be aimed at accommodating transportation demand from the ultimate development. This policy also recognizes that funding of any particular project identified in the Capital Improvement Program can come from a variety of sources, and that, in any case, the City should make strong efforts to find outside

funding sources for transportation projects involved in development of the Riverfront Park.

4. The City shall pursue construction of projects intended, by design and timing, to avoid Level of Service "E" in the Franklin Boulevard corridor.

This policy commits the City to coordinate the provision of improvements that will be needed to provide adequate transportation to new development in the Riverfront Study area, and to maintain an acceptable level of service on Franklin Boulevard.

5. Required transportation projects will be phased and the phasing schedule will depend upon the level of participation of non-public funds (i.e., participation by a developer) and the level of actual development.

This policy acknowledges that phasing of transportation projects will be required. The policy also recognizes that: 1) the phasing schedule could appropriately be accelerated through non-public funding of projects (or portions of projects); and 2) appropriate early access improvements should occur on the eastern or western end of the project area thus protecting the public investment in transportation improvements.

6. The City shall encourage the University of Oregon, Lane County, and the Oregon Department of Transportation to participate financially in transportation improvements involved in the Riverfront Park Development area.

This policy recognizes that a number of agencies will be involved in funding transportation improvements. For example: 1) because Franklin Boulevard is a State facility, ODOT participation in funding intersection improvements would be appropriate; and 2) funding of pedestrian crossings of Franklin Boulevard (either at-grade or separated grade) by the University of Oregon and ODOT would be appropriate.

7. The City, in cooperation with the University and developers, shall develop a plan for a comprehensive bicycle path network for the Riverfront Study area including: 1) the South Bank Bike Trail; 2) the Mill Race Bike Path (included in the Eugene Bikeways Master Plan); and 3) new paths providing access between Franklin Boulevard and the south Bank Trail and to destinations within the study area.

This policy recognizes the importance of bicycles as a component of the transportation system and the need to achieve high levels of bicycle use to reduce traffic demands on the street and highway network. A bikeway network providing direct access to buildings and their covered bicycle areas should help attain the highest possible levels of bicycle commuting. In addition, sensitively integrated paths should help make the area attractive and support superior access to the river and the River Bank Trail System.

C. ENVIRONMENT

The Willamette River is the northern boundary of the Riverfront Park study area. Consequently, a large portion of the study area is within the boundaries of the Willamette Greenway and is subject to direction provided within the Statewide Goals and the City's zoning ordinance. The following policies address that direction as well as other environmental issues within the study area.

1. The City of Eugene shall protect the riparian strip along the southern bank of the Willamette River within the study boundaries by: 1) directing future development away from this environmentally sensitive area; 2) establishing a buffer strip beginning at the top of the bank and extending a minimum of 35 feet to the south; 3) establishing a deeper setback to protect the east Millrace outfall and the heavily used bicycle/pedestrian area around the south approaches of the Autzen Bike Bridge; and 4) developing, with the University of Oregon and the Eugene Water & Electric Board and other major property owners along the river's banks, an active management plan intended to enhance the environment of the natural vegetation along the river's edge.

In this area, the riparian strip refers to the narrow vegetative strip along the steep south bank of the river. This policy is intended to protect the riparian strip along the river which will result in: 1) preservation of valuable natural elements; 2) riverbank stabilization; and 3) protection of developable property from potential debris during major flooding (a rare possibility). This policy also recognizes that development within the Riverfront Park Study area provides unique opportunities to create more of an urban edge along portions of the river through sensitive location of buildings along the river, and that location of some public improvements can occur within the buffer and riparian strip. For example, a bicycle/pedestrian path could appropriately be included within the buffer strip and a public plaza and public access improvements could appropriately extend to the river through the riparian strip.

The buffer strip establishes a minimum 35-foot building setback south of the top of the riverbank to provide an area for development of public improvements that encourage access to and enjoyment of the river. Two areas have been identified where deeper setbacks would be required. The first is located around the east Millrace outfall where a building setback extending 150 feet south of the riverbank would protect the outfall as a significant natural water feature. This setback would not preclude the potential incorporation of the outfall into a development, nor would it preclude potential relocation of the bikepath across the outfall. The second area of special protection would occur around the south approach to the Autzen Bike Bridge. At this point a building setback extending 50 feet from the each side of the bike bridge and about 135 feet south of the top of the riverbank would recognize the Autzen Bike Bridge and the riverbank to the west as areas of heavy bicycle/pedestrian and river-oriented activity.

2. The existing Millrace which passes through a portion of the study area is an important environmental and historic city feature. Development occurring in the Riverfront Park shall maintain or improve visual and bicycle/pedestrian access to and along the Millrace, expanding its use for public recreation while at the same time recognizing its role as a storm runoff channel.

This policy recognizes the value of the Millrace in Eugene, both as an historic feature and environmental asset for recreation and storm runoff. The policy is intended to ensure that future development adjacent to the Millrace enhances its continued public use.

3. Development occurring in the Riverfront Park area shall be designed to preserve a significant cluster of black locust, English oak, and redleaf plum trees located just east of the current location of the bicycle path.

This policy recognizes that while most of the growth in the floodplain area (south of the riparian strip) is disturbance vegetation that should be removed, this existing stand of trees adds to the important vegetative cover in the area.

4. Development in the Riverfront Park area shall, when possible, maintain and enhance the public's physical access to the river and the riparian strip along its banks.

This policy recognizes that development should occur in concert with continued public access to the river. It directs that, where possible, development plans should maintain and improve physical access by the public to the river and its edge. Physical access should include pedestrian and bicycle access along the river, pedestrian access to the river bank, docking facilities for boats, and access to the river's banks for swimmers. As noted in Policy C-1 (Environment), maintenance of the riparian strip along the river will be balanced with the need for public access to the river.

D. PUBLIC SERVICES AND AMENITIES

Timing for public services and facilities will be designed to coincide with the phasing of development in the Riverfront Park area. In addition to the timely implementation of public improvements, coordination during the design stage will be encouraged so that public and private improvements will be complementary.

1. Transportation improvements shall be required in the first phases of development to ensure adequate vehicular access, including access for emergency vehicles.

Because much of the development area lies north of the Southern Pacific Railroad tracks, a railroad underpass may be required, depending on the level of development. Emergency vehicle access may also require development of a railroad underpass as part of a first-phase development. Alternatives to the development of a full railroad underpass for emergency vehicle access during a first-phase development will be investigated,

including: interim improvements to the existing bike-pedestrian underpass, and use of the existing riverfront bike path for emergency access.

2. The City will work with the University of Oregon and developers in financing and developing public amenities to serve the Riverfront Park area.

These public amenities might include but are not limited to: 1) lighting for a bike-pedestrian path between 4th Avenue and the Agate Street Extension; 2) developing public plaza, park and recreational, and dock facilities along the river; and 3) maintaining the river bank and associated riparian vegetation.

3. The City shall investigate ways of financing public facilities in a timely manner, using techniques beyond traditional support from the general fund.

For example, this policy provides direction for investigation of and, if appropriate, formation of a tax increment district in the Riverfront Study Area.

4. The City shall ensure that in the context of development in the Riverfront Park area, the existing bike-pedestrian facility is relocated closer to the river bank and sensitively integrated into the area. In addition, the primary transportation circulation system serving the area shall include illuminated bicycle-pedestrian facilities.

This recognizes that the bike-pedestrian path was formerly located along the river bank. This policy directs that it be relocated between future development and the river and that relocation costs would appropriately be financed by the University of Oregon or a private developer. Other than the river bank bike path, bicycle and pedestrian facilities will most likely follow the alignment of the road system.

5. As development occurs in the Riverfront Park area, privately financed amenities will be designed to supplement the amenities which are publicly financed.

Privately financed amenities are also intended to be used by the general public.

E. EWEB

The following policies are intended to provide direction for future action pertaining to the EWEB main facility and steam plant.

1. Property under EWEB ownership within the Riverfront Park Study Area shall remain designated for the utility's main headquarters.

In 1983, EWEB embarked on a project to develop a Headquarters Master Plan that investigates alternatives for consolidating its 428 employees and major operations at the existing riverfront site. This policy recognizes

that the draft EWEB Master Plan, once adopted, will be the basis for future decisions relating to the development of EWEB's land and operational facilities. It also recognizes that EWEB is an important employer and service provider in the Riverfront Study Area and is especially important because of its proximity to downtown Eugene. The recently adopted Downtown Plan similarly recognizes EWEB's continued presence in the study area and anticipates continuing improvements in river access in concert with the implementation of the EWEB Master Plan.

2. The City of Eugene shall work with EWEB and the University of Oregon to investigate actions which could be taken to implement improvements in the efficiency of the steam plants operated by both organizations in the Riverfront Study area.

This policy commits the City of Eugene to work with both the University of Oregon and EWEB to attempt to identify ways to increase efficiencies in steam plant operations of both organizations. Increasing steam facility efficiencies has potential impact on future users, e.g., those in the Riverfront Park area, as well as existing steam customers, and consequently is an important community-wide economic diversification issue.

3. Property owned by the University of Oregon, and currently leased by EWEB for its pole yard, shall be included in the property available for redevelopment for new facilities in the Riverfront Park.

This policy recognizes that the current pole storage is an interim use, and that the University may implement redevelopment plans in its role as property owner.

F. AGRIPAC

Agripac is a major employer in the community and is important to Eugene's continued economic diversification efforts. The following policy provides direction for public action pertaining to Agripac.

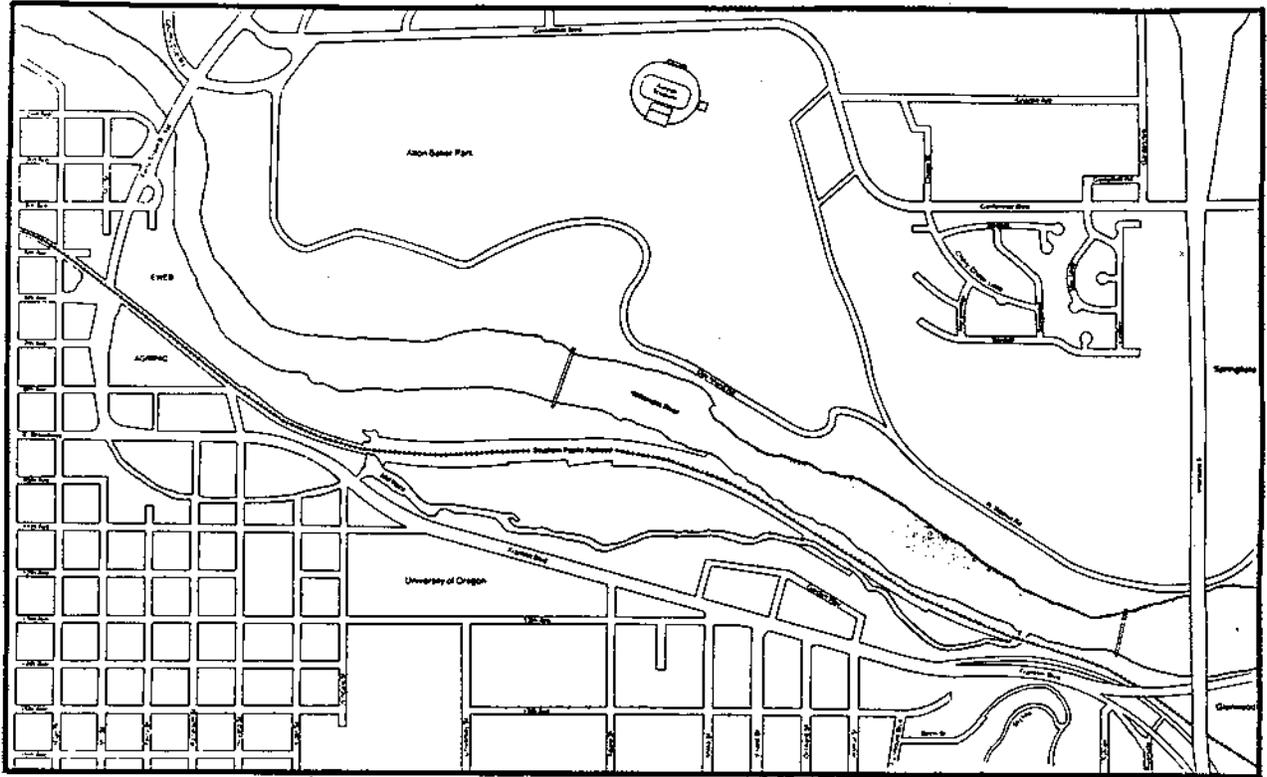
1. The City of Eugene shall work with Agripac to identify and, if appropriate, implement mechanisms which are most effective in maintaining the cCompany's operation within the community.

This policy applies to efforts to assist Agripac to expand on its present site on Ferry Street and along 8th Avenue as well as on other locations in the community. At the present time, Agripac does not plan to relocate its downtown facility. If Agripac decides to move from its present facility, the actual relocation could occur over a period of one-and-a-half years. The intent of this policy is to assist Agripac's decision to remain in the community--either at the present Ferry Street location or at a new site within the community. The City's participation could include activities such as: 1) assisting Agripac to improve/expand at its present site; 2) assisting Agripac in gaining Economic Development Administration (EDA) assistance; 3) obtaining local assistance regarding assessments affecting a new facility; and 4) obtaining local or State industrial revenue bonds.

2. In cooperation with Agripac, the City of Eugene shall investigate options regarding closure of 8th Avenue to through traffic at the Agripac site, or other public actions to improve functional use of the plant.

This policy recognizes that conflicts in uses of 8th Avenue exist at this point as long as Agripac operates at its present site. Providing parking space to accommodate a seasonal work force that can peak at over 1,000 employees contributes to the traffic problem along 8th Avenue. Closure of the street could mitigate against the problems created by through traffic on the street and assist Agripac in increasing the efficiency of its operation. This policy also recognizes that 8th Avenue is a designated bicycle facility at this location and that the needs and safety of bicyclists are a component of the decision-making process regarding 8th Avenue.

Existing Conditions



scale in feet



SECTION III EXISTING CONDITIONS

As noted earlier, the primary impetus for the Riverfront Park Study has come from the University of Oregon's desire to investigate the potential for development of a portion of property under its ownership north of Franklin Boulevard and south of the Willamette River. About 60% of the property within the study area is owned by the University of Oregon (about 71 acres), Agripac (about 10 acres), and EWEB (about 19 acres).

The potential for development is constrained by several factors:

1. Existing land use.
2. Public service capabilities (primarily transportation).
3. Environmental conditions.
4. Eugene Water & Electric Board's (EWEB's) operating conditions.
5. Steam plant operations.
6. Agripac operating conditions.

A. Existing Land Use

The westerly portion of the study area was part of the original incorporated Eugene City (1800's), while the eastern portion was annexed to Eugene in the 1920's. The Millrace, the Agripac facility, and the EWEB facilities are features which have been in the study area for at least 75 years. A portion of the property now under the ownership of the University of Oregon was the site of Eugene Sand & Gravel's operation until the University's acquisition of this property in the late 1960's. The Southern Pacific Railroad lines, which pass through the study area, were originally along an alignment which followed the right-of-way for Franklin Boulevard (as recently as 1936).

Map B shows the existing major land use activities within the study area. Table 1 outlines more specific land use categories by acres within the study area.

TABLE 1
 ACRES BY GENERALIZED LAND USE
 (EXISTING)
 RIVERFRONT PARK AREA
 JANUARY 1, 1983, DATA
 L-COG RESEARCH SECTION

<u>Generalized Land Use</u>	<u>Acres</u>
Duplex	.3
Education	21.6
Government	51.6
Industrial	10.6
Multi-Family	2.4
Retail Trade	8.6
Private Parking	5.0
Services	14.0
Single Family	4.3
Trans-Comm-Util	19.1
Vacant	10.0
<hr/>	
TOTAL	147.5

Data for 1983 from the L-COG Research Section shows the study area contains about 118 dwelling units (4 in duplex structures, 94 in multiple family structures, and 20 in single-family structures). These are primarily located in the vicinity of Garden Avenue.

The Metropolitan Area General Plan designates the study area for commercial, industrial, and open-space land use activities. The following zoning districts have been applied in the study area: 1) PL, Public Land; 2) C-2, Community Commercial; 3) I-2, Light-Medium Industrial District; and 4) I-3, Heavy Industrial District. Map C shows the configuration of those zoning districts within the study area and Table 2 shows existing acreage by zoning district.

**TABLE 2
ZONING IN ACRES
RIVERFRONT PARK AREA
JANUARY 1, 1983, DATA
L-COG RESEARCH SECTION**

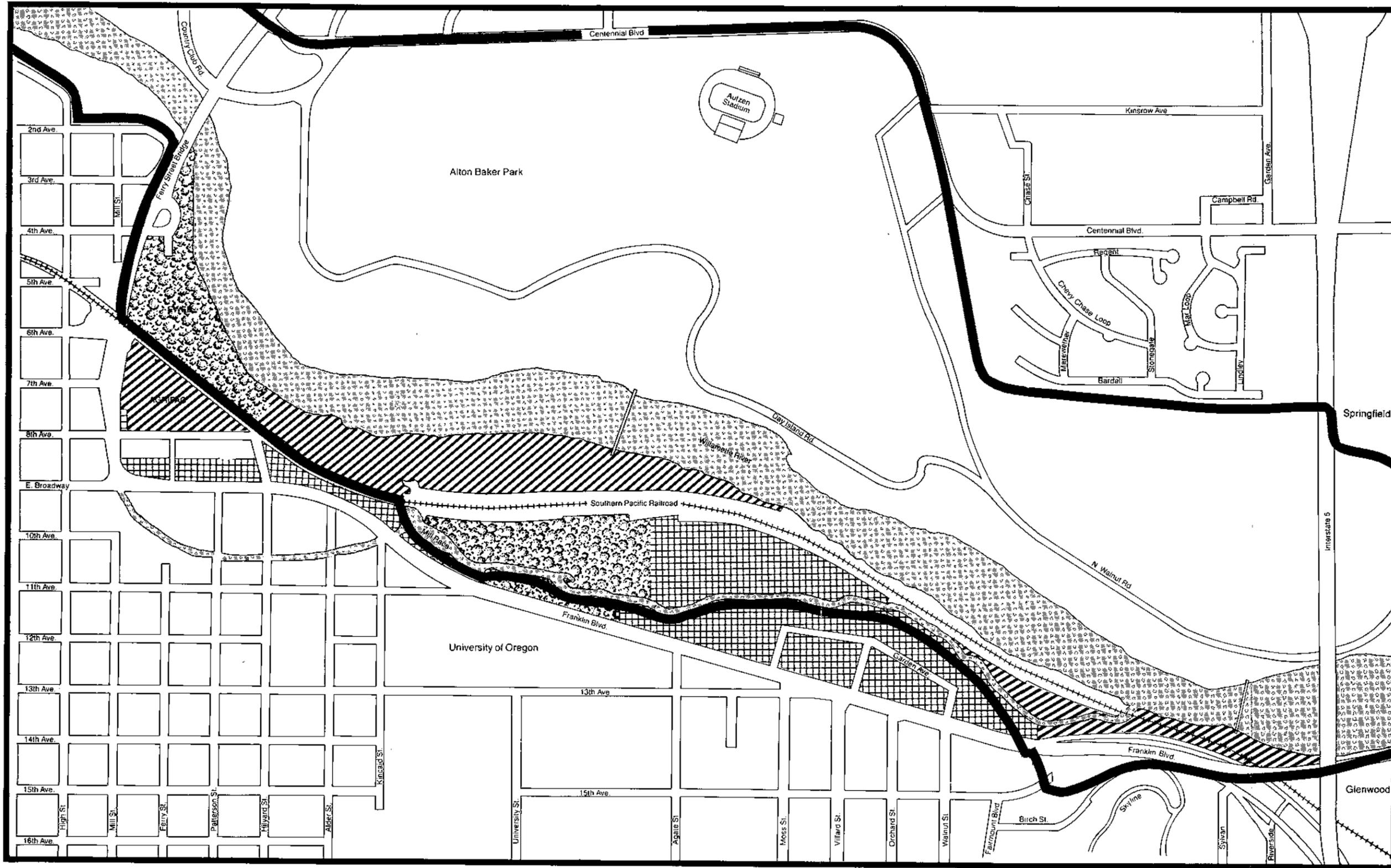
<u>Zoning</u>	<u>Acres</u>	<u>% Of Total</u>
C-2	58	39%
I-2	3	2
I-3	48	32
PL	39	26
TOTAL	148	100%

Table 3 shows anticipated gross floor area for private office uses in downtown (based on a midpoint capture of the regional market for the period 1980-2000). This information illustrates the share of the metropolitan office market that downtown can reasonably expect to capture.

TABLE 3
Floor Area Retail/Service and
Private Office Use
Downtown Eugene Area
1980-2000
(000s Square Feet)
(Midpoint Capture)

<u>Year</u>	<u>Retail/Service</u>	<u>Private Office</u>
1980/83	1,042	1,658
1985	1,217	1,924
1990	1,435	2,295
1995	1,683	2,665
2000	2,000	3,100

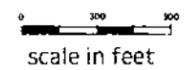
Source: "Markets & Services in Downtown Eugene", LeBlanc & Co., 1983



Zoning Map

-  Public Land
-  Community Commercial District
-  Heavy Industrial District
-  Light-Medium Industrial District
-  Willamette Greenway Boundary

Riverfront Park Study



The Metropolitan General Plan made land allocations for various land use categories for the entire Eugene-Springfield area. Table 4 shows land allocations, by five-year increments, based on employment projections for the land use categories of Office-Based Commercial and Other Commercial. Table 4 also shows a total land allocation for the land use category of Special Light Industrial which anticipated an employee-per-gross-acre ratio of 35.

**TABLE 4
Metropolitan-Wide
Commercial Land
Employment
Five-Year Increments**

<u>Use</u>	76	80	85	90	95	2000
Office-Based (Change)	15,535 ---	18,240 (+2,705)	21,720 (+3,480)	25,110 (+3,390)	28,550 (+3,440)	31,880 (+3,330)
Other Comm. (Change)	22,399 ---	27,280 (+4,881)	33,510 (+6,230)	39,700 (+6,190)	46,020 (+6,320)	51,930 (+5,910)
Special Light Ind*	NA	NA	NA	NA	NA	35,000

Source: Metropolitan Plan Working Paper, Land Use Need (Demand), Lane Council of Governments, 1976

*Special Light Industrial projections were not made, and the land allocation/employment allocations were made on a policy basis.

CONCLUSION: The study area is zoned and developed in a mixed-use fashion. About 60% of the study area is owned by three major property owners--the University of Oregon, Agripac, and EWEB. Properties owned by these three bodies are all within the western two-thirds of the study area. The area contains a substantial number of housing units, the majority of which are multiple-family structure types, located within the eastern one-third of the study area. Downtown Eugene and the entire metropolitan area are anticipated to develop with retail/service and private office-related activities during the next 15 years. Similar activities occurring in the Riverfront Park area would represent a portion of that potential future development.

An amendment to the Metropolitan Plan will be required to designate land in the study area to accommodate the type of development anticipated in the Riverfront Park. At appropriate times, such as future updates of the Eugene-Springfield Metropolitan Plan, the City of Eugene may request that additional sites be considered for "University/Research" designation.

B. Public Service Capabilities

Existing and potential public facilities will partially guide the level of development which ultimately occurs within the study area.

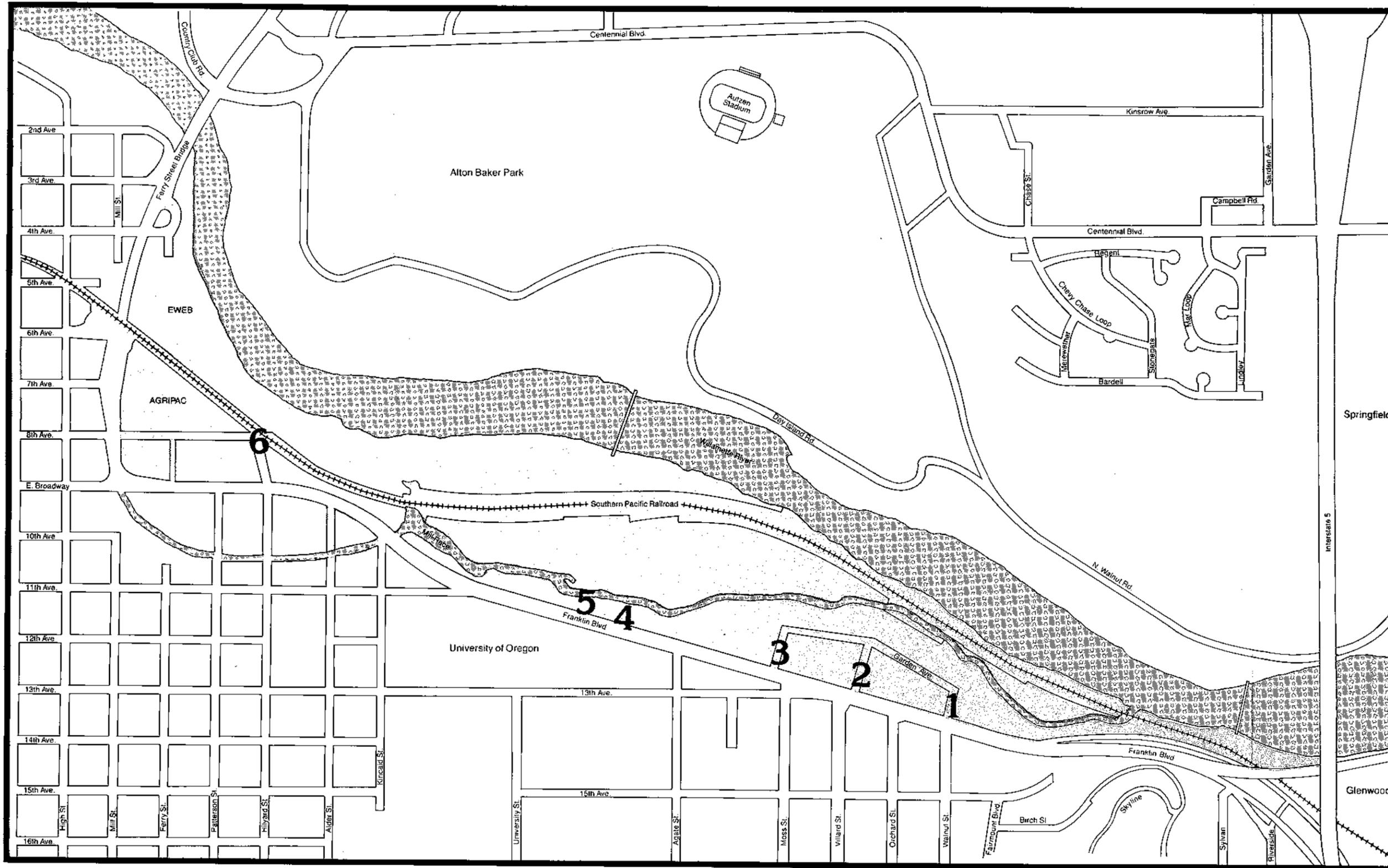
1. Access and Circulation

The Eugene-Springfield Area 2000 Transportation Plan (T-2000) is the primary policy document which guides transportation-related improvements throughout the metropolitan area. The T-2000 Plan identifies major improvements to occur at the intersections of Franklin Boulevard and Broadway, Patterson Street, Hilyard, 11th Avenue, and Agate Street. These improvements to the Franklin Boulevard corridor are intended to address: 1) anticipated major overload and safety issues along that portion of Franklin Boulevard within the study area; 2) constraints on potential modifications to that part of the facility within the study area; 3) its anticipated continued function as a major traffic facility in the coming years; and 4) its function as part of the route of the anticipated Bus Rapid Transit System. In addition, the Eugene Bikeway Master Plan recommends construction of a grade-separated pedestrian/bike crossing of Franklin Boulevard in the vicinity of the University of Oregon campus.

Automobile access into the study area is currently limited. Map D shows existing access points. Significantly, three of the six access points occur in the eastern portion of the study area. Access to the western half of the study area occurs: 1) through the pedestrian/bicycle underpass of the railroad tracks connecting Franklin Boulevard with the Autzen Bicycle Bridge; 2) at the entrance/exit drive for the University Physical Plant (this does not provide direct automobile access for property north of the railroad tracks); and 3) 8th Avenue, extending northeast from the intersection of 8th Avenue and Hilyard Streets, providing access to property north of the railroad tracks through an at-grade crossing.

New intersections with Franklin Boulevard would be controlled through the State Department of Transportation (ODOT). Currently Franklin Boulevard has 13 intersections along its length in the study area, seven of which are signalized. In evaluating the appropriateness of a new intersection(s), the ODOT would include analysis of the impact of construction or reconstruction on the capacity of Franklin and on safety. This recognizes that street capacity and safety are partially dependent upon the number and design of intersections and curb-cuts which cross or take access from a street.

The State Public Utility Commission (PUC) controls permitted crossings of the Southern Pacific Railroad. These tracks which pass through the study area are part of Southern Pacific's main line. Currently, there are two railroad crossings within the study area: 1) one below-grade crossing allows bicycle-pedestrian connecton between Franklin Boulevard and the Autzen Bike Bridge; and 2) one at-grade crossing just east of the intersection of Hilyard and 8th Avenue, providing access to the EWEB storage yard area. Modifications to either existing crossing, or additional crossings, will require permission from the PUC. Conditions



Existing Access Points

1. Walnut St.
2. Villard St.
3. Moss St.
4. Pedestrian Link
5. Physical Plant Access
6. 8th & Hilyard

Riverfront Park Study



which would affect a PUC decision related to a new or modified crossing include: 1) the potential for a train to block multiple intersections serving the area; 2) sufficient sight-distance from the street; and 3) the potential for trains to block crossings for more than the ten minutes, designated in the PUC's regulations.

A computer analysis was conducted in order to identify the level of improvements which would be required to accommodate the University's concept development proposal within the study area. The analysis, detailed in Appendix C of this report, assumed that: 1) the development would occur in a phased manner from west to east; 2) that each phase of the development would contain 50% Light Industrial, 28% Research Facility/Office, 13% Low-Rise Multiple-Family Housing, 6% Specialty Retail, and 3% Research Library Facility; 3) Level of Service "E" was to be prevented; 4) traffic volumes projected in T-2000 would occur on Franklin Boulevard; and 5) alternative modes of transportation will be important to trip-making characteristics and resultant capital improvements (ultimately the modal split would range between 25%-30%). These assumptions were not intended to dictate land use mix or the manner in which future development might be phased.

Based on the analysis outlined in Appendix C, the following assessments of impact were made:

1. About 335,000 square feet could be accommodated in an early phase of development assuming: 1) no increase in the current level of traffic on Franklin Boulevard; 2) a west-to-east phasing program; 3) a 10% modal split; 4) the use of the existing intersection at 8th Avenue and Hilyard Street; 5) the installation of a signal at Broadway and Patterson Street; and 6) the extension of Patterson north of Franklin to provide additional access to the development site. With a 25% modal split, about 405,000 square feet could be accommodated. The total estimated capital costs of these improvements is about \$678,000. These improvements could represent a logical first phase of development.
2. About 475,000 to 510,000 square feet could be accommodated assuming: 1) the improvements outlined above; 2) the extension of Onyx Street (with an underpass of the Southern Pacific lines) into the site; 3) improvements and realignment of the intersection of Onyx and Franklin; 4) 25% to 30% modal split; and 5) traffic volumes on Franklin equal to those anticipated in T-2000. The Onyx Street-related improvements would range between \$900,000 and \$1.2 million.
3. About 1.0 to 1.3 million square feet could be accommodated assuming: 1) all of the improvements noted above; 2) the extension of Agate Street (with an underpass of the Southern Pacific lines) into the site; 3) improvements to the intersection of Agate Street and Franklin Boulevard; 4) 25% to 30% modal split; and 5) traffic volumes on Franklin Boulevard equal to those anticipated in T-2000. The total estimated costs for these improvements range between \$1.3 million and \$1.65 million.

4. About 1.25 to 1.4 million square feet could be accommodated, assuming: 1) all of the improvements noted above; 2) the extension of Broadway northeast of Franklin into the site (with an underpass of the Southern Pacific lines); 3) improvements to the intersection of Broadway and Franklin Boulevard; 4) a 25% modal split; and 5) traffic volumes on Franklin Boulevard equal to those anticipated in T-2000. The total estimated costs for the improvements associated with the extension of Broadway are between \$1,295,000 and \$1,545,000.

5. Estimated capital costs associated with transit and a pedestrian crossing of Franklin Boulevard range between \$1.1 million and \$1.25 million.

6. Annual estimated transit operating costs range between \$60,000 and \$125,000.

2. Sanitary and Storm Sewers

Storm and sanitary sewers are available to the Riverfront Park Study Area and are adequate to handle a development of the size and type anticipated in the University of Oregon's concept proposal.

Storm water runoff would be channeled directly into the Willamette River for portions of the site located north of the railroad tracks, or into the Millrace for development located south of the tracks. Storm sewers serving the development would be part of the developer's costs.

Sanitary sewer lines serving this area are well under capacity. Their size was increased substantially during improvements to the downtown area's sewer facilities during the 1960's. At that time, sewer capacity was built into the line to handle projected needs for Agripac. As a result of the pressure line built in 1983 to handle Agripac's waste, there is sufficient capacity in the sanitary facilities to handle almost any development contemplated in the area. The main sanitary sewer line serving the area is located at 8th and Ferry. An existing eight-inch feeder line at 8th and Hilyard would be sufficient to handle early phases of the development if development begins at the west end. If early phases are located at the east end of the site, additional study will be done to determine how sewage will be carried to the 8th and Ferry line. At any rate, additional connections would need to be brought to the site from 8th and Ferry to serve the bulk of the site. Cost estimates to bring additional sanitary sewer connections to the site range from \$20,000 to \$30,000 for development beginning at the west end.

3. Fire and Police Protection

The Riverfront Park area would receive the same level of police service as is provided to any other area within the city. That level of service is dependent on the city's growth, size, and development patterns, as well as the community's ability and willingness to finance police services. The Police Department is at a point where the addition of a Riverfront Park would degrade somewhat the city's general police service level. In other words, the Riverfront Park Development would place no

special requirements upon the Police Department, but it would contribute to the need to expand the agency in order to sustain the current level of police service throughout the city.

Adequate fire protection is predicated upon the ability of emergency vehicles to gain access to the developed property at various times of the day. It also depends on the enhancement of current staffing and equipment level operating from the existing station which provides fire protection to the area. The current staffing and equipment level is adequate for the addition of largely residential or undeveloped areas. With the Riverfront project, a full-sized engine company would be needed, necessitating an increase from the existing two-person crew to a three-person crew (a net increase of 3.0 FTE). No capital expenditures would be required.

Adequate fire protection also depends on providing for timely access to the site for emergency vehicles. Because of the potential blockage caused by the railroad tracks, development on the site should occur concurrent with development of at least one separated-grade railroad crossing. This will ensure continuous emergency vehicle access to the northern portion of the site, regardless of railroad traffic in the area.

4. Financing of Public Facilities

Because the City of Eugene is a general-purpose government, a variety of financing mechanisms are available to support construction of required capital improvements. Of the several mechanisms which have been identified to date, the use of tax increment financing appears to provide the best opportunity for funding capital improvements in the Riverfront Park area.

The concept of tax increment financing is based on the premise that general improvement of an area is the result of a public/private partnership and that in order to accomplish this objective, new taxes generated by new private development can appropriately be dedicated to finance the required public improvements. Public improvements, in turn, stimulate additional private investment. The purpose of establishing a tax increment district in all or part of the study area would be to prevent or remove blight and its causes, provide impetus for redevelopment of the area, and stimulate general economic activity. Blight, as defined by ORS 457.010(1), includes inadequate access, streets, and utilities; existence of property subject to inundation by water; and inadequate or improper facilities. In forming a tax increment district, the City Council must: define the district's boundaries; adopt findings describing blighted conditions within the proposed district; estimate the tax increment to be generated that could be used to pay for public improvements; and adopt a statement of the project's financial feasibility.

CONCLUSION: The Eugene-Springfield Metropolitan Plan directs that public services be provided by a city when an area is within the city's limits. The study area has been part of the city of Eugene since the 1870's. Currently, a full range of urban services is available to the study area and is provided to developed portions of the study area. A full range of

urban services can be provided to undeveloped parts of the study area (basically land north of the railroad tracks).

Location and design of new or modified railroad crossings is one of the critical elements which will shape access to the site and consequently design and land use of new development within the study area. Efforts to construct grade-separated crossings will alleviate railroad/automobile conflicts.

In order to accommodate new development on vacant land within the study area, efforts will be required to encourage use of alternate modes of transportation, and new access points will need to be constructed. The estimated costs of all transportation-related capital construction projects needed to accommodate the University's proposal for development on vacant property ranges between \$6.1 million and \$7.5 million. Estimated annual operating costs related to transit service for the new development ranges between \$60,000 and \$125,000--required to achieve modal split objectives.

Adequate capacity exists to accommodate the demands for sanitary and storm sewer facilities which would occur as a result of dense development occurring on the University-owned portion of the study area.

Police and fire service for additional development within the Riverfront Park area will not require additional capital expenditures. The level of fire protection is dependent upon the ability to gain efficient access to the site, while the level of police protection is related to the general growth of the community and its ability to finance additional police services commensurate with that growth.

C. Environmental Conditions

The Willamette River is the northern boundary of the study area. The River's presence creates a special set of environmental conditions. The following outlines areas of environmental concern, identified as part of potential development within the study area:

1. Willamette Greenway

Goal 15, Willamette Greenway, of the Statewide Goals provides direction for guiding development within areas identified to be within the Willamette Greenway boundary. Goal 15 states that the Greenway is intended to "protect, conserve, enhance, and maintain the natural, scenic, historical, agricultural, economic, and recreational qualities of lands along the Willamette River." Map C shows the boundary of the Willamette Greenway within the study area. Section 9.260 of Eugene's Code provides local interpretation of Goal 15 direction. The code requires that a development, to the greatest possible degree, will provide:

- a. the maximum possible landscaped area, open space, or vegetation between the activity and the river; and

- b. public access to and along the river by appropriate legal means.

Basically, both the Greenway Goal and the City Code recognize the River and property immediately adjacent as an important public resource and set forth criteria to protect or improve vegetative cover, wildlife habitat, and appropriate public access.

2. Vegetation/Habitat

The "Vegetation/Wildlife Working Paper" prepared for the Eugene-Springfield Metropolitan Area General Plan provides a broad inventory of vegetative/wildlife habitat within the study area. That Working Paper shows that the study area is: 1) the location of the Clouded Salamander, Oregon red Salamander, and the Western Racer; 2) comprised of wetland-type soils; and 3) is the site of riparian vegetation.

In order to confirm this analysis, the City of Eugene requested David H. Wagner, Curator of the University of Oregon's Herbarium, to prepare an assessment of environmental considerations regarding the Riverfront Park Study area. Mr. Wagner determined that the study area could be divided into two areas: 1) the floodplain area behind the edge of the Willamette River; and 2) the riparian strip along the river itself.

- a. The floodplain area is dominated by "disturbance" vegetation. However, a few stands of trees do exist within the floodplain area. With the exception of cottonwood trees, efforts should be made to maintain these trees because they present important natural landscape opportunities for the site, and in some cases are somewhat unique to Eugene. There is an interrupted row of cottonwood trees along the railroad tracks, which act as a noise and visual buffer. These cottonwoods could be interplanted with evergreens which could eventually assume the buffer function. Under this approach, the cottonwoods would not be cut until the evergreens have matured.

- b. The riparian strip along the river serves three functions: 1) preservation of valuable natural environment elements; 2) riverbank stabilization; and 3) protection of the project area from debris during major floods (a rare occurrence). This riparian strip is the most important natural feature within the study area, and its preservation should involve an active management program. A management program should include control or removal of the Himalayan blackberry plants which cover much of the understory of the riparian strip.

3. Public Use/Open Space

The City of Eugene has established an interim (it will complete its work in early 1985) Willamette Greenway Committee charged with the responsibility of reviewing development and management proposals (both private and public) occurring along the Willamette River's course through Eugene. This 11-member committee reviewed the concept proposal prepared by the University of Oregon and has developed the following comments:

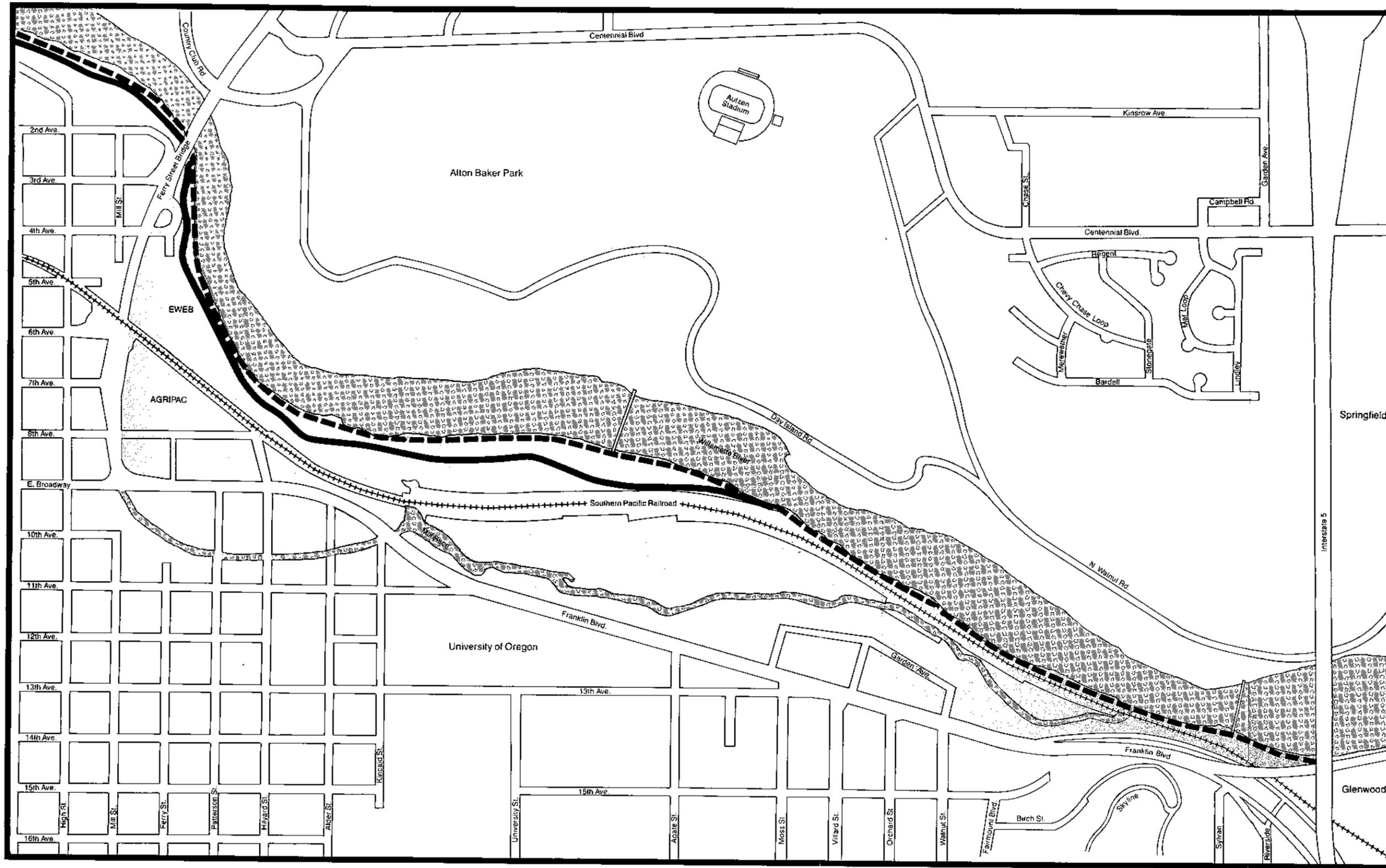
1. The Riverfront Park should be buffered from the river bank area by plantings that will eventually screen it as much as possible from the view of persons standing on the north bank of the river.
2. The bike path should be retained and relocated as necessary so as to run between the top of the river bank and the north edge of the development and its buffer.
3. Public access to the river should be preserved in the location of the Riverfront Park. However, provision for a "plaza" with direct access to the river...would be inconsistent with both LCDC Goal 15 and with policies the Willamette Greenway Study Committee will recommend to the Joint Parks Committee.
4. The creek running between the acreage leased to EWEB (Tax Lot 5300) retained under University of Oregon control should be given special treatment to protect its scenic and recreational values as much as possible.
5. Development densities within the Riverfront Park should be appropriate to the site's location in a transition area between the largely natural river bank area and the intensive commercial, industrial, and institutional uses south of the Riverfront Park area.

These comments contributed to the development of policies in this report and have also been forwarded to Eugene's Joint Parks Committee for further consideration.

Table 1 of the Parks and Recreation Working Paper, "Existing Supply of Park and Recreation Facilities", shows that the metropolitan area has 5,020 acres of Regional/Metropolitan Park and Open Space. Land which is currently used as open space or is vacant in the study area comprises only about .9 percent of that inventory. However, the Working Paper inventory included only those lands used for park purposes or owned by a governmental entity for future park and open space purposes. Because lands in the study area were primarily owned by the University of Oregon for unspecified future purposes, they were not included in the inventory. However, the playing fields currently located immediately west of the Autzen Bicycle Bridge, while not of regional significance, are a University facility which might be affected by further development within the study area.

4. Floodplain

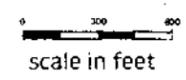
Map E shows the extent of the 100-year floodplain as determined by the Federal Emergency Management Administration (FEMA). Map F demonstrates that some of the area lies within the floodplain area. Those portions of the study area which are within the 100-year floodplain could be: 1) raised above critical elevations; 2) built upon if appropriate measures were taken to raise the building above the 100-year floodplain; or 3) used as areas of landscaping and open space.



Flood Plain Map

- Floodway
- Zone A (100 year flood boundary)

Riverfront Park Study



5. Millrace

The Willamette Greenway Boundaries for Eugene include all portions of the Millrace located north of Franklin Boulevard, in order to protect this historical and recreational resource. Originally built to encourage industrial development in the riverfront area, the Millrace has always had another role as a recreational resource near downtown and the University. When water power was replaced by electricity, that recreational role became its main function. Boathouses were built along its banks in 1906 and 1911, followed by the beginning of an annual canoe fete in 1915. The University of Oregon purchased land on the north bank of the Millrace in 1940, intending to develop an outdoor amphitheatre and landscaped park land.

In 1947, the city purchased the Millrace, including some adjacent parcels, in order to build the Ferry Street Bridge near the lower end of the Millrace and again with the intention that the remainder of the area be used for recreational purposes. In 1952, the culverting of portions of the Millrace to build portions of Highway 99 (Franklin Boulevard) were discovered to have reduced the flow of water into the Millrace from 250 cfs to 25 cfs. This problem was partially addressed through adding pumps at the east end near the intake dam on the Willamette River to increase the flow. Culverting portions of the Millrace was common during the 50's and 60's and several adjacent property owners were allowed to build parking lots and other development over the culverted sections.

With renewed interest in the Millrace as an historical and recreational asset during the 1970's, additional culverts have been rejected. In particular, since the adoption of the Willamette Greenway, public access to the Millrace has been protected by State and local ordinances. As development occurs in the Riverfront area, the conditional use process required for development within the Greenway will address maintaining landscaping and public access along the Millrace. In addition, for development located south of the Southern Pacific Railroad tracks, the Millrace will serve as the primary storm drainage channel.

Finally, during the development of the Downtown Plan, interest was expressed in investigating the potential for restoring those portions of the Millrace that have been channeled into underground culverts. That suggestion is included in the Downtown Plan for further research.

6. Soils

In order to analyze the soil conditions in the undeveloped portion of the Riverfront Park Study area, the City of Eugene and University of Oregon jointly contracted with Pittsburgh Testing Laboratory. The "University of Oregon, Riverside Project" Report, dated October 22, 1984, is a detailed analysis of the soil condition and capability.

The analysis is the result of 10 exploratory borings throughout the area by Pittsburgh Testing Laboratory. By studying aerial photographs from 1936, it was determined that the undeveloped land was the site of a sand and gravel operation. The test borings confirmed this, as well as

the fact that over period of time the excavation site(s) had been refilled. The testing suggests the depth to bedrock (the Eugene Formation) varies from 16-1/2 feet to over 24-1/2 feet, depending upon the location within the area. Testing revealed considerable difference in depth to water level, even in closely spaced test borings.

CONCLUSION: The impact of reducing the open space within the study area should not have metropolitan-wide impact on programmed open space as envisioned in the Eugene-Springfield Metropolitan Plan. However, the University of Oregon physical education, club sports, and intramural programs could be affected.

The majority of the undeveloped portion study area (including property along the river) has been the site of a variety of activities. For instance most of the vacant property owned by the University was Eugene Sand & Gravel's primary operational site, and consequently has been altered from its natural condition by mining and fill activities. However, some environmental features are important and warrant protection:

1. The riparian strip along the bank of the Willamette River.
2. The few stands of trees in the floodplain area.
3. The public's access to the river and the river bank.
4. Visual access to the river from the south.

Protection and enhancement of these particular attributes will respond to the intent of: 1) the Statewide Goals and Guidelines; 2) Eugene's ordinance intended to implement the Greenway Goal; and 3) analysis and recommendations made by the Curator of the University of Oregon's Herbarium.

These criteria do not prohibit development within the Greenway boundaries, but do provide direction for siting, landscaping, and public access requirements. Developments which have been built under these criteria include the North Bank Restaurant and Office complex and River's Edge Planned Unit Development.

Preliminary information does not indicate significant environmental issues which would affect future development within the study area. However, development within the study area should respect the riparian vegetation along the river, which is an important part of the wildlife habitat and erosion control related to the Willamette River.

D. EWEB Operating Conditions

EWEB owns about 22 acres of land within the Riverfront Park Study Area and an additional 4 acres west of the Ferry Street Bridge outside the study area. In addition, EWEB leases about 6.5 acres from the University of Oregon. The present EWEB site was the original site of the water filtration plant constructed in 1911. EWEB moved its headquarters to the

site in 1952. EWEB has made approximately 4 acres available along the riverfront for bike paths and park use.

The area owned by EWEB spans from High Street on the west to just beyond the railway crossing at Hilyard and 8th Avenue on the east. It is the site of EWEB's major operations. Office, equipment storage and maintenance facilities, warehousing and steam plant operations are located on this site. Property leased by the utility is used for outdoor storage of large equipment such as electrical transformers, utility poles, water pipes and associated equipment. In addition to the property leased for outdoor storage, EWEB also rents office space for over 80 employees off-site. In 1983, EWEB initiated a process to develop a Headquarters Area Master Plan to investigate alternatives for consolidating all of the utility's operations at one location. Data processing and meter reading functions now located off the site are provided for at the Headquarters site in the Plan. The Master Plan Draft indicates that land owned and leased by EWEB would be needed if these functions were to be consolidated and there was more than a 50% growth in customers. The Headquarters Area Master Plan Draft has been reviewed by the Eugene Downtown Commission and the Eugene Planning Department.

CONCLUSION: EWEB has concluded that it can continue to operate most efficiently by maintaining a majority of its existing operation on one site. The utility's existing facility is envisioned by the draft EWEB Master Plan as the area for consolidation and future expansion. With 316 employees currently at its main site, it represents an important component of the development plans for the Riverfront Park and Downtown areas. All of EWEB's current operations on its main site (office, warehousing, electric substation, steam plant, vehicle storage, and maintenance) are critical to the utility's efficient operation. EWEB can increase its efficiency by consolidating most other office and operational activities within one site.

E. Steam Plants

Both the University of Oregon and EWEB operate steam plant facilities in the Riverfront Park Study Area. The University's facility is located on property owned by the University of Oregon and identified on the University's proposal as land which ultimately would be converted to a more intense use as part of the Riverfront Park Development. The EWEB facility is located on EWEB-owned property. The potential combining of these two facilities represents an opportunity to add additional land for potential development as part of the Riverfront Park Development.

1. EWEB Steam Plant--EWEB began operation of its steam plant in 1931. Expansion and upgrading of the plant and supply lines has occurred periodically since then. While the steam plant facility was originally constructed as an electric generation facility, the plant began to produce steam for purposes other than electric generation in 1962. The EWEB steam plant provides steam to 155 customers, with Chase Gardens, Agripac, and Sacred Heart Hospital being the largest three. Over 150 businesses in the downtown area of Eugene, including the Eugene Hilton and Conference Center, are also EWEB steam

customers. The continued delivery of steam to current steam customers is viewed as an important economic development issue. The continued economic operation of the steam plant is largely dependent upon the stability of its customer base. The competitiveness of steam rates with alternative energy sources is an important factor in determining the stability of the steam customers. Continued efforts should be made to work with existing and potential steam customers of EWEB to assure the stability of rates, the steam customer base, and to assure the continued efficient operation of the EWEB steam plant.

2. University Steam Plant--The University of Oregon has operated a central steam and power plant to serve campus needs since 1920. The plant originally was located on the south side of Franklin Boulevard, occupying a site now used by the jewelry and metalsmithing studios of the School of Architecture and Allied Arts. It was moved to its present location in 1949 as part of the project involving relocation of Highway 99 (Franklin Boulevard) and the Southern Pacific railroad tracks. The present plant produces steam, compressed air, chilled water, and, at times, electricity for consumption on the campus. Additionally, the plant houses transformers and switching gear related to distribution of purchased electricity over University-owned lines. About half of the campus electric load is distributed in this manner; the balance is provided directly by the Eugene Water & Electric Board.

The replacement value of equipment presently in place in the plant is estimated to be between \$30 million and \$35 million.

CONCLUSION: Continued steam production serving major users such as Agripac, Sacred Heart Hospital, Chase Gardens, and the University of Oregon is an important community-wide economic issue. Affordable steam rates in the future will depend upon increased system efficiencies. Examples of ways to increase operating efficiencies include: 1) combining steam plants; or 2) adding other major users to the system(s). Through the development of this Riverfront Study, the University of Oregon and EWEB have embarked on a joint analysis to determine the most effective options open to the users, the institutions, and the community.

F. Agripac Operating Conditions

Agripac is a major west coast food processing cooperative owned and operated by 240 member growers. The current operation is the result of the 1971 merger of the Eugene Fruit Growers (originally organized in 1908, with operations at the present Ferry Street location) and Blue Lake Packers (a Salem food processing cooperative). Agripac currently operates five facilities in the state--four in Salem and one in Eugene. Currently Agripac owns 10.2 acres on seven tax lots within the study area. The majority of this property is zoned I-3, Heavy Industrial (one lot is zoned C-2, Community Commercial). Beside the property within the Riverfront Park Study area, Agripac owns a distribution facility on Seneca Road which is currently idle. Agripac has concluded that the Seneca facility will not be needed for its future requirements and is actively trying to sell or lease the property.

The Eugene facility employs 41 people on a permanent basis and 875-900 people on a seasonal basis. Annual total payroll and benefits for these employees equals about \$5.5 million. In addition, in 1984, Agripac paid about \$1.4 million in taxes and public utility fees.

Agripac's ability to operate competitively with other food processing operators is hampered by the age of the Eugene facility (about 75 years old) and the problems associated with its location on 8th Avenue. The company feels that it must eventually modernize its facility (possibly in a new location) in order to maintain a strong position in the marketplace.

Recently, the City of Eugene, with Agripac, completed construction of a wastewater disposal line intended to serve the company's Ferry Street facility. The following describes the financing and operational characteristics for the Agripac waste disposal line:

1. The wastewater disposal system uses a dedicated line to carry wastewater from Agripac's facilities to a 280-acre site located at the corner of Beacon Drive and Prairie Road.
2. The system is currently operational. However, some parts for the system are still to be delivered and additional work on completing the system continues to occur.
3. Wastewater from Agripac's canning operation is pumped to the Prairie Road/Beacon Drive site. A 10-acre lagoon (on-site) provides a "holding" facility for wastewater during peak operation periods. The wastewater is deodorized and used for spray irrigation of crops (currently a grass seed crop).
4. The line is completely separate from the City's sanitary sewer system and therefore cannot handle any human waste.
5. The entire system (including land) cost about \$8 million.
6. Of the total system cost: 1) about \$5.8 million came from a grant of the Environmental Protection Agency, and 2) about \$2.2 million came from local funds. For this reason, Agripac does not feel that the Seneca site would be feasible to accommodate the future relocation of Agripac's Eugene operation.
7. The source of the \$2.2 million local funds was a 1978 bond sale for regional sewage projects.
8. Agripac is contractually obligated to repay the \$2.2 million local match with interest over a 20-year period. The first payment was made this year.
9. Agripac has pledged corporate assets as collateral for the \$2.2 million. The company is obligated to repay the \$2.2 million even if it does not use the line.

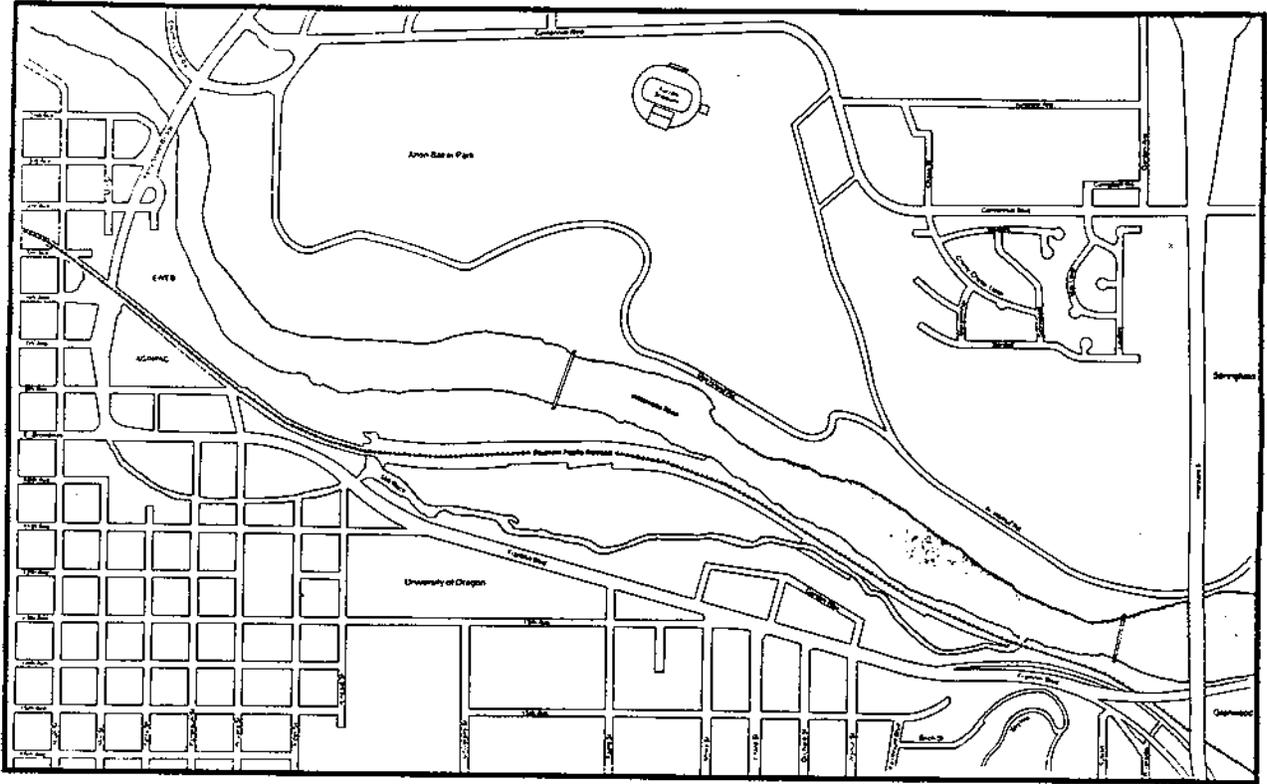
10. Agripac pays the annual operating costs of the system--estimated to be about \$100,000 annually.

11. The Eugene Public Works Department has estimated that costs involved in relocating the waste disposal system to serve the Seneca Road site would be about \$2 million. For this reason, Agripac does not feel it is feasible for the Seneca site to accomodate Agripac's Eugene operation.

CONCLUSION: Agripac is an important employer and component in Eugene's economy. Operating efficiencies could be realized though a new (or upgraded) facility. These operating efficiencies would add to Agripac's ability to contribute to the local economy. Agripac's continued operation within the study area is affected by: 1) potential zoning/land use changes on company-owned land and adjacent property; 2) the effects of reconstruction of the Ferry Street Bridge; 3) the cost and availability of steam from EWEB; 4) the company's competitive position in terms of the local employment base; and 5) the attractiveness of the site, either for the company or other potential users, for long-term development potential.

Agripac's decision to relocate would be affected by a variety of issues including: 1) the ability to finance a new facility; 2) maintenance or increase of an employment base; 3) the ability of the relocation to assist the company in strengthening its competitive position in the food processing industry; 4) continued traffic congestion at the present site, which affects operating efficiencies; 5) the ability to address wastewater disposal requirements; and 6) the implications of the lack of proximity to the EWEB steam delivery system. Several mechanisms exist for public participation in development of a new Eugene facility for Agripac. The City of Eugene has been working with Agripac to identify these mechanisms.

Conclusion



scale in feet



IV. CONCLUSION

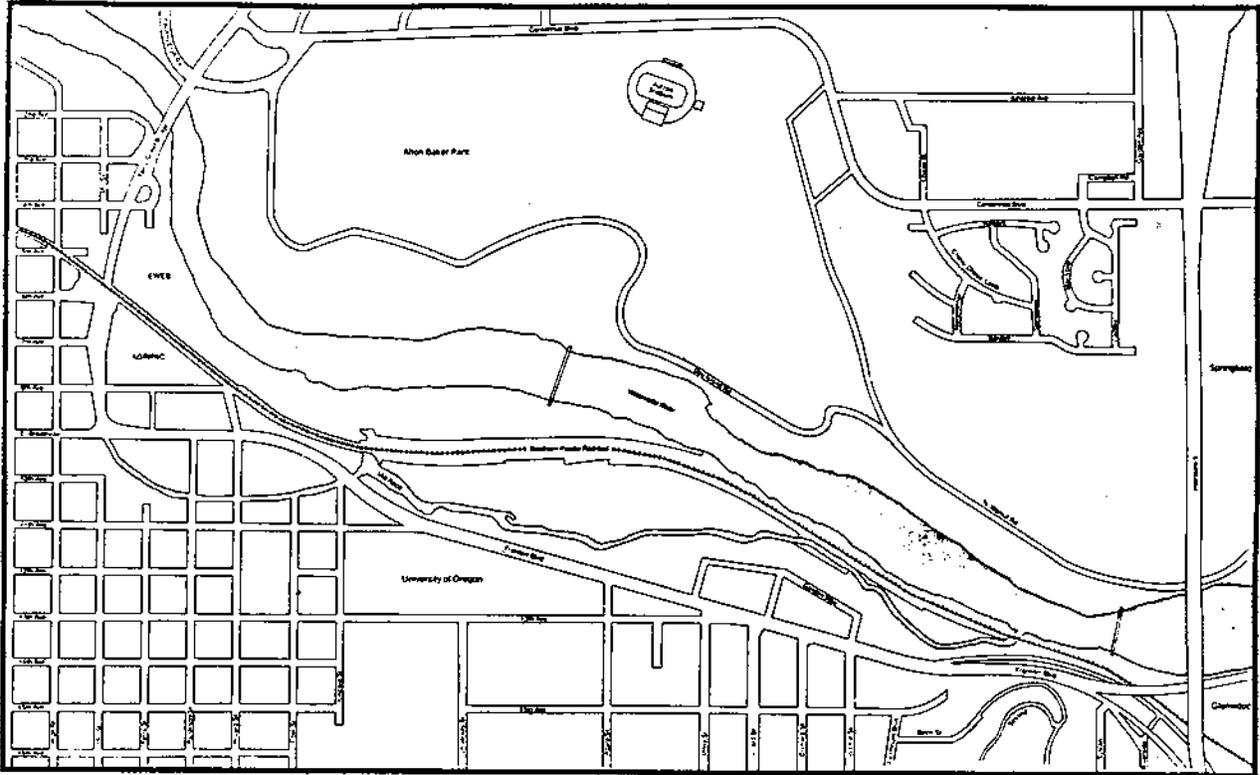
The Riverfront Park concept is consistent with a series of adopted community policies aimed at economic diversification and compact urban growth. For instance, Eugene's Six-Point Economic Diversification Program provides a strong policy basis for pursuing development plans in the Riverfront area. The project offers community opportunities to: 1) increase general economic activity; 2) strengthen the city's downtown; 3) diversify the local economy; and 4) strengthen the University of Oregon. In addition, the Eugene-Springfield Metropolitan Plan is partially predicated upon the in-fill development on land which is already provided with a range of public services. The Riverfront Park concept responds to both sets of policies.

This refinement study outlines a series of policies which can guide public decisions concerning future development of the Riverfront Park area. It anticipates that the development may occur in an incremental manner, and that the requisite public improvements should respond to development staging. The study also provides direction to balance the potential for development in the Riverfront Park area against potential impacts on other community policies, e.g., encouraging reinvestment in downtown. Finally, the study suggests policy direction to balance the impact of development in the area with environmental concerns.

Based on the analysis conducted as part of this study, it can be concluded that the Riverfront Park development: 1) is consistent with broad community policy; 2) can be accomplished in a manner which mitigates against impacts on other development efforts; and 3) will strengthen the University of Oregon--an important component of the City's economic base.

pljfmelh

Appendices



scale in feet



APPENDIX A

BACKGROUND

For some time, plans and activities of major property owners and the City have guided development in the study area. Map A-1 shows major ownership patterns in the study area.

A. University Of Oregon

The University of Oregon has owned property within the study area since 1898, although 85% of its current holdings in the area were acquired after 1950. Generally identified as the North Campus Area, property owned by the University has been the subject of several development plans and actions.

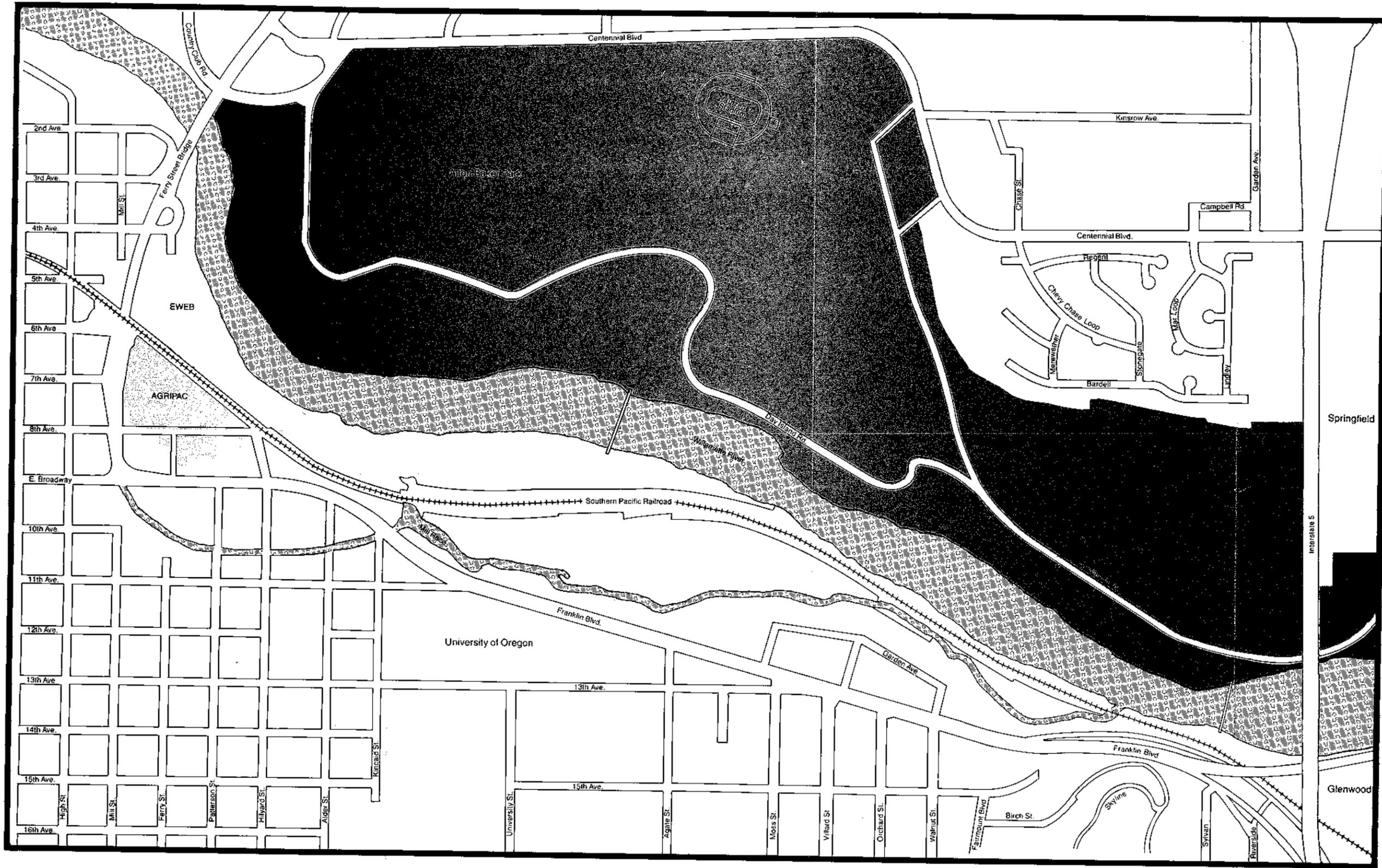
1. Lutes and Amundson Study

In April 1967, the architectural/planning firm of Lutes and Amundson completed a study of a portion of the study area. The report investigated the relationship of the Eugene Sand & Gravel property to the main campus and discussed problems of traffic and access as they existed and could occur as part of two alternative long-range development scenarios. Both scenarios called for the possibility of developing housing, academic/research facilities, student/extension center, and a faculty center. Both plans recognized that development within the north campus area was contingent upon access to Franklin Boulevard, internal circulation, parking, and crossing of the Southern Pacific Railroad tracks which run through the study area. The two plans differed (as did related costs) in addressing these issues.

While the full development plans have not been realized, certain aspects of the Lutes and Amundson proposal have been implemented. For instance, the proposal to construct a pedestrian/bicycle underpass under the Southern Pacific tracks has been implemented. In addition, the bridging of the Millrace, in the Autzen Bicycle Bridge alignment, is consistent with the Lutes and Amundson proposal for a similar span.

2. University Acquisition of Additional Land

As noted above, in 1967 a portion of the study area was owned by Eugene Sand & Gravel Company. Using condemnation procedures, these properties were acquired by the State of Oregon for public use, with the final condemnation judgement dated June 26, 1968. These properties had been the site of Eugene Sand & Gravel's primary mining and asphalt operations. The condemnation action gave the University, through the State System of Higher Education, control of about 35 additional acres of useable land along the Willamette River.



Site Map

Property Ownership:

-  University of Oregon
-  EWEB
-  Agripac
-  Alton Baker Park (Public Property)

Riverfront Park Study

0 300 600
scale in feet



3. Playing Field Complex

In late 1975, a committee of University students, faculty, and staff was appointed to develop a program for improvement of outdoor fields for physical education, instruction, intramural sports, and recreation activities. This group, assisted by the University Planning Office, investigated several potential sites for those needed improvements and concluded that the development of several new natural turf fields on the old Eugene Sand & Gravel property, combined with rehabilitation of some existing fields elsewhere on the campus, would provide the most effective solution to the problem of inadequate facilities for these purposes.

In June 1977, the University retained the landscape architecture firm of McArthur/Gardner Partnership to prepare a master plan for development of the fields complex and, following review and approval of that plan, to prepare construction documents for implementation of the first phase of field construction. A Willamette Greenway conditional use permit for the project was issued by the City of Eugene in September 1980, and construction of the first phase, including realignment of the bicycle path along the south bank of the River, began the same month. The new field was placed in service in the fall of 1981.

4. North Campus Plan

In September 1980, the University began development of a planning document for the north campus area to provide an overall policy context for decisions related to the University's development of that area. This plan was developed by a planning team appointed by the Campus Planning Committee and consisted of University students, faculty and staff, representatives of private businesses in the vicinity, representatives of adjacent neighborhood organizations, and a few City staff personnel (representing the Planning Department and Historic Review Board). Staff assistance to the group was provided by the University Planning Office. The document was adopted by the Campus Planning Committee in May 1982 and was approved by the University president in August of that year.

This plan, currently in effect, recognizes the Playing Fields Master Plan as a guide for the development of the western portion of the old Eugene Sand & Gravel property and suggests that the eastern portion of that tract be preserved in a more or less natural state. With respect to the University-owned properties south of the Southern Pacific right-of-way, the North Campus Plan also recognizes the salient features of the previously approved site plan prepared as part of the planning for an addition to and alteration of facilities for the School of Architecture and Allied Arts, and incorporates previously adopted policy statements regarding preservation of the central portion of the Silva Orchard.

5. University of Oregon Planning Effort

A major impetus for the Riverfront Park Study is the University's desire to strengthen ties between the community at large, private sector research efforts, and existing or contemplated academic research. The University of Oregon Foundation has commissioned the firm of Donald B. Genasci, Urban Design and Land Planning to develop a conceptual architectural model of possible development in the Riverfront Park.

B. EWEB Master Plan

The current site of EWEB was the original site of the filtration plant in 1911. It has been the primary administrative/operational site for the utility since 1952. Over the intervening years, the utility has expanded and modified its facilities within the study area to respond to customer and community service requirements. Land within the site for EWEB's operation integrates a variety of activities including: 1) administrative functions; 2) crew facilities and support areas for the electrical and water operations; 3) maintenance shop; 4) warehouse and storage facilities; 5) steam plant serving about 155 customers; 6) a major electrical substation; and 7) central dispatching equipment. In 1978, EWEB outgrew its present complex and established the Conservation Department in rented space off-site. In 1983, the Data Processing Department was moved to rented space off-site. In 1980, EWEB purchased property at 4th and High Streets with the intent of eventually relocating all employees to the present site. EWEB currently leases Tax Lot 5300 from the State of Oregon, using the property for storage purposes. EWEB indicates that all of the property currently owned is necessary for efficient operation of the utility.

C. Downtown Plan

The City Council adopted an update of Eugene's Downtown Plan at its meeting of November 7, 1984. The boundaries of the Downtown Plan do overlap with the Riverfront Park study area, and consequently policies have been developed in the Downtown Plan which affect the Riverfront Park study area. However, because the Downtown Plan is a broad policy document, and the Riverfront Plan will develop some fairly specific recommendations, the two planning efforts are viewed as complementary to one another. Any conflicting directions were resolved, prior to adoption of either plan. In general, policies of the Downtown Plan affect the Riverfront Park area by calling for: 1) maintenance and restoration of corridors to the Willamette River; 2) strengthening ties of adjacent areas and natural features, i.e., the Willamette River and Skinner Butte to downtown; and 3) maintenance of downtown as a major employment, retail, and service center for the southern Willamette Valley.

The last section of the Downtown Plan presents some preliminary ideas on how to follow through on these policy directions. For instance, the plan suggests three ways of improving access to the river from the downtown area:

1. "Improvements along the west side of High Street from 5th Avenue north to 4th Avenue, continuing east along 4th Avenue to the point where it turns onto the Ferry Street Bridge."
2. "A connection from the east end of 4th Avenue to the river."
3. "A connection at the intersection of 8th Avenue and Hilyard Street, just north of Franklin Blvd."

The Downtown Plan also suggests a Millrace Restoration project, and discusses reopening the Millrace through the downtown area--where it presently runs in an underground pipe. This proposal includes two aspects which bear on the Riverfront Study area:

1. The potential for the Millrace to run near the landmark Mill and Elevator Building at the east end of 5th Avenue.
2. An outlet for the Millrace somewhere south of 4th Avenue.

pljfappa

APPENDIX B

RIVERFRONT PARK SD, SPECIAL DEVELOPMENT DISTRICT

The following is a draft of a proposed special development district that could be applied to the riverfront park area as an implementation of the study currently underway.

The requirements for a special development district were added to the City Code in 1973. Since that time, two SD districts have been created. The most successful is the 5th Avenue District, which was the original impetus for the SD district. The second district covers the area of the Jefferson Elevator, which has not been as successful and has reverted back to mostly industrial uses such as were originally in the elevator building.

The following elements set forth the purpose and overall uses and standards for a special development district. They are meant to provide the basic framework for future development within the district.

Description and Purpose Section

The area generally known as the Riverfront Park Special Development District is situated along the Willamette River, north of Franklin Boulevard and the Southern Pacific railroad tracks. A list of properties to which the Riverfront Park SD Special Development District will be applied is attached as Exhibit A. The Riverfront Park area has been classified as an SD, Special Development District, in order to achieve the following objectives:

1. To provide long-range direction for future development within the area of the Riverfront Park.
2. To encourage a broad range of uses that would complement research activities of the University of Oregon as well as provide necessary limited commercial support services and opportunities for multiple-family housing.
3. To allow flexibility in future development of the area for University-related uses as well as limited commercial and residential uses in a supporting role.
4. To provide flexibility in standards for density, site design and bulk, and relationship to the adjacent Willamette River Greenway.

Use Section

The following uses shall be permitted. Where an interpretation is needed, the Building Official and Planning Director shall determine whether a proposed use is allowed consistent with the overall description and purpose of the Riverfront Park Special District.

1. University programs and activities.

2. Light industrial and research and development and office activities related to activities, programs, and research of the University of Oregon.
3. Limited retail and service uses as listed in Exhibit B.
4. Multiple-Family Dwellings.

Development Standards

In order to allow an overall development that is consistent with the purpose and intent of this district as well as its unique location adjacent to the Willamette River, the following development standards shall prevail as provided below:

1. **Parking Requirements:** Parking and off-street loading areas shall be designed, laid out, and constructed in accordance with parking area design, improvements, buffering, and dimensions as specified in Chapter 9 of the Eugene Code, 1971. Required parking shall be determined for each separate occupancy within a building or on a development site. For example, in a combined industrial and office business, parking shall be required for the industrial use at a ratio of one space per 1,000 square feet and the office portion at one space per 400 square feet.

Required parking shall be provided at the following ratios, rounded up to the nearest whole number:

Multiple-Family Dwelling - One for each dwelling unit, plus one guest parking space for each three units. Guest parking requirements may be fulfilled through a joint use parking agreement meeting the following requirements:

- a. The parking facility must be within 400 feet of the use served.
- b. The parties involved must agree to the arrangement in a document approved by the City Attorney.
- c. The agreement must be filed in the office of the Lane County Recorder and a copy filed in the City's Building Division.

Industrial Uses - One for each 1,000 square feet of gross floor area.

Retail Uses - One for each 300 square feet of gross floor area.

Office Uses - One for each 400 square feet of gross floor area.

Bicycle parking - Bicycle spaces must be provided as follows:

- a. Non-residential uses - The minimum number of spaces must equal 10 percent of the number of required automobile spaces.

- b. Multiple-family dwellings - one space per unit.
 - c. Locking and cover must be provided to all required spaces.
 - d. Required spaces must be located a maximum of two times the distance between building entrances used by automobile occupants and the nearest parking spaces to those entrances.
 - e. Each required space must be at least six feet long and two feet wide, with a minimum overhead clearance of six feet.
2. Setbacks and coverage for all multiple-family dwellings shall be governed by the standards of the R-2 Limited Multiple-Family Residential District, except that there shall be no front yard setback requirement.
 3. There shall be no setback or coverage standards for industrial, research, retail or office development, or joint residential/non-residential buildings other than that required under the Review section of this ordinance.
 4. Signs shall conform to the Industrial Sign District.

Public Facilities Section

Within the special development district, the following general improvements shall be provided by the development:

1. Local streets within Riverfront Park
2. Bicycle and pedestrian paths
3. Open space
4. Other appropriate improvements.

Review Section

Through the conditional use permit process in Chapter 9 of the Eugene Code, all development proposals shall be judged against the following criteria:

1. The proposed development shall be consistent with the Metropolitan Area General Plan and with other applicable city policy documents, in particular with the Riverfront Park Special Area Study.
2. Based on technical analysis (particularly with respect to transportation facilities), planned public facilities can be shown to accommodate the requirements of the proposed development.
3. The height and bulk of the proposed development shall be designed to consider impacts on public open space, especially on the buffer strip along the Willamette River. Building setbacks shall be varied to avoid the effect of a continuous wall along the minimum setback line.

4. For those areas within the Willamette Greenway Boundary, the proposed development shall also comply with the Willamette Greenway conditional use permit criteria as specified in Chapter 9 of the Eugene Code, 1971:

- a) The intensification, change of use, and development will provide the maximum possible landscaped area, open space, or vegetation between the activity and the river.
- b) Necessary public access will be provided to and along the river by appropriate legal means.

Exhibit A

Properties to be Rezoned Riverfront Park Special Development District

The following list identifies properties to be rezoned Riverfront Park Special Development District. These properties are located within the Riverfront Park Study area and owned by the State of Oregon acting through the State Board of Higher Education:

	<u>Map</u>	<u>Lot</u>		<u>Map</u>	<u>Lot</u>
1.	17033224	5300	10.	17033323	1900
2.	17033221	300	11.	17033323	1800
3.	17033214	100	12.	17033323	1401
4.	17033214	201	13.	17033323	1300
5.	17033214	1400			
6.	17033214	1600			
7.	17033214	1800			
8.	17033214	2000			
9.	17033214	2100			

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Exhibit B

Special District Neighborhood Commercial Uses

Accessory buildings
Bakeries, retail
Barber shops
Bars, taverns
Beauty shops
Book stores
Candy stores
Collection of used goods (standards, Section 9.440(c))
Credit unions
Day care facilities (standards, Section 9.440(d))
Drafting, graphic, and copy services
Drug stores
Dry cleaners, no plant
Electrical substations
Fire stations
Florists shops
Food and dairy product stores, retail
Gift shops
Laundromats, self-service
Libraries
Locksmith shops
Magazine and newspaper stores
Non-profit organizations' offices
Parking, private and public
Parks and playgrounds
Post offices
Public buildings/facilities
Restaurants, not drive-in/up
Shoe repair shops
Stationery stores
Stenographic and secretarial services
Tailor shops
Telephone answering services
Tobacco shops

Other uses found by the Building Official and Planning Director to be similar in terms of district intent, operating characteristics, building bulk and size, parking demand, customer types, and traffic generation.

pljfappb

APPENDIX C

TRANSPORTATION ANALYSIS

Transportation analysis for the Riverfront Park Study was conducted in the context of adopted regional or city-wide transportation plans. For instance, the Eugene-Springfield Area 2000 Transportation Plan (T-2000) and Eugene's Bike Master Plan provided direction for transportation-related improvements in the area.

Access to the Riverfront Study area is one of the major factors which will guide future development within the study area. The access point at the intersection of 8th Avenue and Hilyard Street is the only existing point which provides automobile access to the area which may accommodate new development, i.e., the area owned by the University of Oregon. Map C-1 identifies potential future access points which could be improved to accomodate a concept development proposal outlined below.

A transportation Trip Generation Model was employed to analyze the ability of the existing and potential transportation system to accommodate new development in the study area. The model forecasts transportation demands based on assumed: 1) land use, 2) modal split, and 3) intersection configurations.

The following assumptions were used to analyze the ability to accommodate transportation demands resulting from potential future development in the Riverfront Park study area:

1. Assume that new development will occur primarily on property owned by the University of Oregon, and other major activities, such as EWEB and Agripac, will remain at their present locations.
2. Assume a mix of land use activities for each phase as follows: 50% Light Industrial; 28% Research Facility/Office; 13% Low-Rise Multiple-Family Structures; 6% Specialty Retail; and 3% Research Library Facility.
3. Assume employee-per-square-foot ratios as follows: Light Industrial, 1/250 square feet; Research/Office, 1/250 square feet; Retail, 1/400 square feet; and Library (NA).
4. Based on the above employee/square foot ratios, assume full development as follows: General Light Industrial, 875,000 square feet (3,500 employees); Research/Office Facilities, 500,000 square feet (2,000 employees); Specialty Retail, 100,000 square feet (250 employees); Library Facility, 50,000 square feet (NA); and Low-Rise Housing, 233,800 square feet (1,400 square feet/unit). Total = 1,758,800.
5. Assume that capital improvements are meant to avoid "Level of Service 'E'", i.e. volume/capacity ratio .9 (about the traffic congestion experienced on the Ferry Street Bridge at rush hour).
6. Assume transportation demands would be accommodated through alternative modes (other than the single-occupancy automobiles) at

the following ratios: 10% in the early stages of the development and 25%-30% as the development neared completion.

7. Assume traffic volumes on Franklin Boulevard equal projected volumes in the Eugene-Springfield Area 2000 Transportation Plan (T-2000) Evaluation Report.

8. Assume phasing of the development from west to east.

9. Assume access points at 8th Avenue and Hilyard Street (existing), and Patterson Street extended (Point #1, Map C-1), Onyx street extended (Point #2, Map C-1), Agate Street extended (Point #3, Map C-1) and Broadway Street extended (Point #4, Map C-1).

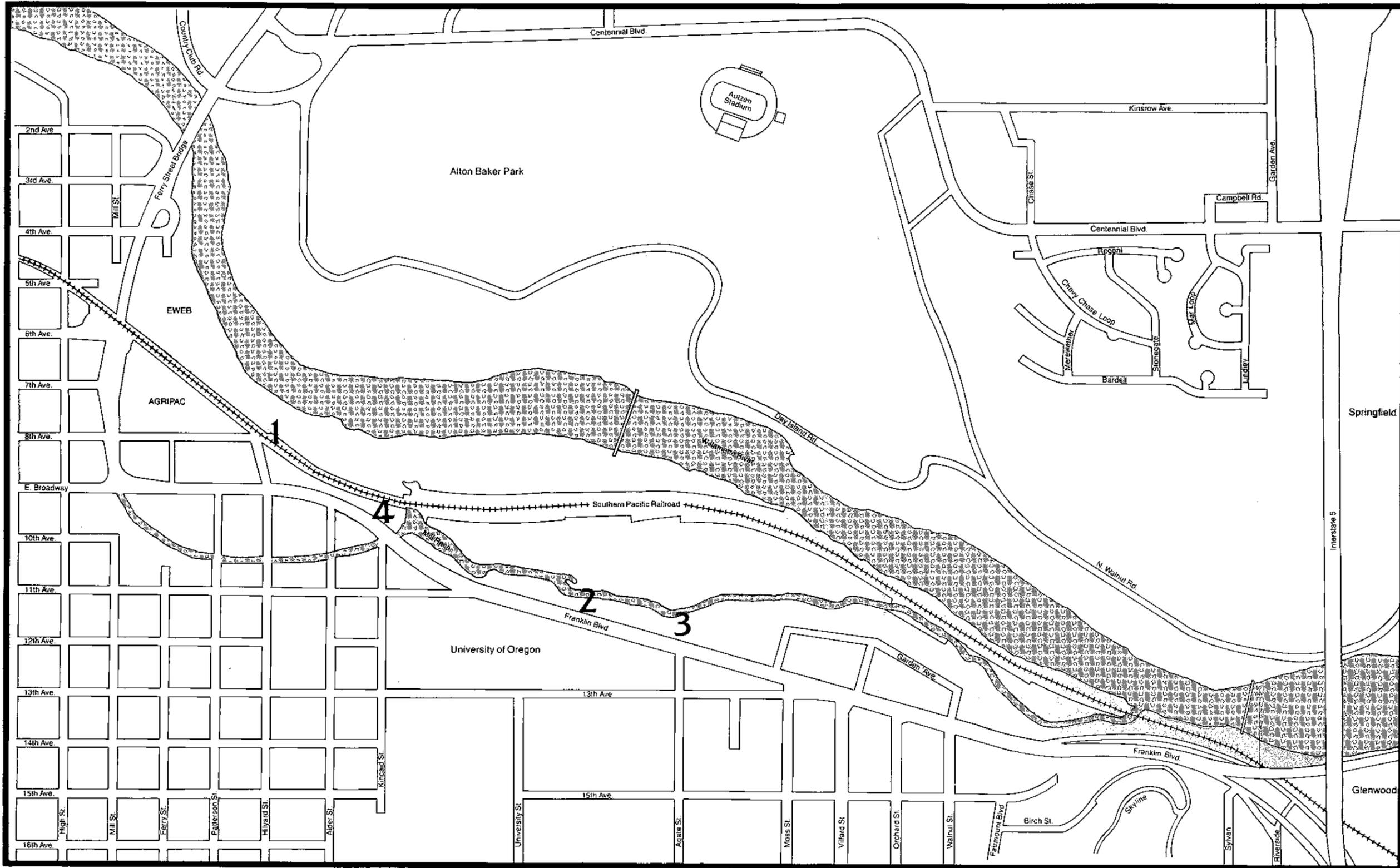
Based on these assumptions, the following analysis was conducted to determine the level of traffic which could be anticipated to be accommodated.

1. Hilyard/Patterson/Broadway (Point #1, Map C-1). This access point already exists. Improvements which would be required include upgrading of the traffic signal and controller at Hilyard and Broadway (already programmed), a signal at Broadway and Patterson, and the extension of Patterson Street to the north. With these assumptions, the Traffic Generation Model suggests the following levels of development could be accommodated:

- A. 10% modal split without improvements = 6% of total development (about 105,528 square feet).
- B. 10% modal split with signal at Patterson and Franklin = 15% of total development (about 263,820 square feet).
- C. 10% modal split with Patterson Extension and all other improvements at that intersection (assuming T-2000 volumes on Franklin) = 19% of total development (about 334,172 square feet).
- D. 25% modal split with all other improvements = 23% (about 404,524 square feet).

TABLE 1C
ESTIMATED COSTS
Access Point #1

Estimated Signal Costs -----	\$100,000
Estimated Cost Patterson Extension -----	\$ 80,000
Estimated ROW Costs -----	500,000
Estimated Controller Cost (not associated with development)-----	No Added Cost
TOTAL EST.CAPITAL COST	
HILYARD/PATTERSON/BROADWAY -----	\$680,000



Potential Future Access Points

1. Hilyard & Patterson Extension
2. Onyx Extension
3. Agate Extension
4. Broadway Extension

Riverfront Park Study

0 300 600
scale in feet



2. Onyx Extension (Point #2, Map C-1). This would involve: 1) a northern extension and a realignment of Onyx (current entrance to the physical plant facility) to gain access to property north of the Southern Pacific Railroad line; 2) construction of an underpass under the Southern Pacific Railroad line; 3) improvements to the intersection of Onyx and Franklin; and 4) the addition of a Franklin-to-Onyx turn lane on Franklin Boulevard. This access point combined with Hilyard and Broadway (above) could accommodate the following transportation demands:

- A. 25% modal split without Patterson Ext. at Access Point #1 = 10% of total development (about 175,880 square feet).
- B. 25% modal split with Patterson Ext. at Access Point #1 = 27% of total development (about 474,876 square feet).
- C. 30% modal split without Patterson Ext. at Access Point #1 = 11% of total development (about 193,468 square feet).
- D. 30% modal split with Patterson Ext. at Access Point #1 = 29% of total development (about 510,052 square feet).

TABLE 2C
Estimated Costs
Access Point #2

Estimated Cost Onyx Extension -----	\$ 350,000	
Estimated Cost Railroad Underpass -----	500,000	- 750,000
Estimated Cost Franklin-Onyx Left-Turn Lane -----	30,000	
Estimated Cost Onyx/Franklin Intersection Impr.--	150,000	- 200,000
TOTAL EST. COSTS ONYX IMPROVEMENTS-----	\$1,030,000	- 1,330,000

3. Agate Extension (Point #3, Map C-1). This improvement involves: 1) extending Agate Street north of Franklin Boulevard to provide access to property north of the Southern Pacific Railroad Tracks; 2) construction of a railroad underpass; 3) construction of Agate to a six-lane facility north of Franklin to accommodate intersection requirements; and 4) widening of Agate between Franklin and 13th Avenue. Combined with improvements outlined in Items #1 and #2 above, this improvement could accommodate transportation demand resulting from the following level of development:

1. 25% modal split with improvements at Access Points #1, #2, and #3 = 57% of total development (about 1,002,516 square feet).
2. 30% modal split with improvements at Access Points #1, #2, and #3 = 61% of total development (about 1,072,868 square feet).

TABLE 3C
Estimated Costs
Access Point #3

Estimated Cost Agate Extension -----	\$ 480,000
Estimated Cost Agate Extension Right-of-Way-----	600,000 - 1,000,000
Estimated Cost Railroad Underpass -----	500,000 - 750,000
Estimated Cost Widening Agate South of Franklin Blvd.)-----	30,000
Estimated Cost Agate/Franklin Intersection Improv.---	150,000 - 225,000
TOTAL EST. COST AGATE IMPROVEMENTS-----	\$1,760,000 - 2,485,000

4. Broadway Extension (Point #4, Map C-1). This improvement involves extending Broadway into the Riverfront Park Development site to a point just east of the existing railroad tracks. The project estimates do not include costs of extending Broadway along the north side of the Southern Pacific tracks. Combined with improvements outlined in Items 1, 2, and 3 above, this improvement could accommodate transportation demand resulting from the following level of development:

1. 25% modal split with improvements at Access Points #1, #2 and #3 = 73% of total development (about 1,283,924 square feet).
2. 30% modal split with improvements at Access Points #1, #2 and #3 = 78% of total development (about 1,371,864 square feet).

TABLE 4C
Estimated Costs
Access Point #4

Estimated Cost Broadway Extension -----	\$ 360,000
Estimated Cost Railroad Underpass -----	750,000 - 1,000,000
Estimated Cost Broadway Extension ROW -----	165,000
Estimated Cost Intersection Improvements -----	150,000
TOTAL EST. COSTS BROADWAY EXTENSION -----	1,425,000 - 1,675,000

Analysis under the Broadway Extension shows that with all improvements in place, and assuming a 30% modal split and future traffic estimates based on T-2000, about 78% (1,371,864 square feet) of the University's proposal could be accommodated. The major restriction is a result of increased traffic volumes on Franklin Boulevard, and the resulting overload of the Franklin and Agate intersection. In order to alleviate this problem area, widening of Franklin Boulevard, between about Walnut Street and West 11th Avenue would be required.

Capital costs for transportation-related facilities can be divided into three categories: 1) right-of-way; 2) construction; and 3) equipment. Table 5C shows estimated costs for specific non-transit transportation-related projects anticipated to be needed as part of the Riverfront Park Development and distinguishes between costs for right-of-way, paving, signalization and intersection improvements, structures and railroad crossings. Table 5C also provides three different alternatives for public/private cost-sharing to construct these facilities.

TABLE 5C*
 Estimated Transportation Capital Costs
 (By Project)
 (\$000s)

Project	ROW Costs	Paving Costs	Signal & Intersect. Costs	Struct. Costs	RR Crossing Costs	TOTAL COSTS
1. Patterson/Bdwy Int.	500	80	100			680
2. Onyx Ext.		110	180- 230	240	500- 750	1030- 1330
3. Agate Ext.	600 - 1000	190	180 255	290-	500- 750	1760- 2485
4. Broadway Ext.	165	360-	150		750 1000	1425- 1675
5. Pedestrian Crossing of Franklin				890		890
6. Bicycle Path		150				150
TOTAL	1265- 1665	890	610- 735	1420	1750- 2500	5935- 7210*

*Excludes Transit Costs

There are three alternative approaches to determining the ratio of developer/public costs involved in transportation-related improvements:

Alternate	City Costs (\$000s)	Development Costs (\$000s)
1: City pays all costs except standard paving assessment	5275 - 6550	630
2: Developer pays assessment plus 1/2 cost of signals, intersection improvements, and bridges.	4720 - 5870	1185 - 1310
3. Developer pays Alt.#2 costs plus 1/2 of RR Underpass Costs	3845 - 4620	2060 - 2560

Table 6C shows estimated transit-related costs for three modal split alternatives involved in serving the Riverfront Park area.

TABLE 6C
TRANSIT COSTS

(\$000s)

Modal Split	Capital Costs	Annual Operating Costs
10%	170	60
25%	330	104
35%	340	125

The Lane Transit District (LTD) indicates that capital costs involved in providing transit service to the Riverfront Park development would be 80% grant-eligible.

pljfpcc

ORDINANCE NO. _____

AN ORDINANCE ESTABLISHING A RIVERFRONT PARK SPECIAL DEVELOPMENT DISTRICT.

The City Council of the City of Eugene finds that:

A. Under the provisions of Sections 9.484 to 9.487 of the Eugene Code, 1971, the Council has the authority to establish special development zoning districts for areas that possess unique and distinctive buildings or natural features that have significance or benefit for the entire community.

B. The proposed Riverfront Park Special Development District meets the criteria of Sections 9.484 to 9.487 of the Eugene Code, 1971 for such designation.

C. Comments and recommendations by the Riverfront Park Commission, affected neighborhood organizations, and the public to the provisions to be incorporated in the Riverfront Park Special Development District ordinance have been considered by the Planning Commission at several work sessions, and a public hearing was held thereon, with additional testimony submitted thereafter.

D. The proposed Riverfront Park Special Development District is consistent with the Riverfront Park Study, the Eugene-Springfield Metropolitan Area General Plan, and other adopted City plans and policies, and the Planning Commission has recommended its adoption by the Council.

NOW, THEREFORE,

THE CITY OF EUGENE DOES OROAIN AS FOLLOWS:

Section 1. Based upon the above findings, which are hereby adopted, and the testimony and written submissions at the public hearings before the Planning Commission and Council, a Riverfront Park Special Development District is hereby established as hereinafter set forth.

Section 2. Description and Purpose. The Riverfront Park Special Development District (Riverfront SD District) is intended for application to property included within the boundaries of the Riverfront Study, an area generally located between the Willamette River and Franklin Boulevard. In accordance with the Riverfront Park Study, this district is intended for application to property owned by the Oregon State System of Higher Education within the designated area; it may be applied to other properties within the area at the property owner's request.

The fundamental purpose of the Riverfront SD District is to provide for activities and uses which complement the research and educational functions of the Oregon State System of Higher Education in general and the University of Oregon in particular. It is expressly intended that industrial, commercial, and general or professional office uses which have no correlation with

those research or educational functions and which could be located within other zoning districts in the city not constitute the primary form of development within the Riverfront SD District.

Within the context of this fundamental purpose, the objectives of the Riverfront SD District may be more specifically described as follows:

- 2.1 To carry out the policies of the Riverfront Park Study and other applicable plans.
- 2.2 To encourage a range of primary uses that complement the research and educational activities of the Oregon State System of Higher Education in general and the University of Oregon in particular.
- 2.3 To provide for supporting manufacturing and accessory uses incidental to the primary uses permitted.
- 2.4 To recognize the natural amenities of the site, balancing the opportunity for development to use those amenities with the public's interest in proper protection and, where appropriate, use of them.
- 2.5 To provide a regulatory context that allows development of a successful research and development park of benefit to both the University of Oregon and the metropolitan area.
- 2.6 To provide a review process that encourages a design characterized by diversity of building mass and other features which foster a sense of interest in and excitement about the development and which complement the Willamette River and the Millrace.

Section 3. Permitted Uses. The following uses shall be permitted within the Riverfront SD District:

- 3.1 Primary Uses. The following activities and uses are considered to be the primary types to be encouraged within this district:
 - a. Programs and activities carried out by institutions of the Oregon State System of Higher Education.
 - b. Laboratories, offices, and other non-manufacturing facilities for basic or applied research and development that complement the research and educational activities of the Oregon State System of Higher Education in general or the University of Oregon in particular.
 - c. Conference facilities and meeting rooms.
- 3.2 Manufacturing Uses. Prototype and product manufacturing or production is permitted, provided:
 - a. The manufacturing is directly related to a primary use located within the district.

b. The area devoted to manufacturing does not exceed 40 percent of the gross floor area devoted or applied to the primary use to which the manufacturing is related. (As used in the Riverfront SD District, the term "gross floor area" has the meaning given in Section 9.015 of the Eugene Code, 1971.)

3.3 Accessory and Supporting Uses. Accessory and supporting uses are permitted, provided that the gross floor area devoted to accessory and supporting functions does not exceed 25 percent of the gross floor area within a development site. (As used in this and subsequent sections of the Riverfront Park SD District, the term "development site" means the total land area under common control, such as the total area subject to a land lease.) Examples of accessory and supporting uses include: retail sales of goods and food service such as book stores, office supplies, delicatessen, and similar activities; service functions such as finance, day care, and similar activities; administrative and office support functions; accessory manufacturing activities such as specialized machining; indoor storage and distribution when integral to a primary use within the district; multiple-family dwellings; and recreational facilities. Recreational facilities available to the general public at no cost shall not be classified as accessory or supporting uses when computing the floor area under the 25-percent limitation stipulated above.

3.4 Interim Uses. It is anticipated that development within the Riverfront SD District will occur incrementally. At any time there may be space available for lease either as a result of construction of new facilities or relocation of tenants within a development site. Interim use of vacant space for general or professional office use is only permitted, subject to the following limitations:

a. The space to be devoted to interim use must have been vacant for at least three (3) months.

b. The gross floor area devoted to interim uses shall not exceed 40 percent of the gross floor area in a development site during the first ten (10) years following issuance of the first certificate of occupancy and shall not exceed 20 percent of the gross floor area in the development at any time thereafter.

c. The maximum term of any lease or sublease for interim space utilization permitted here shall not exceed five (5) years.

Prior to allowing occupancy of any space within a development site for interim use, the owner or developer shall obtain a certificate of occupancy for that space and submit the following data to the building official:

d. Data verifying compliance with subsections 3.4.a and 3.4.b above.

e. A copy of the lease or sublease agreement which sets forth the term of that lease or sublease.

Any structure located within the district which is constructed and used by the Oregon State System of Higher Education shall be excluded in the computation of gross floor area when calculating the percentage of the development which may be devoted to interim use.

Section 4. Required Reporting. In order to ensure that the primary purpose of the Riverfront SD District is preserved, the owner or developer of property within the district shall submit an annual report to the City Manager or designee which provides data demonstrating that:

4.1 Primary use(s) within a development site complement the research or educational activities of the Oregon State System of Higher Education.

4.2 Accessory and supporting uses do not occupy more than 25 percent of the gross floor area within a development site at any time.

4.3 Product manufacturing carried out in conjunction with a primary use does not exceed the 40-percent limitation of 3.2.b above.

4.4 Interim uses do not occupy more than the specified percentage of the gross floor area within a development site at any time.

In the event there is more than one owner or developer involved in development within the Riverfront Park SD District, the provisions concerning manufacturing, accessory and support uses, and interim uses apply to each discrete development site. Each owner or developer shall submit the required annual report verifying compliance with the provisions of this district.

Failure to submit the annual report required under this section or failure to adhere to the specifications of Sections 2, 3 and 4 above shall constitute a violation subject to the enforcement provisions of Section 9.974 et seq. of the Eugene Code, 1971. Such failure shall also constitute grounds for withholding further building permits and/or certificates of occupancy within a development site until the violation has been remedied.

Section 5. Development Standards. In order to allow an overall development that is consistent with the purpose and intent of the Riverfront SD District as well as its unique location adjacent to the Willamette River and Millrace, the following development standards shall prevail. In the event the development standards provided here conflict with the general standards of Chapter 9 of the Eugene Code, 1971, the standards provided here supersede any conflicting provisions.

5.1 Parking Requirements. The parking requirements for new construction provided here attempt to balance encouragement of use of alternative travel modes with the need for automobile storage; more parking than the minimums specified here may need to be provided. Parking and off-street loading areas shall be designed, laid out, and constructed in accordance with the parking area design, improvements, buffering, and dimensions as specified in Chapter 9 of the Eugene Code, 1971. Required parking shall be determined for each separate occupancy within a building or on a development site. For example, in a combined

industrial and office business, parking shall be required for the industrial use at a ratio of one space per 500 square feet and the office portion at one space per 400 square feet.

Required parking shall be located within 400 feet of structures to be served unless a greater separation is specifically approved through the master development plan approval process. For that portion of the special district located between the Willamette River and the railroad tracks, up to 50 percent of the required parking may be provided north of the Willamette River if approved through the master site plan approval process as outlined in the Section 7 of this Ordinance.

Required parking may be provided through joint use of parking facilities, subject to the requirements of Section 9.590 of the Eugene Code.

Required parking shall be provided at the following ratios, rounded up to the nearest whole number:

- a. Industrial uses - one for each 500 square feet of gross floor area.
- b. Retail uses - one for each 300 square feet of gross floor area.
- c. Office uses - one for each 400 square feet of gross floor area.
- d. University uses - one for each 400 square feet of gross floor area.
- e. Multiple-family dwellings - one for each dwelling unit, plus one guest parking space for each three units.

Bicycle parking: Bicycle spaces must be provided as follows:

- f. Non-residential uses - the minimum number of spaces must equal 15 percent of the number of required automobile spaces.
- g. Multiple-family dwellings - one space per unit.
- h. Locking and cover must be provided for all required spaces.
- i. Required spaces must be located a maximum of two times the distance between building entrances used by automobile occupants and the nearest parking spaces to those entrances.
- j. Each required space must be at least six feet long and two feet wide, with a minimum overhead clearance of six feet.

5.2 Setback Requirements. Development within the Riverfront SD District shall comply with the following setbacks:

a. All structures, parking areas, streets, and access drives shall maintain a minimum setback of 35 feet from the top of the south bank of the Willamette River. Exhibit "A" to this Ordinance is a map indicating the location of the top of the south bank, an enlarged copy of which map is on file with the Planning Department.

b. All structures, parking areas, streets, and access drives shall maintain a minimum setback of 15 feet from the south side of the bicycle path located (or as to be relocated) adjacent to the top of the river bank. If the setback specified here requires a greater distance than the 35 feet specified under Subsection 5.2.a, the greater distance shall be maintained.

c. Solar access shall be provided to at least 60 percent of the following designated areas:

1. The south bank of the Willamette River;
2. The bicycle path located (or as to be relocated) adjacent to the top of the river bank;
3. The Autzen Stadium footbridge protection area defined in Subsection e below; and
4. Active recreation areas defined in the master site plan.

The solar access required here shall be provided at noon from February 21st through October 21st of any year. If building setbacks necessary to ensure this solar access are greater than would otherwise be required, the greater setback shall be required.

d. The Millrace shall be maintained as an open channel through the district with the following setbacks:

1. No structure, street, access drive, or parking area shall be located adjacent to the east Millrace outfall within the area defined by the bicycle path as it existed on May 11, 1987. This area is indicated on Exhibit A hereto.

2. No structure, street, access drive, or parking area shall be located within 15 feet of the top of the banks of the Millrace in all areas within the district except for the area described under Subsection 5.2.d.1 above where a greater setback is required. Except for the east Millrace outfall area described under Subsection 5.2.d.1 above, street or access drive crossings which are needed for circulation may be approved as part of the master development plan.

e. All structures and parking areas shall maintain a setback of 50 feet on both sides of a straight line between the existing pedestrian underpass under the railroad tracks and the Autzen Stadium footbridge to provide visual linkage between the two struc-

tures. This area is indicated on Exhibit A hereto.

f. Multiple-family dwellings shall have interior yards of not less than 10 feet between buildings, without regard as to the location of the property line, or no interior yards required if the buildings abut or have a common wall, except where a utility easement is recorded adjacent to an interior lot line, in which event there shall be an interior yard of no less than the width of the easement.

g. Except as provided above, all structures other than multiple-family dwellings shall have no setback requirements.

Public improvements, including pedestrian and bicycle trails, public plazas, and similar amenities, but excluding roads and parking areas, are exempt from the setback requirements specified above.

5.3 Required Building Separation and Profile Offsets. All buildings located within 75 feet of the top of the south bank of the Willamette River shall observe the following profile and separation requirements:

a. The maximum building profile as seen from end to end of the side(s) facing the river shall not exceed 200 lineal feet in total horizontal length.

b. Any building elevation parallel to the river shall not continue along an uninterrupted, continuous plane for more than 100 feet. For the purpose of this requirement, an uninterrupted, continuous plane is a wall having no variation in exterior surface along its length of more than five (5) feet as measured at a perpendicular line from the plane of the wall.

c. Each building shall be separated by at least 50 feet from an adjoining building, measured parallel to the river.

No building shall have a total horizontal length of more than 300 feet as measured on its longest axis.

5.4. Coverage Requirements. Coverage requirements within the Riverfront SD District shall be as follows:

a. For that portion of a development site allocated for multiple-family residential use, the maximum permitted coverage by buildings and structures shall be 50 percent.

b. For that portion of a development site allocated for all uses other than multiple-family residential, at least 40 percent of that portion of the site to be developed shall be landscaped with living plant materials. Natural areas (e.g., along the Millrace or from the top of the bank along the Willamette River south) may be included in the 40-percent computation. The amount of open space required may be reduced to 30 percent if 40 percent of the

required parking for the development or phase thereof is provided either below grade, at grade but under a structure or in a parking structure.

Public amenities such as plazas, pedestrian and bicycle trails, and similar improvements shall be considered open space when computing coverage.

When computing coverage within the Riverfront SD District, structures owned by the Oregon State System of Higher Education and in existence as of the effective date of this ordinance shall not be included.

5.5 Height Limitation. No portion of a structure located within 75 feet of the top of the south bank of the Willamette River shall exceed 45 feet in height above grade (not to exceed three stories). There is no height limitation for a structure or portion thereof outside the area described above.

5.6. Signs. Signs within the Riverfront SD District shall conform to the provisions of the Pedestrian-Auto Sign District, except for any area located within 200 feet of the centerline of Franklin Boulevard in which area the provisions of the Highway-Oriented Sign District shall apply. No signs facing the river shall be permitted within 75 feet of the top of the south bank of the Willamette River, except identity signs not exceeding 12 square feet in surface area which are not more than five (5) feet above grade if ground-mounted or 10 feet above grade if wall-mounted.

Section 6. Public Facilities. Within the Riverfront SD District, the following standards shall govern installation of improvements which are of benefit to the public and ensure public access:

6.1 A continuous, two-way (Class I) bicycle path shall be provided through the development along the river and at other locations designated in the Eugene Bikeways Master Plan.

6.2 Pedestrian-scale lighting shall be provided along the bicycle paths required above.

6.3 Street lights shall be provided along all public streets within the district.

6.4 Street trees shall be provided along all public streets within the district.

6.5 Setback sidewalks shall be provided along all public streets within the district, unless an alternative pedestrian circulation system of substantial equivalency is specifically approved as part of the master site plan approval process.

6.6 Provision shall be made for security, such as lighting, between any parking areas located outside the boundaries of the district and the development the parking is intended to serve.

6.7 All utilities shall be installed underground unless specifically exempted through the master development plan approval process.

Section 7. Review Procedures. The master site plan for developments proposed within the Riverfront SD District shall be reviewed through the conditional use permit process provided in Chapter 9 of the Eugene Code, 1971. For the purpose of this review, the following criteria shall be applied in lieu of the criteria provided in Sections 9.702 and 9.260 of the Eugene Code, 1971:

7.1 Criteria for All Development.

a. The proposed development shall be consistent with the Metropolitan Area General Plan, Riverfront Park Study, and other applicable policy documents or functional plans.

b. Based on technical analysis (particularly with respect to transportation facilities), planned public facilities shall be shown to accommodate the requirements of the proposed development.

c. The proposed development shall protect visual access from main entry points from Franklin Boulevard to the river/riparian vegetation.

7.2 Criteria for Development Within Greenway Boundaries.

a. Criteria 7.1.a, 7.1.b and 7.1.c above.

b. The height and bulk of the proposed development shall be designed to consider the impacts on public open space, especially the buffer strips along the Willamette River and Millrace, and to adhere to the height limitations specified along the Willamette River. Building setbacks shall be varied to avoid the effect of a continuous wall along the minimum setback line and to adhere to the requirements for protection of designated features (i.e., Millrace and pedestrian linkage to the Autzen Stadium footbridge).

c. To the greatest possible degree, the intensification, change of use, or development will provide the maximum possible landscaped area, open space, or vegetation between the activity and the river.

d. To the maximum extent practicable, the proposed development shall provide for protection and enhancement of the natural vegetative fringe along the Willamette River. This means protection and enhancement of trees and understory characteristic of native vegetation within the riparian strip along the Willamette River. It also means removal, and active management to prevent reintroduction of, disturbance vegetation such as Himalayan blackberries and English ivy. As used here, the riparian strip means the area between the top of the river bank and the water's edge.

e. To the greatest possible degree, necessary and adequate public access will be provided to and along the river by appropriate legal means.

As used in this section, the words "greatest possible degree" are drawn from Statewide Planning Goal 15 (F.3.b.) and are intended to require a balancing of factors so that each of the identified Greenway criteria is protected to the greatest extent possible without precluding the requested use. Goal 15 (C.3.j.) provides that "lands committed to urban uses within the Greenway shall be permitted to continue as urban uses."

7.3 Interpretation. In the event any of the terms used in the Riverfront SD District or the provisions of that district require interpretation, the building official and planning director shall be jointly responsible for such interpretation.

Passed by the City Council this
____ day of _____, 1987

Approved by the Mayor this
____ day of _____, 1987

City Recorder

Mayor

AN ORDINANCE ADOPTING THE RIVERFRONT PARK STUDY; AND DECLARING AN EMERGENCY.

The City Council of the City of Eugene finds that:

A. Based on its determination that development in the Riverfront Park Area (the boundaries of which were identified as the Willamette River on the north, the Ferry Street Bridge on the west, Franklin Boulevard on the south, and the I-5 Bridge on the east), could ultimately play a critical role in diversifying the metropolitan area's economy and provide an unusual opportunity to accommodate development utilizing research activities at the University of Oregon, the Council instituted action on a Riverfront Park Special Area Study in the summer of 1984.

B. The Council appointed a nine member committee comprised of representatives from the Eugene Water & Electric Board, Agripac, the University of Oregon, residents of the area, property owners in the area, the Eugene Chamber of Commerce, the Eugene Planning Commission, and the Eugene City Council to develop a draft Study. The committee completed the Study in the spring of 1985 and published the draft Riverfront Park Study (Study) in April, 1985, which was widely distributed throughout the City (over 500 copies published and circulated).

C. A public hearing on the draft Study was held by the Planning Commission on May 20, 1985 which was attended by approximately 75 persons. Over 20 individuals presented oral testimony, and the record was left open until May 29, 1985 for submission of written testimony.

D. Seven lengthy study sessions were conducted by the Planning Commission after the public hearing to address issues raised concerning the Study. Based on the oral and written testimony received by the Planning Commission and its own discussions and review, on June 24, 1985 the Planning Commission submitted its recommendation to the Council that the Study be adopted, subject to certain modifications.

E. After a walking tour of the primary portion of the site, and a work session with the Planning Commission, the Council conducted a public hearing on the Study and Planning Commission recommendations on July 8, 1985. Ten individuals presented testimony at the hearing, and the record was left open for submission of written comments until July 17, 1985.

F. At its meeting of July 17, 1985 the Council conceptually approved the Study as modified by the Planning Commission's Attachment A thereto, and stated its intent to adopt the Study.

G. Adoption of the Study will necessitate a change in the Eugene-Springfield Metropolitan Area General Plan (Plan) by creation of a new land use designation, and that action was initiated by the Council on July 17, 1985 in conformity with the process described in Chapter IV of that Plan.

H. The Planning Department submitted the Study to the Lane County Board of County Commissioners and the City of Springfield for review and comment in connection with the proposed amendment of the Plan and has satisfactorily responded to their questions or concerns.

I. Findings in support of the adoption of the Study and Plan amendment are set forth in Exhibit A and incorporated herein as though fully set forth. Additional findings and responses to issues raised at the public hearings are set forth in the Study, the memorandum of the Planning Department to the Mayor and City Council of July 8, 1985, the Memorandum of the Eugene Planning Department to Interested Parties dated July 17, 1985, the Memoranda of the Eugene Planning Department to the Board of County Commissioners dated July 23, 1985 and August 12, 1985, and the Memorandum of the Eugene Planning Department to the Mayor and City Council of September 9, 1985 with attachments. All of those findings are adopted and incorporated herein as though fully set forth.

J. A public hearing on adoption of the proposed Study was held before the City Council on September 9, 1985.

K. Based on the above record and findings, the City Council concludes that the proposed Study, as amended, is consistent with the Land Conservation & Development Commission Statewide Land Use Planning Goals, the unamended portion of the Eugene-Springfield Metropolitan Area General Plan (upon adoption of the Plan amendment to be considered contemporaneously herewith), and other applicable plans and policies. Issues of Plan conformity such as regulation of toxic wastes and appropriate height limitations within the Riverfront Park area can and will be addressed in future more specific actions of the City such as adoption of implementing zoning districts, application of those zoning districts to the subject tracts, allowance of development

through site review and conditional use permits, development of general legislation on environmental wastes and other matters, and siting and financing of public improvements on or near the subject tracts. Implementation of the development proposed in the Study may further necessitate action by other affected entities such as amendment and modification of the North Campus Plan by the University of Oregon and the State Board of Higher Education.

NOW, THEREFORE,

THE CITY OF EUGENE DOES ORDAIN AS FOLLOWS:

Section 1. The findings set forth above are adopted, including the findings set forth in the Study and the attachments referred to above and incorporated herein.

Section 2. The Riverfront Park Study as amended is adopted as though fully set forth herein, as a special refinement plan for the area described therein, and upon adoption of the amendment to the Eugene-Springfield Metropolitan Area General Plan being considered contemporaneously herewith, development within its boundaries shall be in conformity with the policies and objectives contained in the Study.

Section 3. If any section, subsection, sentence, clause, phrase, or portion of this Ordinance is for any reason held invalid or unconstitutional by any court of competent jurisdiction, 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 4. That the matters contained herein concern the public welfare and safety. In order for this Ordinance and the contemporaneous amendment to the Eugene-Springfield Metropolitan Area General Plan Ordinance to be considered by the Land Conservation and Development Commission for an amended acknowledgment of compliance at the earliest possible time, it is necessary for this Ordinance to be effective prior to the expiration of thirty days. Therefore, an emergency is hereby declared to exist, and this Ordinance shall be effective immediately upon its passage by the City Council and approval by the Mayor.

Passed by the City Council this
9th day of September, 1985

Mavis R. Allams
DEPUTY ASST. City Recorder

Approved by the Mayor this
9th day of September, 1985

[Signature]
Mayor

Findings

Goal 1. Citizen Involvement

- A. Goal 1 is intended to ensure that citizens have an opportunity, "to be involved in all phases of the planning process."
- B. A nine-member committee, comprised of representation from the University of Oregon (2), the Chamber of Commerce, the Eugene Water and Electric Board, AGRIPAC, property owners in Study Area, residents of the Study Area, the Planning Commission, and the City Council developed the draft Riverfront Park Special Area Study over an approximately eight month period.
- C. Five informational meetings were conducted to provide the community (including residents of the Fairmount and West University neighborhoods and students and faculty of the University of Oregon) information about the draft Riverfront Park Study. A total of about 100 people attended all of these meetings. While these were not public hearings, the Planning Commission was made aware of comments made at these meetings prior to the Commission's more formal public hearing process.
- D. The Metropolitan Area Planning Advisory Committee (MAPAC), the designated citizen advisory committee for the Metropolitan Plan, conducted a review of the proposed Plan amendments on July 24, 1985. The meeting and agenda item were announced in accordance with Oregon's Public Meetings Law.
- E. Public hearings on the draft Study and related amendments to the Metropolitan Plan were conducted by the Eugene Planning Commission on May 20, 1985. At the May 20th hearing, the Commission voted to leave the record open for written comments until May 29, 1985 at 5:00 p.m. Prior to closing the public record, nineteen groups or individuals submitted written testimony for the Commission's consideration.

On July 8, 1985, the Eugene City Council conducted public hearings on the Planning Commission's recommended actions on the draft Riverfront Park Study and related amendments to the Metropolitan General Plan.

- F. On August 13, 1985 the Lane County Planning Commission and Board conducted a joint public hearing on the proposed amendments to the Metropolitan Plan related to the Riverfront Park Study.
- G. On July 24, 1985 the Springfield Planning Commission conducted a public hearing on the proposed amendments to the Metropolitan Plan related to the Riverfront Park Study. On August 5, 1985 the Springfield City Council conducted a public hearing on the Planning Commissions recommendations on related amendments to the Metropolitan Plan.
- H. Notice of meetings of planning commissions and elected officials from all three jurisdictions occurred in accordance with State Law and individual jurisdictional notice requirements.
- I. Citizens of the metropolitan area have had opportunities to be involved in all phases of development and adoption of this Eugene-Springfield Metropolitan Area General Plan amendment and adoption process.

- J. Through the above processes, development of the draft Riverfront Study and related amendment to the Metropolitan Plan have met the intent of Goal 1, Citizen Involvement.

Goal 2. Land Use Planning

- A. Goal 2 establishes a consistent land use planning process throughout the State.
- B. The Metropolitan Plan was adopted by Eugene, Springfield, and Lane County by Ordinance in 1982 as follows:

Eugene - Ordinance No. 18927 (2-8-82)

Springfield - Ordinance No. 5024 (3-1-82)

Lane County - Ordinance No. 856 (2-3-82)

By reference, those adopting ordinances also adopted the working papers which were developed as supporting documents to the Metropolitan Plan.

- C. That portion of the Eugene-Springfield Metropolitan Plan within the urban growth boundary was acknowledged by the Land Conservation and Development Commission (LCDC) in August 1982.
- D. The Metropolitan Plan (page I-4) identifies the role of refinement plans by noting that it is important to augment the General Plan by "more detailed refinement plans, programs and policies."
- E. Fundamental Principle #1, Page II-1 of the Metropolitan Plan identifies it as a long-range policy document providing the framework within which more detailed refinement plans are prepared. In accordance with this principle, to date, Eugene has adopted over fifteen refinement plans and special area studies.
- F. The draft Monitoring Report (Table V-1) for the Metropolitan Plan shows that in 1983 about 1,590 acres of undeveloped light industrial land existed within the acknowledged urban growth boundary. Almost seventy percent (1,110 acres) of land within this category was within the City of Eugene.
- G. The draft Monitoring Report (Table V-1) for the Metropolitan Plan shows that in 1983 Eugene had about 180 acres of undeveloped land designated for commercial use and 460 acres of land identified for medium-density residential use.
- H. With the exception of the Special Light Industrial land use category, land allocations in the acknowledged Metropolitan Plan correspond to anticipated future demand based on employment/population projections. In order to respond to policy direction within the Plan to make efforts to diversify the local economy, about 1,000 acres of Special Light Industrial Land was identified to accommodate future locations of firms involved in high technology activities which also require large tracts of land (see Page II-E-8 of the Metropolitan Plan for discussion of the Special Light Industrial land use designation).

- I. Policy 12, page III-B-5 of the Metropolitan Plan and econometric projections conducted for the City of Eugene by the firm of LeBlanc & Co. (see "Markets & Services In Downtown Eugene", LeBlanc & Co., 1983) both anticipate continued growth of downtown Eugene as an important economic focus of the metropolitan area.
- J. The broad direction established in the draft Study is consistent with the Metropolitan Plan, e.g., local economic diversification, compact urban growth, efficient use of existing public facilities, Willamette Greenway and open space issues. However, recognizing that the "University Research" land use designation proposed on page 6 of the draft Study is inconsistent with the existing Metropolitan Plan diagram, policy A6 of the draft Study requires the City of Eugene to seek an amendment to the Metropolitan Plan to rectify this inconsistency.
- K. The modifications to the Metropolitan Plan which would result from policy 4, page 5 of the draft Riverfront Park Special Study, generally provide for additional land for: 1) activities which are uniquely tied to research occurring at the University of Oregon campus and would benefit from the proximity involved in locating adjacent to the main-campus area; 2) ancillary commercial activities which would primarily service the operations within the Riverfront Park development area; and 3) multiple family housing to accommodate potential demands for employees of firms who wish to live in proximity to their work.
- L. Policy A6 of the draft Riverfront Study directs that the City of Eugene seek an amendment to the Metropolitan Plan to "designate a portion of the property within the Riverfront Park Study area owned by the University of Oregon for 'University/Research' activities".
- M. The University of Oregon owns about 71 acres in the Study area, over half of which is vacant or used for playing fields.
- N. Policy A5(e), as modified by the Planning Commission, ensures that development in the area will primarily be related to University of Oregon activities and programs.
- O. The Riverfront Park Special Area Study requires an amendment to the Metropolitan Plan because of changes in land use designations within the Study area, and these changes are consistent with general direction established for the Eugene-Springfield metropolitan area in the Metropolitan Plan.
- P. Based upon existing Metropolitan Plan policies and these findings, the draft Riverfront Park Special Area Study and the proposed amendment to the Metropolitan General Plan satisfy the requirements of Goal 2, Land Use Planning.

Goals 3. and 4. Agricultural and Forest Lands

- A. Statewide Goals #3 and #4 are directed at preserving and maintaining identified agricultural and forest lands.
- B. Goal #3 generally defines agricultural land as predominantly Class I, II, III and IV soils in western Oregon.

- C. Goal #4 generally defines forest land as: (1) possessing existing or potential commercial timber value; (2) property which provides needed watershed for wildlife and fisheries habitat and recreation; (3) lands where extreme conditions of climate, soil and topography require the maintenance of vegetative cover irrespective of use; (4) other forested lands in urban and agricultural areas which provide urban buffers, wind breaks, wildlife, and fisheries habitat, livestock habitat, scenic corridors and recreation use.
- D. The Metropolitan Plan "Agricultural Land Working Paper and Addendum", October 1981 and "Forest Lands Working Paper", September 1981 inventory agricultural and forest land within the Plan's jurisdictional boundary. Land within the Riverfront area is not identified in this inventory.
- E. The acknowledged Metropolitan Plan defines agricultural land (page II-E-10) and forest land (page II-E-11) as being outside the urban growth boundary.
- F. The Riverfront Park Study area is within the urban growth boundary acknowledged by the LCDC in August 1982.
- G. Based on these findings, the requirements of Goal #3, Agricultural Lands and Goal #4, Forest Lands are satisfied.

Goal 5. Open Spaces, Scenic and Historic Areas and Natural Resources

- A. Goal 5, is intended "To conserve open space and protect natural and scenic resources."
- B. None of the area within the Riverfront Study boundaries was identified in the Metropolitan Plan, "Natural Assets And Constraints Working Paper", 1978 (and addenda) as containing significant Goal 5 related areas.
- C. Environmental analysis conducted as part of the Riverfront Park Study shows that the riparian strip along the banks of the Willamette and isolated stands of trees within the interior of the area are the extent of significant habitat in the Study area.
- D. Policies 2 and 5, page III-E-3 and policy 25, page III-C-10 of the Metropolitan Plan directs protection of natural features in the context of other planning policies.
- E. Policy C2, page 9 of the draft Study identifies the Millrace as an important historic and environmental feature, and directs that development occurring in the Riverfront area maintain or improve visual and pedestrian/bicycle access to it.
- F. Policy C1 of the draft Riverfront Park Special Area Study (as modified by the Planning Commission) directs implementation of an active management program for the riparian strip along the Willamette River and retention of the existing stands of significant trees in the interior of the Study area.
- G. Based on these findings, the draft Riverfront Park Study, the draft Study and the proposed Metropolitan Plan amendment complies with Goal #5, "Open Spaces, Scenic, and Historic Areas, and Natural Resources".

Goal 6. Air, Water and Land Resources Quality

- A. Goal 6 addresses the quality of the State's air, water and land resources.
- B. The Metropolitan Plan "Natural Assets and Constraints Working Paper", 1978 (and addenda), addresses Goal 6 issues.
- C. Policies 20 and 23, page III-C-9 and III-C-10 of the Metropolitan Plan direct development of regulations, plans and programs concerning water quality.
- D. Sections 9.636 through 9.662 of the Eugene Code govern emissions which could impact air, water and land quality. These provisions are applicable City-wide, including the Riverfront Park area.
- E. The Metropolitan area is a portion of the southern Willamette Valley air shed, and its air quality is affected by outside sources.
- F. Development within the metropolitan area influences air quality through the combined effects of point source emissions, entrained road dust, and motor vehicle usage.
- G. Based on these findings, provisions in Eugene's land use code, and policies contained in the Metropolitan General Plan, the development envisioned in draft Riverfront Park Special Area Study and the proposed General Plan amendment can occur while maintaining compliance with Goal 6, Air, Water and Land Resources Quality.

Goal 7. Areas Subject To Natural Disaster and Hazards

- A. Provisions contained in Goal 7 are intended, "To protect life and property from disasters and hazards."
- B. The "Natural Assets and Constraints Working Paper" of the Metropolitan Plan, addresses Goal 7 issues in the metropolitan area.
- C. Map A-1 of the "Natural Assets and Constraints Working Paper" and Map E of the draft Riverfront Park Special Area Study show that portions of the Study area lie within the flood plain.
- D. Metropolitan Plan policies 2 and 3, page III-C-7 directly address development standards in floodway and floodway fringe areas.
- E. Sections 9.604 through 9.607 provide standards for new development in FH, Flood Hazard zoned land and prohibits development in designated floodways along the Willamette River throughout the City.
- F. Existing policies and ordinances, which apply to the Riverfront Park area, as well as other parts of the City, comply with Goal #7. Because the Riverfront Study and the proposed amendment to the Metropolitan Plan will follow these codes and policies, Goal 7, Natural Hazards is satisfied.

Goal 8. Recreational Needs

- A. Goal 8, Recreational Needs, is intended to address "the recreational needs of citizens of the state and visitors."

- B. The adopted diagram for the Eugene-Springfield Metropolitan Area General Plan designates parks and open space areas.
- C. Table 1 of the Working Paper on Parks and Recreation shows that the metropolitan area has an inventory of about 5,020 acres of Regional/Metropolitan Park and Open Space.
- D. Vacant and underdeveloped land within the Riverfront Park Study area comprise about .9% of that inventory.
- E. The Metropolitan Plan Working Paper inventory included only those lands used for park purposes or owned by a general purpose government for future park and open space purposes.
- F. Land within the Riverfront Park Study Area does not fall within these categories and consequently none of the Study area was included in the Metropolitan Plan inventory of park and open space.
- G. Some of the Riverfront Park Study area was designated for open space on the Metropolitan Plan Diagram to reflect its use by the University of Oregon.
- H. In the context of potential redevelopment of University-owned property, policy D2, page 10 of the draft Study require the City to "work with the University of Oregon and developers in financing and developing amenities to serve the Riverfront Park area."
- I. A major east-west bicycle path (the South Bank Trail), which serves recreational as well as transportation needs, passes through the Study area.
- J. Policies B7, page 8 and D4, page 10 of the draft Riverfront Park Special Area Study will require retention of the east-west bicycle facility and direct that it be relocated closer to the river as part of any development in the area.
- K. Based on these findings, the draft Riverfront Study and the proposed Metropolitan Plan amendment comply with requirements of Goal #8, Recreational Needs.

Goal 9. Economy

- A. Goal 9 of the Statewide Goals identifies the need to, "diversify and improve the economy of the state."
- B. The "Economic Working Paper" (1978) and the "Economic - Addendum" (1981) of the Metropolitan Plan describe the area's economy.
- C. The Metropolitan Plan (page III-B-31) establishes the goal of diversifying the local economy.
- D. Policy 17, Page III-B-6 of the Metropolitan Plan provided direction for establishment of "special light industrial sites" to accommodate new "large-scale, campus-type, light manufacturing uses."
- E. The acknowledged Metropolitan Plan identifies seven individual special light industrial sites in the metropolitan area, with a total area of about 1,000 acres.

- F. Industrial sites identified in the Metropolitan Plan are not in proximity to the University of Oregon campus.
- G. Objective 12, Page III-B-4 of the Metropolitan Plan provides direction to accommodate a mixture of office, commercial and industrial uses.
- H. Policy 12, Page III-B-5 directs that efforts be maintained to strengthen the central business districts of Eugene.
- I. Policy 6.0, page 7 of the adopted 1984 Community Goals and Policies document, directs the City of Eugene to work with educational institutions and to coordinate research activities with local efforts to attract firms.
- J. Policy 1.0, page 9 of the Community Goals and Policies document directs that the City support the University of Oregon's efforts in education, research, training, and technology development.
- K. The draft Riverfront Study (page 2) indicates that, "development in the Riverfront Park is intended to play a critical role in the metropolitan area's economy by providing an unusual opportunity to develop an industrial area that supports and utilizes research activities of the University of Oregon." The draft Study also notes that this type of development is envisioned as a critical factor in attracting and forming new industrial activities because of the potential for the exchange of concepts and techniques between University of Oregon researchers and industries which produce and market related technologies.
- L. Map A of the draft Study demonstrates that the Riverfront Park area is adjacent to (across Franklin Boulevard) the main campus of the University of Oregon.
- M. Policy A5(e), and the proposed SD, Special Development District (to be applied to portions of the Study area) direct that development in the Riverfront Park be primarily related to University activities and programs. Discussion under Policy A5(e) emphasizes that general office development should be located in downtown Eugene, and that commercial development occurring in the Riverfront Park is intended to serve the day-to-day needs of employees working in and nearby the development. Consequently the draft Study and proposed implementing mechanisms respond to the goal to diversify the local economy while avoiding conflicts with other community-wide growth policies.
- N. Based on these findings, the policies contained in the draft Riverfront Study, the Study and the proposed amendment to the Metropolitan Plan comply with Goal 9, Economy.

Goal 10. Housing

- A. Goal 10 of the Statewide Goals is directed at providing for the housing needs of the state's citizens.
- B. Objective 3, page III-A-3 of the Metropolitan Plan calls for locating residential development in relation to the availability of employment, commercial services, public utilities and facilities and transportation modes.

- C. Objective 4, Page III-A-3 of the Metropolitan Plan calls for the promotion of generally higher residential densities within the existing urban service area to encourage a compact urban growth form.
- D. Policy 17, page III-A-6 of the Metropolitan Plan encourages a variety of housing in and near the downtown area.
- E. Policy 25, page III-A-6 suggests reducing on-site parking requirements for residential development near the downtown area.
- F. Policy 29, page III-A-7 encourages development of higher density residential development near industrial and commercial centers.
- G. Policy A4, page 5 of the draft Riverfront Park Special Area Study, and standards contained in the proposed Special Development District provide the opportunity for multiple family housing to be included in development of the riverfront area.
- H. Standards in the Riverfront Park Special Development District provide for multiple family housing to be developed: 1) without specifying a density limitation; 2) using the same height limitation that is applied to all development within the district; 3) using setback and coverage standards consistent with medium density residential districts; and 4) using parking standards lower than those required for less centrally-located multiple-family housing.
- I. The Riverfront Park Study Area and the future employment center anticipated there is located within one mile of medium and high density residential development areas surrounding downtown.
- J. Policy 2c, page III-F-5 of the Metropolitan Plan recommends that, in order to address reductions in transportation related energy demands, medium and high density residential development be encouraged within one mile of downtown. Residential development occurring within the Study Area will be located within one mile of the employment and commercial service resources of the downtown area.
- K. Future residential development will have access to the extensive existing bicycle/pedestrian system in the Riverfront Park Study Area.
- L. Based on these findings, the draft Riverfront Study, and the proposed Metropolitan Plan amendment, comply with Goal 10, Housing.

Goal 11. Public Facilities and Services

- A. Goal 11 of the Statewide Goals identifies the need to integrate land use planning with the orderly and efficient provision of public services.
- B. Fundamental Principle 3, page II-1 of the Metropolitan Plan identifies the concept of compact urban growth as one of the basic themes of the document.
- C. Finding 2(d), page II-B-1 of the Metropolitan Plan indicated that compact urban growth results in "more efficient and less costly provision and use of utilities, roads, and public services such as fire protection".

- D. Partially in response to Goal 11, Objective 8, page II-B-3 of the Metropolitan Plan identifies the desirability of encouraging the use of underdeveloped and vacant land where services are available.
- E. Table 1 of the draft Riverfront Study shows that the entire study area encompasses about 148 acres.
- F. The draft Study concludes that the western portion of the study area has been part of the City of Eugene since the 1870's and a full range of urban services is available to the entire study area.
- G. The draft Riverfront Study, and the proposed amendment to the Metropolitan Plan are consistent with the direction established in the Eugene-Springfield Metropolitan Area General Plan, and complies with Goal 11.

Goal 12. Transportation

- A. Goal 12, Transportation is intended to "encourage a safe, convenient and economic transportation system."
- B. The Eugene-Springfield Area 2000 Transportation Plan, the Metropolitan Bikeway Plan and the Transportation Chapter of the Metropolitan Plan address area-wide transportation issues and were considered in the LCDC's decision to acknowledge planning in the metropolitan area as being in compliance with Statewide Goals in 1982.
- C. T-2000 directs that development and transportation improvements be aimed at avoiding Level of Service "E".
- D. T-2000 identifies Franklin Boulevard, which provides access to the Riverfront area, as a major metropolitan-area arterial.
- E. Franklin Boulevard is under the jurisdictional responsibility of the Oregon Department of Transportation (ODOT) and transportation improvements affecting the street are controlled by that agency.
- F. Objective 8, page III-F-4 of the Metropolitan Plan identifies the need to promote land use arrangements which will optimize use of existing and planned transportation facilities.
- G. Policies 1(f) and 6, page III-F-5 of the Metropolitan Plan direct that development and redevelopment which is served by the existing or planned transit system be encouraged and that new development include facilities which will accommodate urban public transit as well as other alternative transportation modes, e.g., bicycles.
- H. The South Bank Bike Path described on page 56 in the Metropolitan Bikeway Master Plan calls for development of an independent bike path to parallel the river bank between Ferry Street Bridge and I-5.
- I. Policy 1(g), page III-F-5 of the Metropolitan Plan directs that pedestrian facilities be developed in conjunction with major activity centers or in conjunction with other modes of travel.
- J. Appendix C of the draft Riverfront Study contains detailed analysis of the level of development which could be accommodated (based on a theoretical

land use mix) in conjunction with various levels of alternative transportation mode usage (including transit, bicycle, pedestrian, and carpool), while avoiding Level of Service "E" on Franklin Boulevard.

- K. Appendix C of the draft Study contains a detailed analysis of capital improvements for street improvements and major pedestrian crossing of Franklin Boulevard, and transit which would be involved in accommodating the maximum theoretical land use mix.
- L. Criteria 2 of the SD, Special Development District, as proposed by the Planning Commission, directs that approval of a proposed development include demonstration that, "Based on technical analysis (particularly with respect to transportation facilities), planned public facilities can be shown to accommodate the requirements of the proposed development".
- M. Policy B1, page 6 of the draft Study directs that the City of Eugene work with the Oregon Department of Transportation and Southern Pacific Railroad to increase the number of access points to undeveloped property within the Study area.
- N. Policy B2, page 7 of the draft Study directs that the City of Eugene work with Lane Transit District, the University of Oregon, and employers in the Riverfront area to maximize the use of alternate modes of transportation.
- O. Policy B3, page 7 of the draft Study directs that "The City of Eugene use its Capital Improvement Programming process to identify projects, their implementation schedules, and anticipated sources needed to provide transportation facilities to service development in the Riverfront Study Area.
- P. Policy B4, page 7 of the draft Study directs the City of Eugene to "pursue construction of projects intended, by design and timing, to avoid Level of Service "E" in the Franklin Boulevard corridor".
- Q. Policy B7 of the draft Study directs that the City of Eugene, in cooperation with developers and the University of Oregon, develop a comprehensive plan for an internal bicycle system within new development in the Riverfront Park.
- R. The draft Study and proposed General Plan amendment complies with Goal 12, Transportation because: 1) emphasis is placed on encouraging and providing facilities for alternative modes of transportation; 2) direction is provided to avoid Level of Service "E" on Franklin Boulevard; and 3) direction is established to expand the bicycle system in the development area.

13. Goal 13. Energy Conservation

- A. Goal 13 of the Statewide Goals directs that "land and uses developed on the land shall be managed and controlled so as to maximize conservation of all forms of energy, based upon sound economic principles".
- B. Fundamental Principle #3, Page II-1 of the Metropolitan Plan requires that urban development occur in a compact configuration within the urban service area.

- C. Goal 1, page II-B-2 of the Metropolitan Plan addresses growth management and the urban service area, calling for the efficient use of urban lands.
- D. Objective 8, page II-B-3 of the Metropolitan Plan encourages development of vacant, underdeveloped and redevelopable land where services are available and some public expenditures have already been made.
- E. Objective 8, page III-F-4 of the Metropolitan Plan directs the city to promote land use arrangements which will optimize use of existing and planned transportation facilities and services and which will provide choices in using alternative transportation modes.
- F. Policy #2, Page III-F-5 of the Metropolitan Plan contains recommendations aimed at reducing transportation energy demand and increasing opportunities for use of alternative modes, including:
 - a) medium and high density residential development within a mile of downtown Eugene;
 - b) encouraging existing employment centers to grow and diversify by concentrating new commercial, governmental and light industrial uses in them;
 - c) encouraging medium and high density residential development within one-half mile of existing and future employment centers;
 - d) encouraging development and redevelopment in designated areas which are relatively well served by the existing or planned urban public transit system.
- G. Policy #13, page III-J-6 of the Metropolitan Plan encourages cooperation and communication between citizens, utilities, and local governments, concerning energy-related issues.
- H. Policies B6 and B7 page 8 of the draft Riverfront Park Special Area Study recognize the area's proximity to existing alternative transportation facilities, particularly the riverfront bike path system, existing bicycle-pedestrian bridge and railroad underpass.
- I. Policy B2 of the draft Study calls for a significant effort to incorporate transit facilities and improvements into future development plans for the area.
- J. Cost estimates for planned public improvements to meet transit needs in the study area are included in Appendix C of the draft Study and identified as a component in financial planning for the area.
- K. The Special Development District, which is part of the draft Study, requires that analysis be conducted to determine if planned public facilities can accommodate the requirements of the proposed development.
- L. Policies contained in the draft Riverfront Special Area Study call for an intensity of development that will make the most efficient use of the site, while recognizing environmental and open space needs of the area.
- M. Policy A4 and development standards contained in the Planning Commission's proposed SD, Special Development District, provide for a

mixture of uses (including commercial and multiple family housing) to occur as part of an overall development.

- N. Policy E2 in the draft Riverfront Park Special Area Study provide direction for cooperative work by the University of Oregon, Eugene Water and Electric Board and the City of Eugene on actions to improve the efficiency of the two steam plants located in the study area.
- O. In their discussion of alternative sites for University Research, the Eugene Planning Commission concluded that the Riverfront Park Study Area is well-located between the University of Oregon and downtown Eugene to provide an energy-efficient land use relationship for University-related research and related services.
- P. Objective 6, page III-F-4 of the Metropolitan Plan provides direction to "Improve the efficiency of energy use resulting from transportation demands.
- Q. Because of the Riverfront Park's proximity to other major activity centers, and the opportunity to achieve an integrated mixture of land use, the draft Study and proposed Plan amendment are consistent with existing direction contained in the Metropolitan Plan and comply with Goal 13, Energy Conservation.

Goal 14. Urbanization

- A. Goal 14, Urbanization contains direction "To provide for an orderly and efficient transition from rural to urban land use", and provides direction concerning establishment of urban growth boundaries.
- B. The Metropolitan Plan Diagram establishes the urban growth boundary which was acknowledged as complying with Statewide Goals by the LCDC in 1982.
- C. Page 13 of the draft Study notes that the western portion of the Study area was part of the original incorporation of the City of Eugene, while the eastern portion was annexed to Eugene in the 1920's.
- D. The Metropolitan Plan Diagram establishes that the Study area is within the acknowledged urban growth boundary.
- E. Goal 14, Urbanization is not applicable.

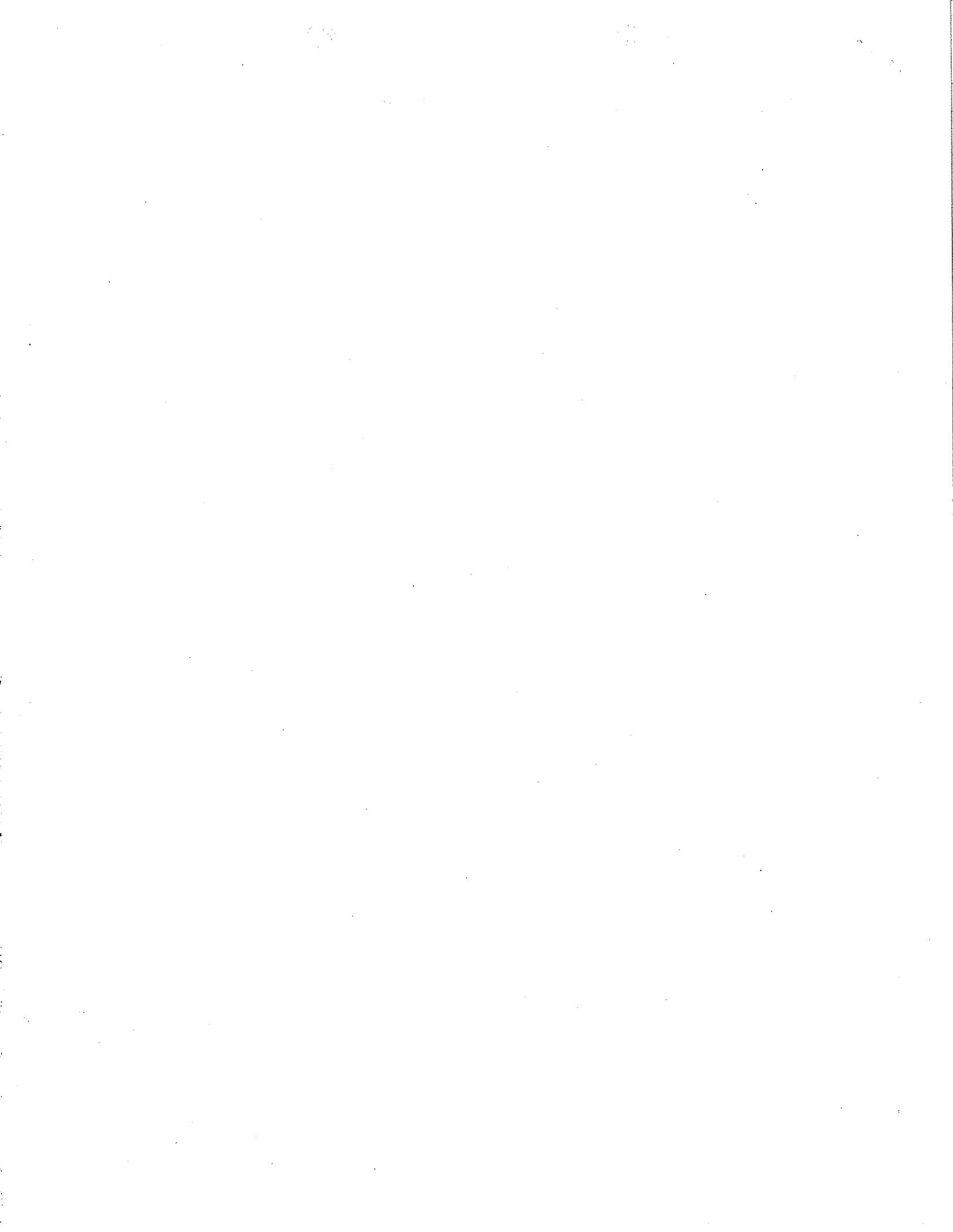
Goal 15. Willamette Greenway

- A. In urban areas, Goal 15 is intended to provide criteria within which development can occur consistent with the purpose of the Willamette Greenway.
- B. Goal 15 directs that use management strategies be developed for property within the Greenway Boundaries.
- C. Goal 15 directs that review of intensified uses in Greenway Boundaries include findings that to the greatest degree possible, the development provide: 1) the maximum amount of open space, vegetation or landscaped area between the activity and the river; and 2) necessary public access to and along the river by appropriate legal means.

- D. Policy 9, page III-D-4 provides for specific use management considerations and requirements of Goal 15, "Willamette Greenway," to be included in local refinement plans.
- E. Policy 10, page III-D-4 of the Metropolitan Plan directs that local and state governments continue to provide adequate public access to the Willamette River.
- F. Policy 5, page III-D-4 of the Metropolitan Plan directs that uses locating along river corridors be compatible with the natural, scenic and environmental qualities of those water features.
- G. Policy 9, page III-D-4 of the Metropolitan Plan provides the ability of local refinement plans and implementing ordinances to address specific management and use considerations.
- H. Section 9.260 of the Eugene Code provides local interpretation of Goal 15 and contains criteria which development occurring within Greenway boundaries must meet.
- I. Map A shows that in the area being proposed for diagrammatic change, the southern Greenway Boundary is located along the Millrace.
- J. Policies C1, C2, C3, C4, D2 (pages 9 and 10) of the draft Study, and the proposed Special Development District all contain provisions which address use management considerations.
- K. Policy D4, page 10 of the draft Riverfront Study addresses public access by requiring that in the context of any development occurring in the Riverfront area, the existing bike-pedestrian path be relocated closer to the river.
- L. Policy C4 of the draft Study directs that development in the Riverfront Park, when possible, maintain and enhance public access to the river.
- M. Policy C1 (as modified by the Planning Commission) addresses public access by establishing: 1) minimum setbacks of thirty feet; 2) two areas of deeper setbacks which will accommodate intensive public use, i.e., around the Autzen Bike Bridge and the east Millrace outfall; and 3) by acknowledging that certain public access improvements could extend to the river through the riparian strip.
- N. An environmental analysis conducted as part of the Riverfront Study identifies the existing riparian strip along the riverbank as the most significant environmental asset in the area.
- O. Policy C1, page 8 of the draft Study (as modified by the Planning Commission) directs that the riparian strip along the river be protected, and identifies development and implementation of a management plan as a method of achieving this objective.
- P. The SD, Special Development District (as proposed by the Planning Commission) requires that: 1) development in the Greenway comply with the policies contained in the Metropolitan Plan, the Riverfront Study and other applicable plans; and 2) land within the Willamette Greenway Boundaries comply with applicable criteria contained in Chapter 9 of the Eugene Code.

Q. Based on these findings, the draft Riverfront Study and the proposed amendment to the Metropolitan General Plan comply with Goal 15, Willamette Greenway.

pljfmelc



COUNCIL ORDINANCE NUMBER 20460

COUNCIL BILL NUMBER 5031

AN ORDINANCE CONCERNING THE WALNUT STATION MIXED USE CENTER; AMENDING THE EUGENE-SPRINGFIELD METROPOLITAN AREA GENERAL PLAN LAND USE DIAGRAM; ADOPTING THE WALNUT STATION REFINEMENT PLAN; AMENDING THE FAIRMOUNT/UNIVERSITY OF OREGON SPECIAL AREA STUDY; AMENDING THE RIVERFRONT PARK STUDY; REZONING PROPERTY; AMENDING SECTIONS 9.1030, 9.2682, 9.5750, 9.6750, 9.7007, 9.7055, 9.7205, 9.7230, 9.8010, 9.8030, 9.8680, 9.8865 AND 9.9570 OF THE EUGENE CODE, 1971; RENUMBERING SECTIONS 9.8110 AND 9.8113 OF THAT CODE TO SECTIONS 9.8007 AND 9.8009 RESPECTIVELY; ADDING SECTIONS 9.3950, 9.3955, 9.3960, 9.3965, 9.3970, 9.3975, 9.3980, 9.8110, 9.8111, 9.8112, 9.8113, 9.8114 AND 9.9655 TO THAT CODE; ADOPTING SPECIAL SETBACKS FOR A SEGMENT OF FRANKLIN BOULEVARD; AND ADOPTING A SEVERABILITY CLAUSE.

ADOPTED: July 12, 2010

SIGNED: July 14, 2010

PASSED: 8:0

REJECTED:

OPPOSED:

ABSENT:

EFFECTIVE: August 14, 2010

ORDINANCE NO. 20460

AN ORDINANCE CONCERNING THE WALNUT STATION MIXED USE CENTER; AMENDING THE EUGENE-SPRINGFIELD METROPOLITAN AREA GENERAL PLAN LAND USE DIAGRAM; ADOPTING THE WALNUT STATION REFINEMENT PLAN; AMENDING THE FAIRMOUNT/UNIVERSITY OF OREGON SPECIAL AREA STUDY; AMENDING THE RIVERFRONT PARK STUDY; REZONING PROPERTY; AMENDING SECTIONS 9.1030, 9.2682, 9.5750, 9.6750, 9.7007, 9.7055, 9.7205, 9.7230, 9.8010, 9.8030, 9.8680, 9.8865 AND 9.9570 OF THE EUGENE CODE, 1971; RENUMBERING SECTIONS 9.8110 AND 9.8113 OF THAT CODE TO SECTIONS 9.8007 AND 9.8009 RESPECTIVELY; ADDING SECTIONS 9.3950, 9.3955, 9.3960, 9.3965, 9.3970, 9.3975, 9.3980, 9.8110, 9.8111, 9.8112, 9.8113, 9.8114 AND 9.9655 TO THAT CODE; ADOPTING SPECIAL SETBACKS FOR A SEGMENT OF FRANKLIN BOULEVARD; AND ADOPTING A SEVERABILITY CLAUSE.

THE CITY OF EUGENE DOES ORDAIN AS FOLLOWS:

Section 1. The Eugene-Springfield Metropolitan Area General Plan (Metro Plan) Land Use Diagram is amended to remove the current Metro Plan designations from the properties identified on Exhibit A "Walnut Station Metro Plan Designations and Zoning Table" attached hereto and to replace those designations with the Commercial designation, as reflected on Exhibit A attached to this Ordinance. The Metro Plan diagram is further amended to add both the Nodal Development Overlay designation and the Mixed Uses Overlay designation to those properties as shown on Exhibit B "Walnut Station Metro Plan Diagram Amendment" attached to this Ordinance.

Section 2. The Walnut Station Specific Area Plan, a copy of which is attached to this Ordinance as Exhibit C, is adopted as a refinement of the Eugene-Springfield Metropolitan Area General Plan.

Section 3. The Fairmount/University of Oregon Special Area Study, as amended by Ordinance No. 20312, is further amended as follows:

(a) The following paragraph is added to the end of the "Introduction to the Plan Area" subsection of Section I ("Introduction, Overview, and Goals"):

The Walnut Station Specific Area Plan adopted in 2010 incorporated some areas that

were originally included in the Fairmount/University of Oregon Special Area Study boundaries. With that 2010 adoption, the City Council removed the Walnut Station area from the Fairmount/University of Oregon Special Area Study boundaries. The Walnut Station area removed from the Fairmount/University of Oregon Special Area Study boundaries is that area located on the south side of East 15th Avenue north to Franklin Boulevard and on the west side of Villard Street east to the terminus of East 15th Avenue and the eastern boundary of the property owned by ODOT (Map 17-03-33-31, Tax Lot 1500). In adopting the refinement plan and special area zone for the Walnut Station area, the City Council removed from this Fairmount/University of Oregon Special Area Study those policies that were specific to the Walnut Station area. Where those policies still had importance to the Walnut Station area, they were incorporated into the Walnut Station Specific Area Plan and/or implemented through the Eugene Code provisions applicable within the Walnut Station Special Area Zone. The background information and findings contained in the Fairmount/University of Oregon Special Area Study that pertain to the Walnut Station area provide important context and history of the planning process for the neighborhood and, although the Fairmount/University of Oregon Special Area Study area no longer includes the Walnut Station area, some references to the entire original study area remain in this Fairmount/University of Oregon Special Area Study.

(b) The following paragraphs are added to the end of "The Planning Process" subsection of Section I ("Introduction, Overview and Goals"):

In May 2005, the City of Eugene, in cooperation with the University of Oregon and the State of Oregon, initiated a planning process for an area along Franklin Boulevard known as "Walnut Station" which included the area between Franklin Boulevard and East 15th Avenue that had been studied as part of the Fairmount/University of Oregon Special Area Study. The first phase of the Walnut Station project focused on developing a common vision for that study area. The second phase of the Walnut Station project began in October 2006 and focused on development of a mixed use development plan (also known as a specific area plan). The Walnut Station Specific Area Plan was adopted in 2010 and included strategies for the area based on the foundation laid out in the visioning process which included:

- Redesign of Franklin Boulevard to support the pedestrian and transit-friendly mixed use development concept;
- Improvements to the pedestrian and bicycle circulation systems;
- Redesign of side streets to improve operations, parking capacity and appearance of the other streets within the study area;
- Identification of appropriate development patterns and intensities of development within the area.

With the adoption of the Walnut Station Specific Area Plan, the City Council removed from the Fairmount/University of Oregon Special Area Study most of the area north of East 15th Avenue. The Land Use Diagram (Map 6) reflects the Fairmount/University of Oregon Special Area Study boundaries after the removal of Walnut Station area's Commercial, Office and Low or Medium Residential areas.

In moving these properties from the Fairmount/University of Oregon Special Area Study to the Walnut Station Specific Plan and Special Area Zone, careful consideration was given to the Metro Plan Diagram as refined by the Fairmount/University of Oregon

Special Area Study and to the zoning conditions at that time. As East 15th Avenue acts as a transition from primarily commercial zoning and uses, special emphasis was placed on East 15th Avenue as a transition edge. Development standards adopted for the Walnut Station Special Area Zone include a height step-down to three stories along East 15th Avenue, and an increased setback from 0 to 10' to match residential properties across the street and design standards were included to provide a residential scale. Policies relevant to these properties were also included in the Walnut Station Specific Area Plan.

(c) The following sentence is added to the fourth paragraph under the "Introduction" subsection of Section II ("Land Use"):

In 2010, a portion of the area originally included in the Fairmount/University of Oregon Special Area Study between Franklin Boulevard and East 15th Avenue (the Walnut Station area) was removed from the boundaries of the Study because that area was included in a new refinement plan and special area zone.

(d) Policy No. 2 under the "General Policies" subsection of Section II ("Land Use") is amended to provide:

2. With the exception of 1) the "Institutional Area" ("I" on the Land Use Diagram), and 2) the Limited High Density Residential/ Limited Institutional Area ("LHDR/LI" on the Land Use Diagram), non-residential zoning shall not be expanded in the study area.

(e) Policy No. 3 under the "General Policies" subsection of Section II ("Land Use") is amended to provide:

3. With the exception of University lands designated as "Institutional" or "Limited High Density Residential/Limited Institutional", zone changes to increase residential density or commercial intensity are not supported by this plan.

(f) Policy No. 1 under "The Core Residential Area" subsection of Section II ("Land Use") is amended to provide:

1. With the exception of 1) the "Institutional Area" ("I" on the Land Use Diagram); and 2) the Limited High Density Residential/ Limited Institutional Area ("LHDR/LI" on the Land Use Diagram), non-residential zoning shall not be expanded in the study area.

(g) Policy No. 2 under "The Core Residential Area" subsection of Section II ("Land Use") is amended to provide:

2. With the exception of University lands designated as "Institutional" or "Limited High Density Residential/Limited Institutional", zone changes to increase residential density or commercial intensity are not supported by this plan.

(h) Policy Nos. 1 and No. 2 under "The Franklin Boulevard Community Commercial Strip" subsection of Section II ("Land Use") and the "Policies" heading under that subsection are deleted.

(i) Policy No. 1 under "The 19th and Agate Neighborhood Commercial Development" subsection of Section II ("Land Use") is amended to provide:

1. With the exception of 1) the "Institutional Area" ("I" on the Land Use Diagram), and 2) the Limited High Density Residential/ Limited Institutional Area ("LHDR/LI" on the Land Use Diagram), non-residential zoning shall not be expanded in the study area.

(j) Policy Nos. 1 and No. 2 under "The Oregon Department of Transportation Lands" subsection of Section II ("Land Use") and the "Policies" heading under that subsection are deleted.

(k) The "Land Use Diagram Text" subsection of Section II "Land Use" is amended to delete the "Low- or Medium-Density Residential (L/M)" and "Professional /Office (S)" headings and the text under those headings and to revise the text under the "Commercial (C)" heading as follows:

Commercial (C)

There are two commercial areas within the special study area: a commercial area west of Villard at East 13th Avenue that is developed with an arena and a Community Commercial node at 19th Avenue and Agate Street. No further expansion of commercial zoning shall occur in either area.

(l) Policy Nos. 1 and No. 3 under the "Traffic Circulation" subsection of Section III ("Transportation and Parking") are deleted and the remaining policies are renumbered accordingly.

(m) Policy Nos. 1 and No. 2 under the "Bicycle and Pedestrians" subsection of Section III ("Transportation and Parking") are deleted and the remaining policies are renumbered accordingly.

(n) Map 3 "Land Use Study Areas," Map 4 "Generalized Existing Land Use" and Map 6 "Land Use Diagram" are revised to remove the Walnut Station area from those Maps as shown on Exhibits D-1, D-2 and D-3, attached to this Ordinance.

(o) The "Summary of Policies" section is deleted in its entirety and removed from the Table of Contents.

Section 4. The Riverfront Park Study is amended as follows:

(a) Policy No. 1 under the "Land Use" subsection of Section II ("Policies") is amended to provide:

The City of Eugene shall apply the Special Development District to property under University ownership except for property included in the boundaries of the Walnut Station Specific Area Plan boundaries.

(b) Policy No. 2 under the "Land Use" subsection of Section II ("Policies") is amended to provide:

The City of Eugene shall consider Special District zoning for other properties within the Riverfront Park Study area only at the request of affected property owners except for property included in the Walnut Station Specific Area Plan boundaries.

Section 5. The Eugene Zoning Map is amended to remove the current zones from the properties identified on Exhibit A attached hereto and to replace those zones with the S-WS Walnut Station Special Area Zone, as reflected on Exhibit A attached to this Ordinance.

Section 6. The Eugene Overlay Zone Map is amended to remove the /SR Overlay Zone from tax lot 17-03-33-32-04900 as reflected on Exhibit A. All other currently applicable overlay zones shall remain in place, as reflected on Exhibit A.

Section 7. Section 9.1030 of the Eugene Code, 1971, is amended by adding the following entry in alphabetical order to the Table 9.1030 Special Area Zone listing:

9.1030 Establishment and List of Zones. The zones listed in Table 9.1030 Zones are established as follows:

Table 9.1030 Zones		
Broad Zone Category	Zone	
Special	S-WS	Walnut Station Special Area Zone

Section 8. The Caption and Sections 9.3950, 9.3955, 9.3960, 9.3965, 9.3970, 9.3975 and 9.3980 are added to the Eugene Code, 1971, as set forth on Exhibit E “S-WS Walnut Station Special Area Zone,” attached to this Ordinance.

Section 9. Subsections (4), (5), (6)(c)2., (7)(b) and (7)(d) of Section 9.5750 of the Eugene Code, 1971, are amended to provide:

9.5750 Telecommunication Devices-Siting Requirements and Procedures.

(4) Collocation of Antennas on Existing Buildings, Light or Utility Poles, and Water Towers. In addition to collocation on a transmission tower, an antenna may be collocated on existing buildings, light or utility poles, and water towers.

(a) **Permitted Use.** Such collocation on a building, light or utility pole, or water tower, shall be considered an outright permitted use provided that the antennas and ancillary facilities comply with the standards contained in EC 9.5750 Telecommunications Devices-Siting Requirements and Procedures, the color of the antennas blends in with the existing structure and surroundings, and one of the following is met:

1. The property is zoned PL, C-2, C-3, C-4, R-4, I-1, I-2, I-3, or S-WS and the antennas do not exceed the height limitation of the zone;
or
2. The property is zoned AG, R-1, R-2, R-3, C-1, GO, S (except as

provided in 1., above), H, or PRO, and the antennas extend no more than 18 feet above, and project no more than 2 feet horizontally away from the existing structure.

- (b) Site Review. Such collocation on a building, light or utility pole, or water tower shall be subject to site review approval provided that the antennas and ancillary facilities comply with the standards contained in EC 9.5750 Telecommunications Devices-Siting Requirements and Procedures, the color of the antennas blend in with the existing structure and surroundings, and:
 - 1. The property is zoned AG, R-1, R-2, R-3, C-1, GO, S (other than S-WS), H, or PRO, and the antennas extend more than 18 feet above, or project more than 2 feet horizontally away from the existing structure.
 - (c) Conditional Use Permit. In all cases other than those listed in subparagraphs (a) and (b), such collocation shall require a conditional use permit. No exceptions to the standards contained in EC 9.5750 Telecommunications Devices-Siting Requirements and Procedures shall be permitted except as authorized by subsection (9) of this section. In no event shall a conditional use permit authorize a tower or antennas to exceed the height limitation for a zone as established by Chapter 9 except as provided for in this section.
- (5) Construction of Transmission Tower.** Construction of a transmission tower, or a modification of an existing transmission tower to increase its height, shall be allowed as follows:
- (a) Permitted Use.
 - 1. Such construction or modification shall be considered an outright permitted use in the C-4, I-1, I-2 and I-3 zone.
 - 2. Modification to increase the height of an existing transmission tower shall be considered an outright permitted use in all other zones if the city approved an increase in tower height, as part of a prior land use process authorizing the transmission tower. The increase in height allowed under this paragraph shall be limited to the specific height authorized in the prior land use process.
 - (b) Site Review. Such construction shall require site review approval in the PL, C-2, C-3, and S-WS zones.
 - (c) Conditional Use Permit. Such construction shall require a conditional use permit in the R-1, C-1, S (other than S-WS) and GO zones.
 - (d) Prohibited Zones and Locations. No new transmission tower shall be permitted in any zones not included in subparagraphs (a) to (c) above, including the AG, R-2, R-3, R-4, H, NR, and PRO zones; or in the Willamette Greenway, on Gillespie Butte above the elevation of 450 feet, on the ridgeline as defined in the South Hills Study or on Judkins Point.
- (6) Application Requirements.**
- (c) Site Review and Conditional Use Permit Applications. In addition to the application requirements specified in paragraph (b) above, applications for site review or conditional use permits also shall include the following information:
 - 2. Documentation that alternative sites within a radius of at least 2000 feet have been considered and have been determined to be technologically unfeasible or unavailable. For site reviews,

alternative sites zoned C-4, I-1, I-2, and I-3 must be considered. For conditional use permits, alternative sites zoned PL, C-2, C-3, C-4, I-1, I-2, I-3 and S-WS must be considered.

(7) **Standards for Transmission Towers and Antennas.** Installation, construction or modification of all transmission towers and antennas shall comply with the following standards, unless a variance is obtained pursuant to the provisions of subsection (9) of this section:

(b) **Height Limitation:** Transmission tower heights shall be governed by this section except as provided for below. No transmission tower shall exceed the maximum heights provided below. In no case shall a variance be granted from the limitations of subparagraphs (1) through (4) below.

1. In any zones, no transmission tower shall exceed the height limitations established for buildings and structures in the specified areas surrounding Skinner Butte contained in EC 9.6715 Height Limitation Areas of this land use code to protect views to and from Skinner Butte.
2. In any zone within the area east of Willagillespie Road, south of Cal Young Road, west of Oakway Road, and north of Southwood Lane and Country Club Road, no transmission tower shall exceed 75 feet in height to protect views to and from Gillespie Butte.
3. If located within a PL, C-2, C-3, C-4, R-4, I-1, I-2, I-3 or S-WS zone, the height limitation for that zone shall apply.
4. If located within a C-1, S (other than S-WS) or GO zone, the maximum height of a transmission tower, including antennas, is 100 feet.
5. If located within an R-1 zone, the maximum height of a transmission tower, including antennas, is 75 feet, unless a variance is granted pursuant to the provisions of subsection (9) of this section. In no event shall a variance be granted to construct such a tower in excess of 100 feet.

(d) **Setback.** The following setbacks from adjacent property lines and adjacent streets shall be required unless a variance is granted pursuant to the provisions of subsection (9) of this section:

1. If located within a PL, S, C-2, C-3, C-4, I-1, I-2, I-3 or S-WS zone, no setback from adjacent property lines shall be required beyond that required by this land use code or the provisions applicable to the S zone.
2. If located within an R-1, C-1, or GO zone, the transmission tower shall be set back from adjacent property lines a minimum number of feet that is equal to the height of the transmission tower.
3. In the R-1, PL, C-1 and GO zones, transmission towers shall be set back from adjacent public street(s) a minimum number of feet that is equal to the height of the tower. In all other zones, the setback from adjacent public streets shall be a minimum of 25 feet.

Section 10. Subsection (2) of Section 9.6750 of the Eugene Code, 1971, is amended by adding a new subsection (d) to provide:

9.6750 Special Setback Standards.

(2) Special Setback for Streets.

(d) Notwithstanding subsections (a)-(c), above, special setbacks for the segment of Franklin Boulevard shown on Map 9.3970(3)(d) (S-WS Walnut Special Area Zone Franklin Boulevard Special Setback Boundaries) are those lines established by Exhibit G to Ordinance No. 20460. (See EC 9.3970(3)(d).)

Section 11. Subsection (1) of Section 9.7007 of the Eugene Code, 1971, is amended to provide:

9.7007 Neighborhood/Applicant Meetings.

- (1) This section applies to the following types of land use applications:
 - (a) Type II: 3-lot partitions, tentative subdivisions, tentative cluster subdivisions and design reviews;
 - (b) Type III: Only conditional use permits and tentative planned unit developments;
 - (c) Type IV applications that are not city-initiated;
 - (d) Metro Plan amendments that are not city-initiated.

Section 12. Section 9.7055 of the Eugene Code, 1971, is amended by adding the following entries in alphabetical order to Table 9.7055 to provide:

9.7055 Applications and Review Authorities. Table 9.7055 Applications and Review Authorities, lists applications and the typical review authorities for the decision and the appeal of the decision. To accommodate a request for concurrent review, the city may instead review multiple applications according to the highest applicable type.

Table 9.7055 Applications and Review Authorities						
R = Recommendation, D = Decision Maker, A = Appeal Review Authority						
Application	Type	Planning Director	Hearings Official	Historic Review Board	Planning Commission	City Council
Design Review	II	D	A			
Design Review, Modification	II	D	A			

Section 13. Section 9.7205 of the Eugene Code, 1971, is revised by amending the entry for “Conditional Use Permit, Modification” and adding entries for “Design Review” and “Design Review, Modification” in alphabetical order to Table 9.7205 to provide:

9.7205 Type II Application Requirements and Criteria Reference. The following applications are typically reviewed under the Type II review process according to the requirements and criteria set forth for each application as reflected in the beginning reference column in Table 9.7205. To accommodate a request for concurrent review, the city may instead review multiple applications according to the highest

applicable type.

Table 9.7205 Type II Application Requirements and Criteria	
Type II Applications	Beginning Reference
Conditional Use Permit, Modification	EC 9.8007
Design Review	EC 9.8110
Design Review, Modification	EC 9.8114

Section 14. Section 9.7230 of the Eugene Code, 1971, is amended by adding the following entries in alphabetical order to Table 9.7230 to provide:

9.7230 Expiration.

(1) The planning director's approval of an application shall expire in 12 months, 18 months, or 36 months from the effective date of approval, depending upon the type of land use application as specified in Table 9.7230 Expiration of Type II Application Approvals, or as provided in subsections (2) through (9) of this section. If an application approval has expired according to any of the conditions stated in subsections (2) through (9), the original application approval is revoked and a new application must be filed.

Table 9.7230 Expiration of Type II Application Approvals			
Application	12 months	18 months	36 months
Design Review			X
Design Review, Modification			X

Section 15. Sections 9.8110 and 9.8009 of the Eugene Code, 1971, are renumbered to Sections 9.8007 and 9.8009, respectively, and all references to those sections, including but not limited to the reference in EC 9.2682, are hereby updated to reflect this renumbering.

Section 16. EC "Map 9.8010 Adopted Plans" and its legend are amended as shown on Exhibit F attached hereto and Table 9.8010 in Section 9.8010 of the Eugene Code, 1971, is amended to provide:

9.8010 List of Adopted Plans. The documents listed in the following Table 9.8010, including any adopted amendments, are the currently effective adopted plans that may be applicable to a particular land use application. The plans and adopted policies are more particularly set forth beginning at EC 9.9500, and the boundaries for each are depicted on Map 9.8010 Adopted Plans.

Table 9.8010 List of Adopted Plans	
Bethel-Danebo Refinement Plan (Phase II)	Riverfront Park Study
Bethel-Danebo Refinement Plan	South Hills Study
Comprehensive Stormwater Management Plan	South Willamette Subarea Study

Table 9.8010 List of Adopted Plans	
Eugene Commercial Lands Study	TransPlan (Metro Area Transportation Plan)
Eugene Downtown Plan	Walnut Station Specific Area Plan
Eugene-Springfield Metropolitan Area General Plan (Metro Plan)	West University Refinement Plan
Fairmount/U of O Special Area Study	Westside Neighborhood Plan
Jefferson/Far West Refinement Plan	Whiteaker Plan
Laurel Hill Neighborhood Plan	Willakenzie Area Plan
19 th and Agate Special Area Study	Willow Creek Special Area Study
River Road-Santa Clara Urban Facilities Plan	
Resolution No. 3862 Adopting the West 11 th Commercial Land Use Policy and Refining the Eugene-Springfield Metropolitan Area General Plan (Adopted June 13, 1984)	Resolution No. 3885 Establishing Areas for the Application of C-4 Commercial-Industrial District Zoning, and Amending Resolution No. 3862 (Adopted on November 13, 1984)

Section 17. Section 9.8030 of the Eugene Code, 1971, is amended by adding a new subsection (29) to provide:

9.8030 **Adjustment Review - Approval Criteria.** The planning director shall approve, conditionally approve, or deny an adjustment review application. Approval or conditional approval shall be based on compliance with the following applicable criteria.

(29) S-WS Walnut Station Special Area Zone Off-Street Parking Spaces Adjustment. An adjustment allowing a 25 percent reduction in the minimum required off-street parking spaces pursuant to EC 9.3970(4)(a), if the applicant demonstrates that a proposed Transportation Demand Management (TDM) Program approved by the city contains strategies for reducing vehicle use and parking demand generated by the development and establishes benchmarks by which the program's effectiveness will be measured annually.

Section 18. The following heading and Sections 9.8110, 9.8111, 9.8112, 9.8113, 9.8114 of the Eugene Code, 1971, are added to provide:

DESIGN REVIEW

9.8110 **Design Review- Purpose.** The design review process is intended to provide an alternative path for design proposals that respond to the intent of the code and creatively meet or exceed the specific development standards.

9.8111 **Design Review - Applicability.** EC 9.3980 allows an applicant within the S-WS Walnut Station Special Area Zone to seek approval through the Design Review process. These applications for review shall be considered under a Type II process, or concurrently with a related Type III application process. No development permit shall be issued by the city prior to completion of the design review.

9.8112 **Design Review – Application Requirements.** In addition to the provisions in EC 9.7010 Application Filing, applications for Design Review shall be subject to the following requirements:

- (1) Unless waived by the planning director, the application shall be prepared by one or more of the following professionals:
 - (a) Oregon licensed architect.
 - (b) Oregon licensed civil engineer.
 - (c) Oregon licensed landscape architect.
- (2) The application shall include a site plan that shows sufficient detail and supporting narrative information to demonstrate compliance with applicable criteria. Unless waived by the planning director, the site plan shall be prepared by an Oregon licensed architect, landscape architect, civil engineer or Oregon licensed surveyor.

9.8113 **Design Review - Approval Criteria.** The decision-maker shall determine whether the application is in compliance with the Design Review criteria set out in the code section that authorizes Design Review.

9.8114 **Design Review – Modification.** Modification of an approved Design Review may be requested following the Type II process. The planning director shall approve the request if it complies with the following criteria:

- (1) The proposed modification is consistent with the conditions of the original approval.
 - (2) The proposed modification will result in insignificant changes in the physical appearance of the development and the impact on surrounding properties.
- If the planning director determines that the modification is not consistent with the above criteria, the proposed modification may not occur until a new Design Review application is submitted and reviewed based on the Type II application procedures. Nothing in this section shall preclude the applicant from initially submitting the requested modification as a new Design Review application.

Section 19. Subsection (5) of Section 9.8680 of the Eugene Code, 1971, is added to provide:

9.8680 **Approval Criteria.** The planning director shall approve, conditionally approve, or deny an application for Traffic Impact Analysis Review following a Type II process, or as part of a Type III process when in conjunction with a CUP or PUD. Approval or conditional approval shall be based on compliance with the following criteria:

- (5) In addition to the above criteria, if the development is located within the S-WS Walnut Station Special Area Zone, any increased traffic the development would generate on streets within the Fairmount neighborhood to the south of the Walnut Station Special Area Zone shall be mitigated through the use of traffic calming strategies or other mechanisms designed to discourage such traffic.

Section 20. Subsection (4) of Section 9.8865 of the Eugene Code, 1971, is amended by adding a new subparagraph (o) and relettering the subsequent subparagraphs to provide:

9.8865 **Zone Change Approval Criteria.** Approval of a zone change application, including the designation of an overlay zone, shall not be approved unless it meets all of the following criteria:

- (4) The proposed zone change is consistent with the applicable siting

requirements set out for the specific zone in:

- (o) EC 9.3955 S-WS Walnut Station Special Area Zone Siting Requirements.
- (p) EC 9.4205 /EC East Campus Overlay Zone Siting Requirements.
- (q) EC 9.4715 /WP Waterside Protection Overlay Zone Siting Requirements.
- (r) EC 9.4776 /WQ Water Quality Overlay Zone Siting Requirements (only for the purposes of adding the overlay zone. See EC 9.4786.).
- (s) EC 9.4915 /WR Water Resources Conservation Overlay Zone Siting Requirements (only for the purposes of adding the overlay zone. See EC 9.4960.).
- (t) EC 9.4815 /WB Wetland Buffer Overlay Zone Siting Requirements.
- (u) An uncodified ordinance establishing a site specific S-H Historic Special Area Zone, a copy of which is maintained at the city's planning and development department.

Section 21. Subsection (2) of Section 9.9570 of the Eugene Code, 1971, is deleted and the remaining subsections are renumbered accordingly, and subsections (4) and (6) of EC 9.9570 are amended to provide:

9.9570 Fairmount/U of O Special Area Study Policies.

(3) Traffic Circulation Policies.

- (a) The adverse effects of motor vehicle movement shall be mitigated as much as possible. (Policy 2)
- (b) Traffic management techniques shall continue to be used and new techniques developed to reinforce the idea of a hierarchy of streets in the plan area. Some streets shall combine their local, collector, or arterial function with a role as primary pedestrian or bicycle ways. The use of low-volume, local neighborhood streets for through movements by truck and heavy construction equipment shall be discouraged. (Policy 4)
- (c) By March, 2005, the City shall initiate a study of Agate Street between Franklin Boulevard and 19th Avenue. That study, conducted jointly with the University and the Fairmount Neighborhood Association, shall identify strategies to improve the function and carrying capacity of Agate according to the City criteria for its designated street classification. The City will implement the necessary changes. The University will participate in those improvements as development occurs and as required by the City code, to the extent that the University is directly responsible for the needed improvements. (Policy 6)
- (d) The City, with the cooperation of the University and the Fairmount Neighborhood Association, shall initiate an area-wide traffic calming study for the streets within the Fairmount/University of Oregon Special Area Study boundary to determine appropriate mitigation for through-traffic utilizing neighborhood streets. Such study shall be initiated prior to December, 2008, subject to availability of funds. In the event that the City updates the Central Area Transportation Study (CATS) prior to 2008, the City shall fund and initiate an area-wide traffic calming study

as part of the CATS update to determine appropriate mitigation measures for the subject area. (Policy 7)

- (e) If a Traffic Impact Analysis that is required by the City Code projects that a proposed development will increase traffic on streets within the single-family neighborhood to the east and south of University-owned land, the City shall require the applicant to mitigate those impacts through use of traffic calming strategies or other mechanisms designed to discourage through traffic. (Policy 8)
 - (f) With the exception of alleys, vacations of streets within the state-approved University East Campus boundary should not be permitted, unless the applicant, at his or her expense, provides to the City a local street connection study that demonstrates how the proposed street system remaining after such vacation meets the intent of the Eugene Code street connectivity provisions and that such vacation will not increase traffic volumes on local residential streets. (Policy 9)
- (5) **Bicycle and Pedestrian Policies.** Existing and future businesses shall be encouraged to provide safe and covered bicycle parking for employees and patrons. (Policy 3) The use of bicycles, mass transit, walking, carpooling, and other appropriate alternative modes of transportation, especially by employees working in the plan area, shall be actively encouraged and provided for in order to reduce automobile dependence and alleviate traffic and parking problems. (Policy 4)

Section 22. Section 9.9655 of the Eugene Code, 1971, is added to provide:

9.9655 Walnut Station Specific Area Plan.

- (1) As part of an application to develop the lands formerly owned by the Department of Transportation (south of Franklin Boulevard, east of Walnut Street and north of 15th Avenue), the developer shall demonstrate that consideration was given to realigning the 15th Avenue bicycle path in the vicinity of those lands and making it more attractive. (Note: If the bicycle path is realigned, the City shall require an easement for the path to ensure its permanence in the future.)
- (2) As part of an application to develop a property south of Franklin Boulevard or a property in the block on the north side of Franklin Boulevard between Moss Street, Villard Street, and Garden Avenue within the Walnut Station Specific Area Plan, applicants are encouraged to include access for pedestrians, bicycles and limited vehicular access consistent with the Transportation Features map shown as Figure 9.3978(3)(b) in the Walnut Station Special Area Zone.

Section 23. The legal description set forth at Exhibit H is hereby adopted as the description of the special setback lines that shall be applied to the segment of Franklin Boulevard shown on Map 9.3970(3)(d) S-WS Walnut Special Area Zone Franklin Boulevard Special Setback Boundaries.

Section 24. The Legislative Findings set forth in Exhibit I attached to this Ordinance serve as support for this ordinance.

Section 25. 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 26. The City Recorder, at the request of, or with the consent of the City Attorney, is authorized to administratively correct any reference errors contained herein, or in other provisions of the Eugene Code, 1971, to the provisions added, amended or repealed herein.

Passed by the City Council this
12th day of July, 2010


Deputy City Recorder

Approved by the Mayor this
14 day of July, 2010


Mayor

Walnut Station Metro Plan Designation and Zoning Table

MAPLOT	ACRES	CURRENT ZONING	PROPOSED ZONING	CURRENT METRO PLAN DESIGNATION	PROPOSED METRO PLAN DESIGNATION	Refinement Plan(s) Changes
1703321400400	0.27548191	C-2	S-WS	C	C/MU/ND	
1703321400700	0.45934515	C-2	S-WS	C	C/MU/ND	
1703321401701	0.33947802	C-2	S-WS	C	C/MU/ND	
1703332300200	0.34848192	C-2	S-WS	C	C/MU/ND	
1703332301500	0.22210934	C-2	S-WS	C	C/MU/ND	
1703332301600	0.25826447	C-2	S-WS	C	C/MU/ND	
1703333100500	0.29543890	C-2	S-WS	C	C/MU/ND	
1703333100700	0.33298546	C-2	S-WS	C	C/MU/ND	Fairmount/University of Oregon Special Area
1703333101000	2.80867576	PL	S-WS	MDR	C/MU/ND	Study:
1703333101100	0.71916499	C-2	S-WS	C	C/MU/ND	Remove Walnut Station area from the
1703333101500	1.14759813	PL	S-WS	MDR	C/MU/ND	Fairmount/University of Oregon Special Area
1703333101600	0.40566907	PL	S-WS	MDR	C/MU/ND	Study land use diagram and boundary.
1703333101700	0.18179903	R-1	S-WS	MDR	C/MU/ND	
1703333101800	0.17000221	R-1	S-WS	MDR	C/MU/ND	
1703333101900	0.17679593	R-1	S-WS	MDR	C/MU/ND	
1703333102000	0.09871647	PL	S-WS	MDR	C/MU/ND	
1703333200100	0.16533974	C-2	S-WS	C	C/MU/ND	
1703333200200	0.10871425	C-2	S-WS	C	C/MU/ND	
1703333200300	0.11623707	C-2	S-WS	C	C/MU/ND	
1703333200400	0.12375893	C-2	S-WS	C	C/MU/ND	
1703333200500	0.13880397	C-2	S-WS	C	C/MU/ND	Walnut Station Specific Area Plan:
1703333200501	0.13128253	C-2	S-WS	C	C/MU/ND	Adopt new Walnut Station Specific Area
1703333200800	0.16889287	C-2	S-WS	C	C/MU/ND	Plan land use diagram with Walnut Station area delineated as Walnut Station special area zone.
1703333200801	0.16137276	C-2	S-WS	C	C/MU/ND	
1703333200802	0.30017511	C-2	S-WS	C	C/MU/ND	
1703333200900	0.17641545	C-2	S-WS	C	C/MU/ND	
1703333201000	0.18393899	C-2	S-WS	C	C/MU/ND	
1703333201100	0.07807915	C-2	S-WS	C	C/MU/ND	
1703333201200	0.09716101	C-2	S-WS	C	C/MU/ND	
1703333201300	0.12865526	C-2	S-WS	C	C/MU/ND	
1703333201400	0.08404805	C-2	S-WS	C	C/MU/ND	
1703333201500	0.23028151	C-2	S-WS	C	C/MU/ND	
1703333201600	0.08449951	C-2	S-WS	C	C/MU/ND	
1703333201700	0.18714575	C-2	S-WS	C	C/MU/ND	
1703333201800	0.18033093	C-2	S-WS	C	C/MU/ND	
1703333201900	0.17352441	C-2	S-WS	C	C/MU/ND	
1703333202000	0.47969504	C-2	S-WS	C	C/MU/ND	
1703333202300	0.14627457	C-2	S-WS	C	C/MU/ND	
1703333202400	0.13946196	C-2	S-WS	C	C/MU/ND	
1703333202500	0.13265339	C-2	S-WS	C	C/MU/ND	
1703333202600	0.17426854	C-2	S-WS	C	C/MU/ND	
1703333202700	0.18281635	C-2	S-WS	C	C/MU/ND	
1703333202800	4.13709577	C-2	S-WS	C	C/MU/ND	
1703333203500	0.96913966	C-2	S-WS	C	C/MU/ND	
1703333203800	0.44032091	C-2	S-WS	C	C/MU/ND	
1703333204000	0.22014706	C-2	S-WS	C	C/MU/ND	
1703333204100	0.70467117	C-2	S-WS	C	C/MU/ND	
1703333204600	0.12277884	R-1	S-WS	LDR	C/MU/ND	
1703333204700	0.12278364	R-1	S-WS	LDR	C/MU/ND	
1703333204800	0.24557815	R-2	S-WS	LDR	C/MU/ND	
1703333205000	0.54612144	C-2	S-WS	C	C/MU/ND	
1703333205300	0.36093303	C-2	S-WS	C	C/MU/ND	
1703333205400	0.09081641	C-2	S-WS	C	C/MU/ND	
1703333205500	0.26099596	C-2	S-WS	C	C/MU/ND	
1703333205600	0.26103271	C-2	S-WS	C	C/MU/ND	
1703333205700	0.24691004	C-2	S-WS	C	C/MU/ND	
1703333208400	0.62840473	C-2	S-WS	C	C/MU/ND	
1703333208500	0.25310550	C-2	S-WS	C	C/MU/ND	
1703333208600	0.33746620	C-2	S-WS	C	C/MU/ND	

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1703333208700	1.11748618	C-2	S-WS	C	C/MU/ND
1703333208701	0.45913478	C-2	S-WS	C	C/MU/ND
1703333208800	0.25333245	C-2	S-WS	C	C/MU/ND
1703333208900	0.18944237	C-2	S-WS	C	C/MU/ND
1703333209000	0.18944854	C-2	S-WS	C	C/MU/ND
1703333209100	0.19625690	C-2	S-WS	C	C/MU/ND
1703333209200	0.08622481	C-2	S-WS	C	C/MU/ND
1703333209300	0.56835294	C-2	S-WS	C	C/MU/ND
1703333209301	0.04637343	C-2	S-WS	C	C/MU/ND
1703333209400	0.08765594	C-2	S-WS	C	C/MU/ND
1703333209500	0.28740014	C-2	S-WS	C	C/MU/ND
1703333210100	0.53495274	C-2	S-WS	POS	POS/MU/ND
1703333210501	0.18365328	C-2	S-WS	C	C/MU/ND
1703333204900	0.24559588	C-2/SR	S-WS	C	C/MU/ND
1703321400300	0.59684548	C-2/WR	S-WS/WR	C	C/MU/ND
1703321400500	0.81920482	C-2/WR	S-WS/WR	C	C/MU/ND
1703321400600	0.51376696	C-2/WR	S-WS/WR	C	C/MU/ND
1703321400900	2.21047524	C-2/WR	S-WS/WR	C	C/MU/ND
1703321401000	0.92071046	C-2/WR	S-WS/WR	C	C/MU/ND
1703321401200	0.12108258	C-2/WR	S-WS/WR	C	C/MU/ND
1703321401201	0.47551015	C-2/WR	S-WS/WR	C	C/MU/ND
1703321401300	0.30488937	C-2/WR	S-WS/WR	C	C/MU/ND
1703321401700	0.35096931	C-2/WR	S-WS/WR	C	C/MU/ND
*1703321401800	15.19496099	S-RP/WR	S-WS/WR	C	C/MU/ND
1703321401900	0.34401705	C-2/WR	S-WS/WR	C	C/MU/ND
*1703321402000	2.29357860	S-RP/WR	S-WS/WR	C	C/MU/ND
1703321402100	0.19617077	S-RP/WR	S-WS/WR	C	C/MU/ND
1703332300301	0.21904626	C-2/WR	S-WS/WR	C	C/MU/ND
1703332300400	0.63902030	C-2/WR	S-WS/WR	C	C/MU/ND
1703332300500	0.55682010	C-2/WR	S-WS/WR	C	C/MU/ND
1703332300600	0.45510295	C-2/WR	S-WS/WR	C	C/MU/ND
1703332300800	0.98541959	C-2/WR	S-WS/WR	C	C/MU/ND
1703332300900	0.26686859	C-2/WR	S-WS/WR	C	C/MU/ND
1703332301000	0.80936073	C-2/WR	S-WS/WR	C	C/MU/ND
1703332301100	1.19375429	C-2/WR	S-WS/WR	C	C/MU/ND
1703332301200	0.35224992	C-2/WR	S-WS/WR	C	C/MU/ND
1703332301400	0.49922689	C-2/WR	S-WS/WR	C	C/MU/ND
1703332301700	0.47122985	C-2/WR	S-WS/WR	C	C/MU/ND
1703332302000	0.94070355	C-2/WR	S-WS/WR	C	C/MU/ND
1703332302200	0.40984040	C-2/WR	S-WS/WR	C	C/MU/ND
1703333100100	4.01642268	I-3/WR	S-WS/WR	POS	POS/MU/ND
1703333100600	5.42362529	C-2/WR	S-WS/WR	C	C/MU/ND
1703333100601	0.51398351	C-2/WR	S-WS/WR	C	C/MU/ND
1703333210200	0.32218007	C-2/WR	S-WS/WR	C	C/MU/ND
1703333210400	0.42240343	C-2/WR	S-WS/WR	C	C/MU/ND
1703333210500	0.60835073	C-2/WR	S-WS/WR	C	C/MU/ND
1703333210300	0.31680324	C-2/WR	S-WS?WR	C	C/MU/ND

* Only a portion of this tax lot is in S-WS

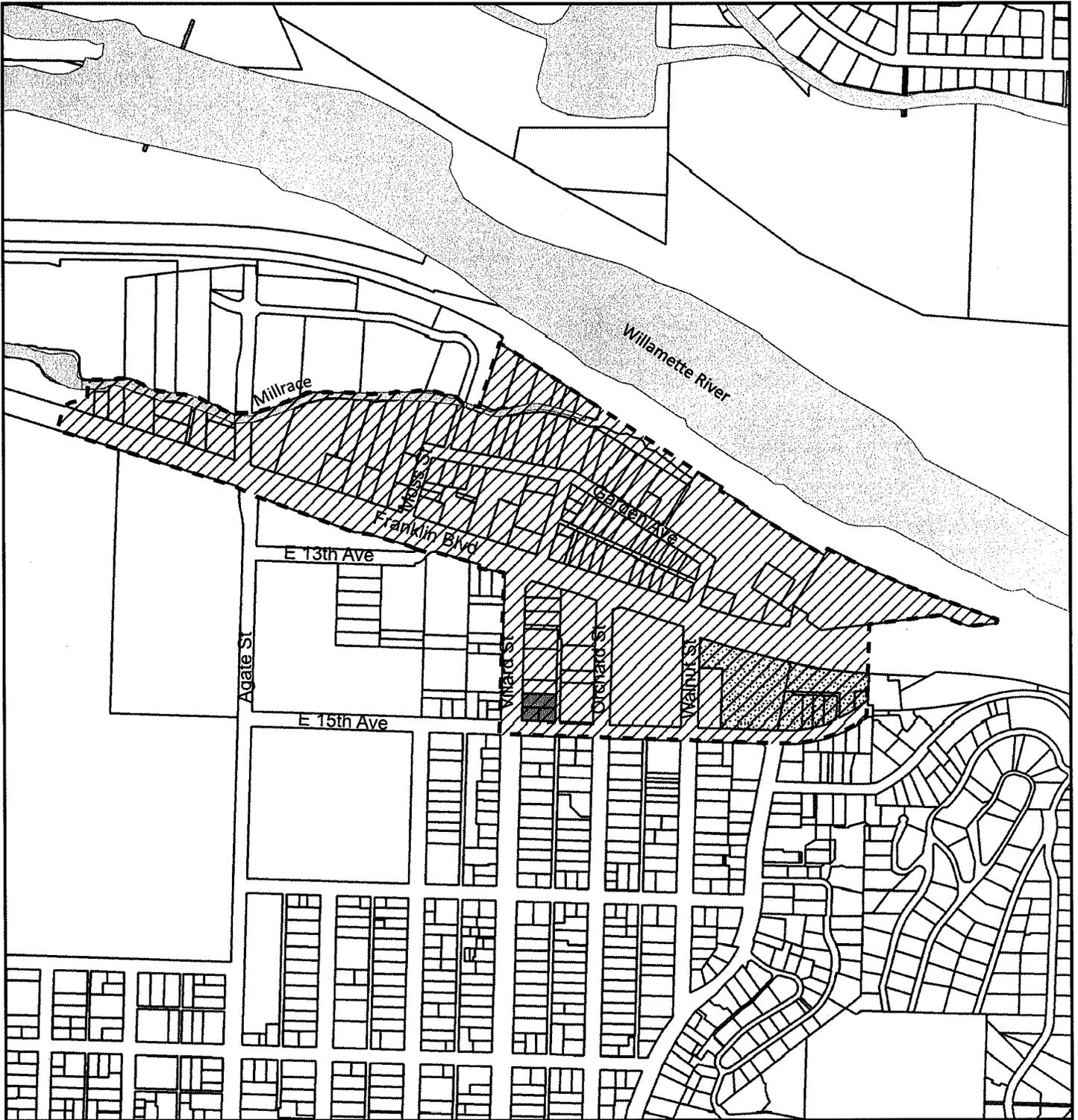
Key:

Metro Plan Designations:

C = Commercial
LDR = Low Density Residential
MDR = Medium Density Residential
POS = Parks and Opens Space
ND = Nodal Development Overlay Area
MU = Mixed Use Area Overlay

Zoning:

WS = Walnut Station Special Area Zone
RP = Riverfront Park Special Area Zone
C-2 = Community Commercial
R-1 = Low Density Residential
R-2 = Medium Density Residential
PL = Public Lands
I-3 = Heavy Industrial
/WR = Water Resources Conservation Overlay Zone
/SR = Site Review Overlay Zone



Walnut Station Metro Plan Diagram Amendment (City File MA 10-1)

-  Metro Plan Diagram Amendment from Low Density Residential designation to Commercial designation
-  Metro Plan Diagram Amendment from Medium Density Residential designation to Commercial designation
-  Addition of Nodal Development Area overlay designation
-  Addition of Mixed Use Area overlay designation



Walnut Station Specific Area Plan

July 2010



Acknowledgements

In May 2005, the City of Eugene, in cooperation with the University of Oregon and the State of Oregon, initiated a planning process for Walnut Station Mixed Use Center. Since that time, several other agencies, consultant project teams, stakeholders and community members have been added to the team that resulted in this plan. There was significant involvement from the Technical Advisory Committee and a Stakeholders Group including representatives from the University of Oregon, The Chamber of Commerce, the Fairmount Neighborhood Association, and the City of Eugene. The effort of local participants was aided by the work of several professional consultants. The participation of inter-departmental City of Eugene staff, staff from other agencies, consultant teams and countless volunteer hours represented by community members was crucial to the successful outcome of the project. Project participants included the following organizations, agencies and individuals:

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The Walnut Station planning area is a largely commercial area at the eastern edge of the City of Eugene near Interstate 5, the University of Oregon campus, the Willamette River, and the Fairmount neighborhood. Factors contributing to the area's selection for establishment as a mixed use center include its location on EmX, existing development pressures and redevelopment potential, and proximity to the University of Oregon. The area straddles Franklin Boulevard, an arterial street that serves as a major gateway to the City of Eugene and the University of Oregon. The well established Fairmount neighborhood on the south side of 15th Avenue currently abuts the area with no transitional zoning. Protection of this neighborhood and provisions for a graceful transition from the commercial area on the north side of 15th Avenue to the historic character of the Fairmount neighborhood on the south side of 15th Avenue was also a significant factor in the designation of the Walnut Station planning area.



15th Avenue looking west

Mixed Use Development Context

Mixed use development was formerly referred to as “nodal development” in TransPlan; the Transportation System Plan for Eugene and Springfield. In 1995, the TransPlan Land Use Measures Task Force developed design concepts and strategies to implement a transportation-efficient land use pattern within the Eugene-Springfield Metro Area. Mixed use development is a key component of Eugene’s strategy for integrating land use and transportation and meeting growth management objectives adopted by the City Council in 1998. The Walnut Station area was among those identified as a location within which the mixed use development concepts could apply.

Mixed use development promotes community sustainability and incorporates many features of the “Smart Growth” planning movement. These features include greater pedestrian orientation, an interconnected street network, accommodation of all modes of travel, a positive relationship between buildings and streets, more emphasis on building design, and more efficient use of land. If properly planned and developed, these centers can mature into high quality neighborhoods

that enjoy a mix of activities, more transportation options, convenient shopping and services, and urban amenities. Mixed use centers can reduce the reliance on automobile travel and the need for costly street improvements in outlying areas, slow the expansion of the Urban Growth Boundary (UGB) onto nearby agricultural and forest lands, and provide a greater variety of housing types within neighborhoods.

The Walnut Station Mixed Use Opportunity

The Walnut Station area is poised to be redeveloped as a mixed use neighborhood with several supporting factors currently in place:

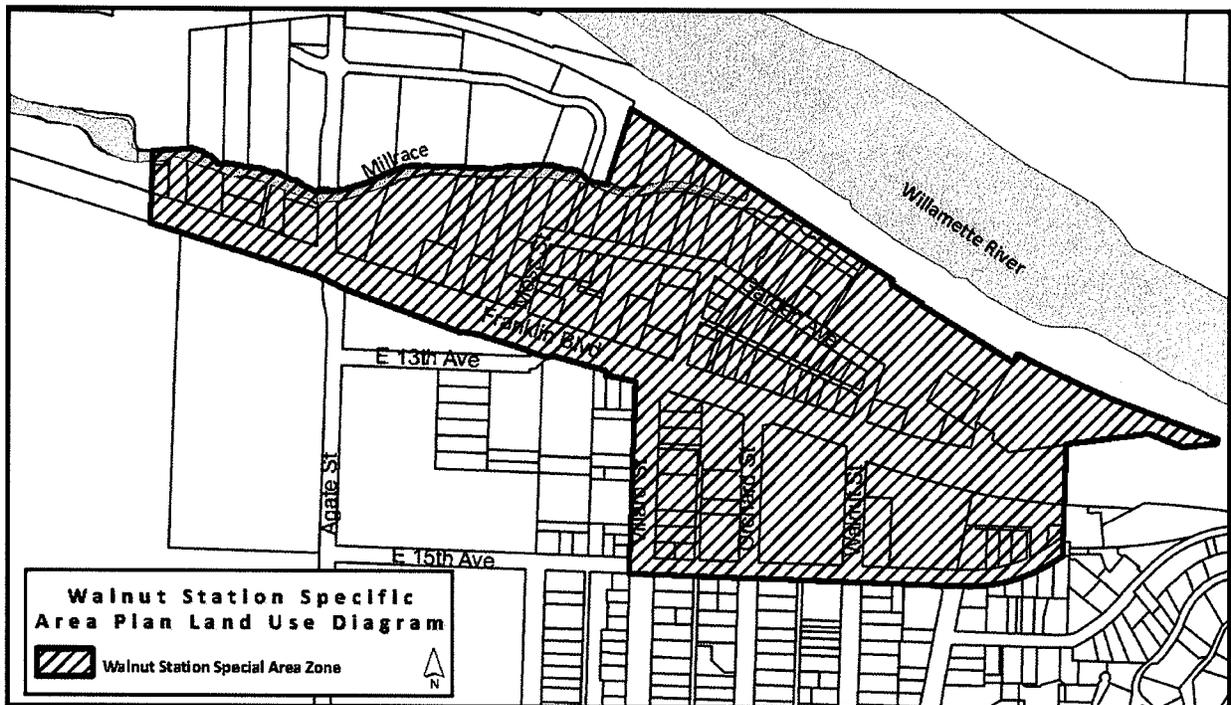
- The existing EmX transit system, which currently links the downtowns of Eugene and Springfield and provides a mass transit corridor along which mixed use development can thrive.
- The University of Oregon is adjacent to the area and has a large student population in need of housing and commercial services. The University has been a full participant in the process of planning for the future of the area.
- There is the opportunity to protect the existing Fairmount neighborhood and provide a more graceful transition to a pedestrian oriented mixed use development of the Walnut Station area rather than the current auto oriented commercial uses.
- High density development along transit corridors implements the Smart Growth concept. There are currently two high-density mixed use buildings in the building rmit stage.
- Nearby residential neighborhoods adjacent to the University have seen an increased demand for high density housing; facilitating high density development in Walnut Station could alleviate development pressures in those areas.
- The Willamette River abuts the study area to the north and provides parks and open space and a natural features context for the site as well as making it a desirable place for people to live.
- The Walnut Station market study found that the demographics of the area support development of apartments and condominiums. Demand for units will come from students, faculty, or other area residents who wish to live near the Fairmount neighborhood or the University. Demand for housing will increase as the study area redevelops, when the neighborhood is able to offer more shops and services within walking distance, and once the EmX connections are further expanded to other parts of the Eugene-Springfield Metro Area.
- Many of the commercial lots on Franklin Boulevard are underutilized, offer outdated retail formats, or include buildings that are nearing the end of their life cycle. These sites offer excellent opportunities for redevelopment.



Franklin Boulevard looking east

Walnut Station Specific Area Plan Land Use Diagram

To facilitate implementation of this plan and to alleviate the need for property owners to rezone individual properties at the time of redevelopment, the City initiated the change in zoning for all the Walnut Station area properties to S-WS Walnut Station Special Area Zone at the time this plan and relevant implementing ordinances were adopted. As shown on the Land Use Diagram, all land within this plan is designated as S-WS Walnut Station Special Area Zone. If this diagram conflicts with other refinement plan land use diagrams, the Walnut Station Specific Area Plan diagram shall control

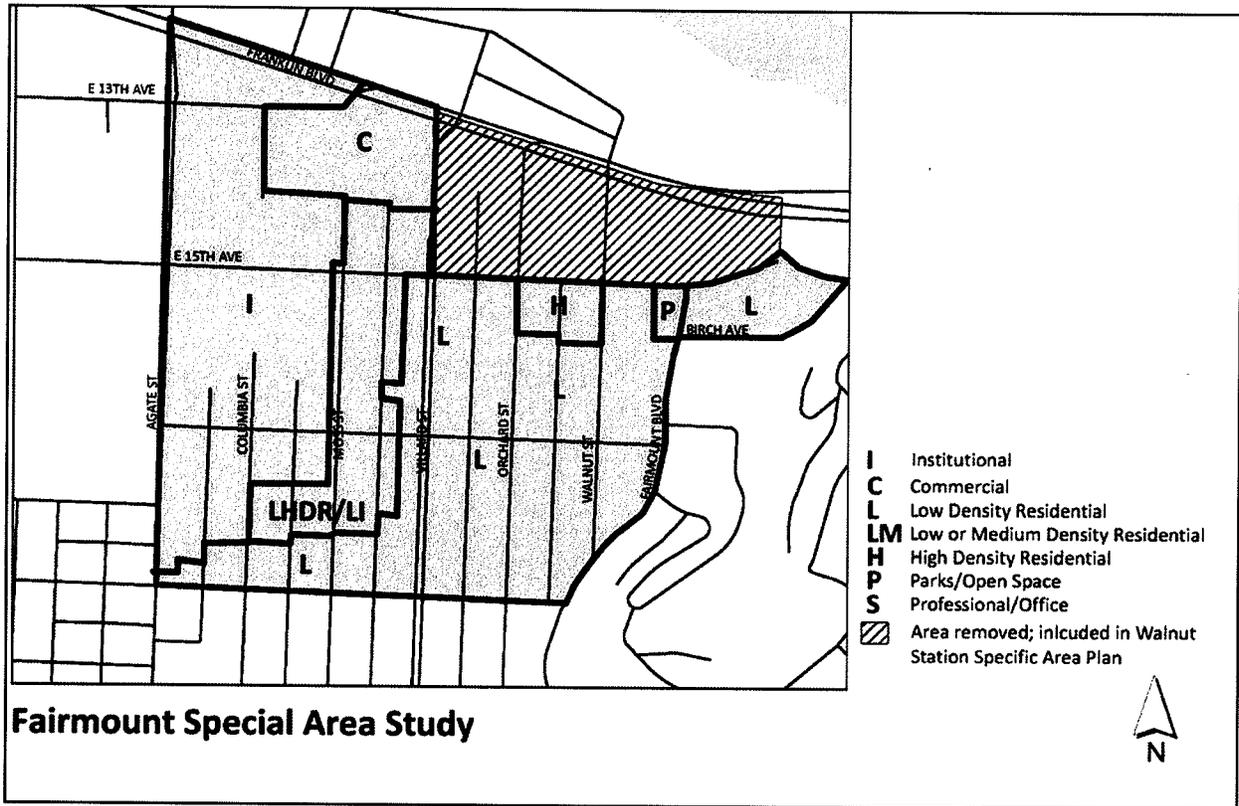


Relationship to Other Neighborhood Plans

The Walnut Station Specific Area Plan provides the history and background for the planning processes that occurred from the project initiation in 2005 through the adoption process in 2010. This specific area plan provides information on how decisions regarding land use and transportation issues were made and how these land use, building form, and transportation and circulation standards are to be implemented.

Two other adopted refinement plans cover portions of the Walnut Station Specific Area Plan as follows:

Fairmount/University of Oregon Special Area Study (1982, Amended 2003). The Fairmount/University of Oregon Special Area Study covers land and contains a number of policies that apply to the portion of the Walnut Station planning area located south of Franklin Boulevard. As part of the adoption of the Walnut Station Specific Area Plan, this portion of land is being removed from Fairmount/University of Oregon Special Area Study and incorporated into the Walnut Station Specific Area Plan. The boundary of the Fairmount/University of Oregon Special Area Study will be amended to exclude the land within the Walnut Station Specific Area Plan, as shown on the following diagram of the Fairmount land use diagram:



The Fairmount Study policies that are relevant to these properties have been incorporated into the goals and objectives of the Walnut Station Specific Area Plan will therefore remain applicable. Though the portion of the Walnut Station Specific Area Plan located south of Franklin Boulevard is no longer part of the Fairmount/University of Oregon Special Area Study, applicable policies have been maintained and incorporated into the form based code for the Walnut Station Special Area Zone (S-WS) and within this plan, as described further below.

Riverfront Research Park Study. The Riverfront Research Park Study (RRPS) boundary includes that portion of the Walnut Station planning area north of Franklin Boulevard, though it is applied only to properties owned by the University of Oregon. The RRPS requires properties under University ownership to be zoned Riverfront Park Special Area Zone consistent with the RRPS plan, while allowing, but not requiring, privately held properties to rezone to the Riverfront Park Special Area Zone.

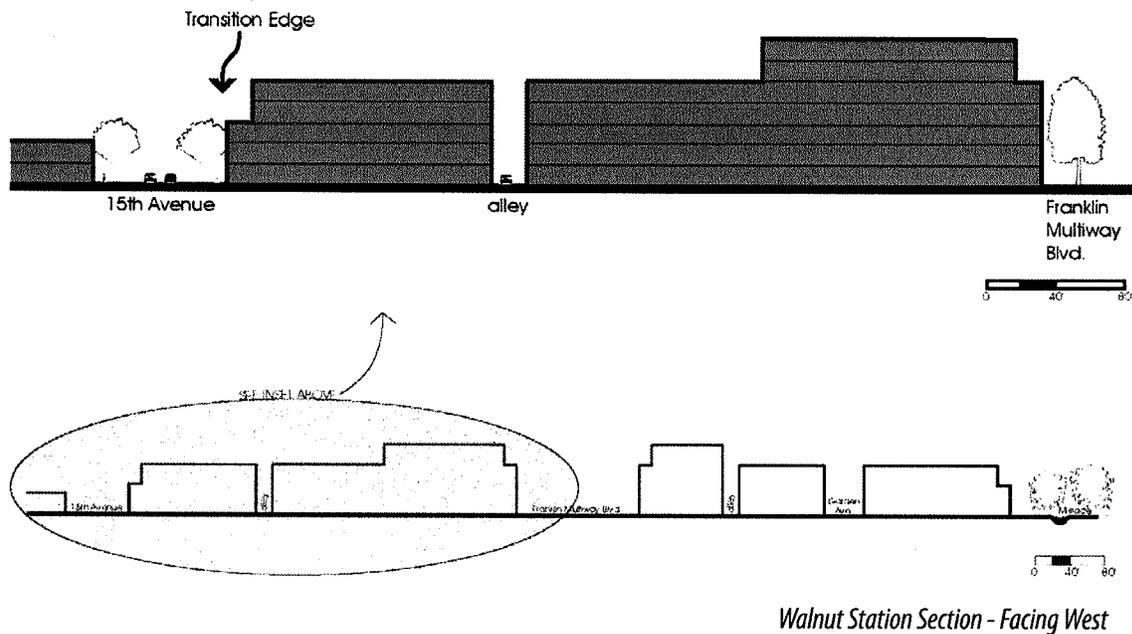
With the adoption of the Walnut Station Specific Area Plan, all lands within the Walnut Station Specific Area Plan boundary will be regulated by the adopted land use diagram as shown below. The S-RP Riverfront Park Special Area Zone and related development standards do not apply within the Walnut Station Mixed Use Center. The policies within the Riverfront Research Park Study will however remain applicable to all the land to which they currently apply, including those within the Walnut Station Specific Area Plan.

Plan Approach; Goals, Objectives and Policies

The approach to addressing goals, objectives and policies in the Walnut Station Specific Area Plan is a shift from the way these have been addressed in previous plans. Creating a shared vision for the area was the starting point for the planning process, and a significant amount of time was dedicated to clarifying what the area would look like. This was done using tools such as a three

day "charrette" process where images of the area were created through computer generated programs and refined based on feedback received during the charrette. Comments were received also through subsequent public processes and from Stakeholder Group and Technical Advisory Committee recommendations. The process for creation of the vision is discussed in more detail in Chapter 2.

These processes were central to identifying and refining the common goals and objectives for the area. Key issues derived from the goals and objectives were identified and, to the extent they were relevant to land use and building form, incorporated into the form based code for the S-WS Walnut Station Special Area Zone (S-WS). These goals and objectives are therefore applicable to all development applications submitted for permit review, rather than remaining as policies in a plan applicable only to land use applications that are required in limited instances before submittal of a building permit for review.



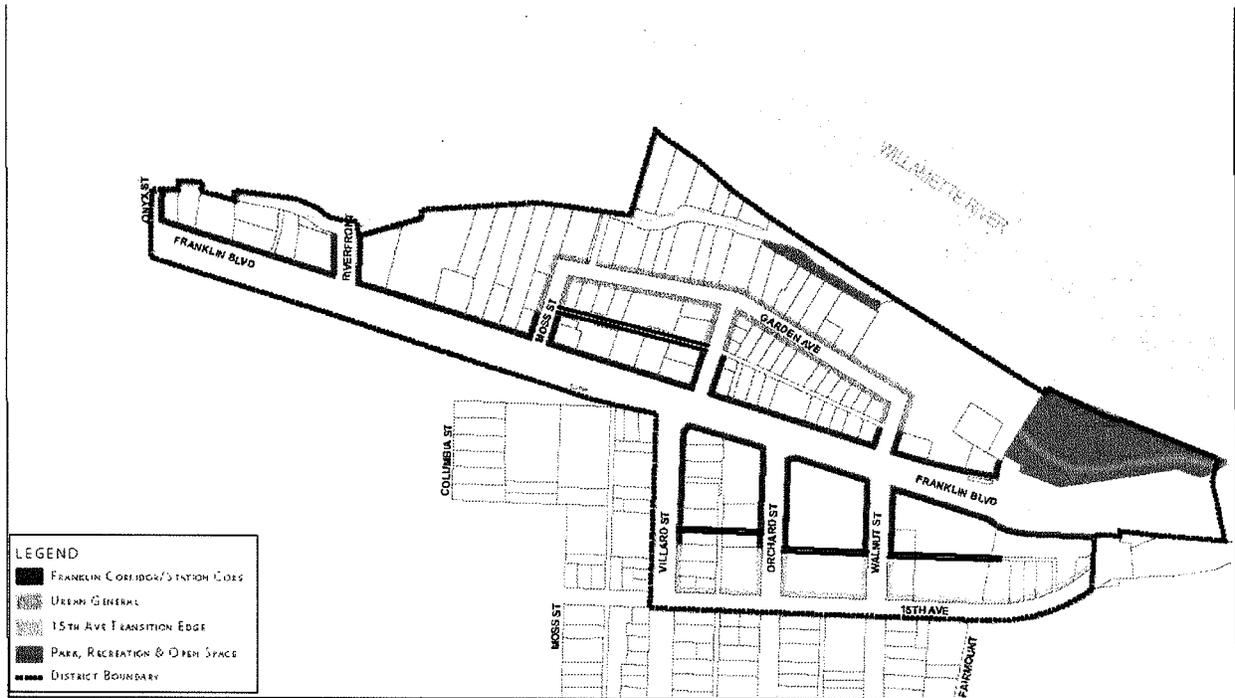
Walnut Station Section - Facing West

Examples include reducing the building height for the entire S-WS zone to a maximum of seven stories, and requiring buildings to step down to five stories and then three stories to the Fairmount neighborhood to the south and to the Millrace and Willamette River to the north. These building height stepbacks were crafted largely to address the issue of transitioning from the commercially zoned area on the north side of 15th Avenue to the Fairmount neighborhood on the south side of this street, and to respond to the potential natural resource area of the Millrace and the Willamette River to the north.

Further, site and building design standards have been crafted for specific Frontage Districts in the S-WS Walnut Station Special Area Zone. The Frontage Districts are the designations for the different areas in the plan. There are three frontage districts; Franklin Corridor, Urban General, and 15th Avenue Transition Edge. The development standards for the Franklin Corridor Frontage District are specifically designed to create a vibrant pedestrian edge while also recognizing that this is seen as the most urban, highest intensity area within the Special Area Zone. The building design standards encourage active commercial uses such as retail space. The landscape standards are crafted for more urban areas that allow for narrower landscape beds and urban walls for screening pur-

poses, with no minimum landscape requirement. For the Transition Edge 15th Avenue Frontage District, the site and building standards still allow for active pedestrian uses, but are also scaled for residential uses and complement the building height standards. Consideration of these areas as transition areas resulted in standards that require a minimum of 15 percent of the site to be landscaped, and parking lot landscaping beds at a minimum of ten feet in width. Many resulting design and landscape standards for the Transition Edge exceed those that are required under the current Eugene Code (EC).

The S-WS form based code provides a clear and objective path for development to be reviewed



Walnut Station Frontage Regulating Plan

through the building permit process as long as the S-WS form based code standards are met. The S-WS form based code also provides a Design Review option as an alternative path. Design Review is intended for development applications that will achieve an equivalent or higher quality design than would result from strict adherence to the clear and objective code standards. Design Review is a Type II land use process involving notice to nearby landowners and approval by the Planning Director based on compliance with the Design Review criteria. These criteria are based on the goals and objectives for the area, including relevant policies from the Fairmount/University of Oregon Special Area Study. These policies have been rewritten and combined in some instances, the intent being to clarify when and how the criteria are to be implemented.

The following design review approval criteria codified within the Walnut Station Special Area Zone and are included within this Walnut Station Specific Area Plan as adopted plan policies. As such, they are applicable to relevant Type III, IV, and V land use applications.

- (a) Consistency with design objectives listed at EC 9.3950 Purpose of the S-WS Walnut Station Special Area Zone.
- (b) The project seeking Design Review approval will achieve an equivalent or higher quality design than would result from strict adherence to the otherwise applicable standards through:
 - 1. A building orientation, massing, articulation, and façade that contributes positively to the surrounding urban environment and;
 - 2. An overall site and building design that creates a safe and attractive pedestrian environment. Design elements for this purpose may include special architectural features, high quality materials, outdoor seating, pedestrian scaled lighting, prominent entries facing the street, multiple openings or windows, and a significant use of clear, untinted glass.
- (c) Impacts to any adjacent residentially zoned properties are minimized. Design elements for this purpose may include treatment of building massing, setbacks, stepbacks, screening and landscaping.
- (d) New buildings shall not increase the shadow cast by more than 20% of the maximum shadow area that would be cast by a building that complied with applicable height, step-back, and setback requirements of this chapter. Building shadow shall be measured at 3:00 p.m. on April 21 of any year.
- (e) The adverse effects of motor vehicle movement shall be mitigated as much as possible. Primary vehicular access to the lands north of 15th Avenue and east of Walnut Street should minimize impact on nearby residences and Fairmount Park.
- (f) Proposed development shall mitigate the storage effects of motor vehicle parking and parking impacts on the surrounding neighborhood shall be reasonably mitigated by minimizing off-street parking. This can be accomplished through the use of shared parking agreements; car sharing and bus pass programs, and other Transportation Demand Management Strategies.

In addition, the following criterion is applicable to any development application that requires a Traffic Impact Analysis review:

- (g) If a Traffic Impact Analysis that is required by the City Code projects that a proposed development will increase traffic on streets within the single-family neighborhood to the east and south of University-owned land the City shall require the applicant to mitigate those impacts through the use of traffic calming strategies or other mechanisms designed to discourage through traffic.

The third way goals and objectives of the plan are addressed is through the application of adopted policies that are within this Walnut Station Specific Area Plan. Policies are statements that set a specific course of action that will move the plan towards attainment of the goals and objectives. Policies are adopted by the City Council as guidance for decision making in the area. City programs, actions, and decisions will be evaluated on the basis of their ability to implement adopted policies of this plan as well as other adopted City goals and policies. These policies largely provide direction to address issues that could not be fully addressed and resolved in the scope of this plan, such as policies regarding future park land and treatment of the Millrace. The following policies are applicable to relevant Type III, IV, and V land use applications:

- (h) By April 30, 2011, the City shall initiate a process to evaluate the land use category of "University or College" to better define which uses are permitted outright. In preparing the report, city staff shall consult with representatives of the Fairmount Neighbors Association and the University of Oregon. This study shall be completed by October 30, 2012.
- (i) The City shall encourage applicants who desire amendments to this plan to involve the collaboration of the City and the Fairmount Neighborhood in the review and revision process.
- (j) After three years or 50,000 square feet of development (cumulatively) has been approved, whichever comes first, staff will provide a report to the Planning Commission regarding the status of development in the Walnut Station mixed use center and the potential impacts

- from the reduced parking allowances.
- (k) Prior to April 30, 2011, city staff shall provide a report to the Planning Commission which evaluates the Fairmount Neighbors Event Parking District created pursuant to the October, 2008, Arena Mitigation Agreement ("Parking District"). The staff report shall evaluate whether that Parking District is an adequate and appropriate mechanism to protect the Fairmount neighborhood from potential impacts from reduced parking allowances in the S-WS Walnut Station Special Area Zone and shall recommend alternative measures if the evaluation determines the Parking District is inadequate or inappropriate. In preparing the report, city staff shall consult with representatives of the Fairmount Neighbors Association and the University of Oregon.
 - (l) The city shall update the 2006 Agate Street and Fairmount Neighborhood Traffic Calming Study ("Study") to add mitigation measures that address the impacts likely to occur to the Fairmount neighborhood as a result of development/redevelopment within the S-WS Walnut Station Special Area Zone. City staff evaluation and identification of these mitigation measures for the Study update shall commence within two years of the date on which the City Council's adoption of the S-WS Walnut Station Special Area Zone becomes effective. The final Study update shall be forwarded to the City Council within three years of that effective date. Mitigation measures included in the updated Study shall be implemented, along with any other measures deemed necessary by the city, as development and associated impacts occur, through the city's development and building permit approval process and/or the city's annual Capital Improvement Program. In preparing the report, city staff shall consult with representatives of the Fairmount Neighbors Association and the University of Oregon.
 - (m) When the City engages in detailed development of the multiway boulevard, traffic and parking spillover impacts on the Fairmount neighborhood shall be evaluated.
 - (n) The City shall develop strategies to address the need to provide clear and easy access to businesses along the Franklin Boulevard multiway boulevard and address any loss of off-street parking spaces resulting from its construction.
 - (o) As part of an application to develop the lands formerly owned by the Department of Transportation (south of Franklin Boulevard, east of Walnut Street and north of 15th Avenue), the developer shall demonstrate that consideration was given to realigning the 15th Avenue bicycle path in the vicinity of those lands and making it more attractive. (Note: If the bicycle path is realigned, the City shall require an easement for the path to ensure its permanence in the future.)
 - (p) As part of an application to develop a property south of Franklin Boulevard or a property in the block on the north side of Franklin Boulevard between Moss Street, Villard Street, and Garden Avenue within the Walnut Station Specific Area Plan, applicants are encouraged to include access for pedestrians, bicycles and limited vehicular access consistent with the Transportation Features map shown as Figure 9.3978(3)(b) in the Walnut Station Special Area Zone.
 - (q) In prioritizing the need for future park land within the Walnut Station Mixed Use Center, the City should consider the relative density of residential development, in addition to walking distance to parks, as a factor.
 - (r) Due to the expected increase in residential density and lack of access to existing neighborhood parks, there is a goal of establishing a new neighborhood park for this area. Staff will work with landowners to find a suitable site of appropriate size and configuration for a new neighborhood park on the north side of Franklin Boulevard in the Walnut Station Specific Area Plan.
 - (s) Due to the uncertainty surrounding the future of the water in the Millrace, the City should complete a comprehensive study of the Millrace prior to decisions being made regarding its use as a park or other amenity, or before regulations related to development along the millrace are adopted or amended.

Chapter 2 describes the process through which information from the emerging Walnut Station vision was taken forward and refined into what became the final shared vision for the area. Chapter 3 provides details on how the development patterns and land use concerns were addressed

through the creation of new zoning and building form regulations. Chapter 4 provides information on how the emerging vision elements were addressed for the public realm of transportation and park systems.

Chapter 2 - Creating the Vision

The vision statement below is aspirational based on the vision of how this area will appear if the goals, objectives, and policies are implemented. It is based broad input from stakeholders and property owners as well as information prepared by staff, consultants and direction from the Eugene Planning Commission. The vision statement embodies the shared values and aspirations of the community and includes the desired characteristics for the area. This vision set the tone for development of the Walnut Station Specific Area Plan and the Walnut Station Special Area Zone.



Walnut Station Vision Statement

"The Walnut Station Center serves as a welcoming gateway to the city and is a vibrant center for the daily activities of the residents of Eugene's east side. Inhabitants of the area and surrounding neighborhoods celebrate its important economic and geographic role in the community and its linkages to downtown, the University of Oregon, the historic Millrace and the Willamette River. Visitors and residents experience a unique sense of place where new and renovated buildings blend seamlessly with important natural resources and open spaces. People who live, work and play in the area enjoy new opportunities for shopping, forging social connections and building neighborhood identity

Franklin Boulevard is widely recognized as one of Oregon's great streets, providing the retail services needed by residents of a vibrant neighborhood and an attractive and distinctive travel corridor that facilitates safe and efficient movement by all modes of transportation. Residents and

visitors experience a unique and welcoming entrance to the city and the University of Oregon, arriving by bike, bus, car and foot. The multiway boulevard encourages use by pedestrians and shoppers by separating through traffic from local access traffic, increasing safety throughout the corridor and providing a quieter edge as well as parking options on the local access lane. Vibrant, green foliage in well-designed landscaping, pedestrian scale lighting and attractive, human-scaled architecture all blend to create a sense of vitality fused with elements of nature. The buzz of shoppers enlivens retail stores on the ground floor of adjacent buildings, with cafes and restaurants providing a lively neighborhood experience. Residents, students, and visitors sip coffee in street-side cafes shaded by large street trees, enhancing the sense that this is a gathering place for the area and a true asset to the community.

Residents living in new housing have transformed the area from a utilitarian commercial strip to a vibrant neighborhood. New innovative building regulations have ensured that development has contributed to an attractive mix of building types, heights and facades that create enjoyable public spaces and connect to the history and character of the area. A diversity of housing types provide for a rich community both aesthetically and functionally, while residents enjoy working proximate to their homes. A vibrant mixture of retail stores provides for the daily needs of residents, as important products and services are only a short walk away from their homes and workplaces. People of all ages enjoy strolling through the neighborhood among buildings that look attractive and feel inviting and friendly. Few even notice the subtle transition between more and less intensive developments due to conscious choices regarding setbacks and design elements that a form-based code has facilitated.

Growing numbers of bus riders enjoy the ease and convenience of transit stations and dedicated bus lanes when traveling to work, buying groceries or eating out. Residents of the area travel between a series of transit stations that are conveniently located within short walking distance of their residence or final destination. Commuters and other travelers between Eugene and Springfield not only move through the corridor by rapid transit bus, but occasionally make a quick stop to buy essential household items or to have dinner or a drink with friends before continuing home.

Bicyclists and pedestrians move safely throughout the area in a way that has all but removed the need for automobile ownership except for longer regional trips. Commuters and recreational bikers pass by the area on the fully completed South Bank Bike Path. Bike routes throughout the development provide easy and safe connections to the path. A mid-block connector between Franklin and 15th Avenue provides a quieter east/west route for pedestrians on the south side of the development.

The Millrace is a major urban amenity, an important natural resource and a destination for residents and tourists alike. Families walk along the public way on the south side of the Millrace enjoying views of the water while deciding if they should rent a bike or perhaps share an ice cream cone from a nearby eatery. People in adjacent residences look out over the Millrace from small patios while considering if they want to barbeque tonight or walk down to the Millrace to their favorite café. Bikes are streaming by on the north bank of the Millrace as part of a long ride along the south bank of the Willamette River. Riders catch glimpses of the waterway cloaked in native riparian vegetation that forms an important buffer and supports a diversity of plants and wildlife.

Residents enjoy a variety of outdoor spaces that blend a vibrant urban character with opportunities for solitude offered by the natural environment. Families with small children enjoy a late afternoon visit to the playground at the neighborhood park along the Millrace while a spirited game of Ultimate Frisbee finishes up on adjacent athletic fields. Those seeking a taste of nature can venture by path to the banks of the Willamette River or to Franklin Park, where one can seek the cool and quiet of a heavily wooded area. Parks and open spaces are visually linked by streets lined with broad trees and extensive vegetation that also collect and filter stormwater from surrounding development. These areas are also linked to the larger system of parks in the City by the many bike and pedestrian path connections available.

Serving as the eastern gateway to Eugene, the Walnut Station area is a pedestrian-friendly neighborhood rooted in a strong sense of place and offering a tangible sense of community. Its vibrant character reflects the diversity of residents who live and work in the area and makes it a model for neighborhoods across Eugene seeking new models for how to grow responsibly while promoting the values residents have come to cherish."

Developing the Vision

Developing the plan and implementation tools to bring the vision described above to fruition came about through a creative, collaborative approach with its foundation based on community involvement. In addition to meeting the City's acknowledged provisions for citizen involvement, there were additional processes that sought to maintain community involvement and participation throughout the several years it took to create this plan. There were a variety of community involvement activities and processes throughout various stages in the project, roughly outlined below:



Community Involvement

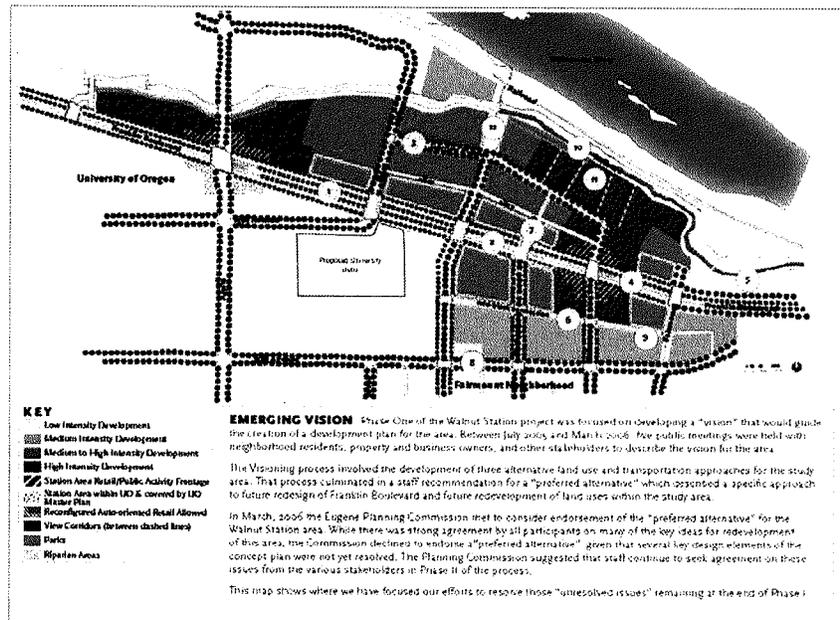
- Issue Group meetings with neighborhood groups, property and business owners, and transit customers, August & September and October 2005.
- Three Public Open Houses (June, September, November) in 2005
- Steering Committee created August 2005, with Eugene Planning Commission, the University of Oregon, Lane Transit District, Oregon Department of Transportation, and the Governor's Office to provide advisory input on the project through 2008.
- Technical Advisory Committee I (TAC) formed in July 2005, to guide the project and insure interagency coordination through 2008.
- Stakeholders Group. In 2008, the City brought together a stakeholders group with representatives from the Fairmount Neighborhood Association, the Chamber of Commerce, the University of Oregon and the City of Eugene. This group was convened by the Chamber and provided a forum to discuss issues and to mediate concerns between stakeholders as the plan developed. This Stakeholders Group was recognized for its collaborative efforts and given an award by Mayor Kitty Piercy in January 2009.
- Technical Advisory Committee II. A second TAC was created in 2008 with representatives from each Stakeholder Group, interdepartmental City staff, Land Transit District, and the State of Oregon. This committee reviewed and edited the form based code.
- Three Open Houses events were held between January and April 2009.
- Three-day design charrette in April 2009. This was an interactive and iterative process over the course of three days where the objective was for stakeholders and citizens to come to consensus regarding the desired urban form for different areas within the Walnut Station Specific Area Plan.
- Fairmount Neighborhood Association. The Fairmount Neighborhood Association created a Walnut Station subcommittee which met regularly throughout the process. Members of the subcommittee were included in the stakeholders group. Staff met with the subcommittee and the neighborhood association on several occasions. Earlier in the process, the meetings were

focused on getting feedback on creating the vision. Subsequent meetings were held to provide information on the development of the implementation tools and to continue to receive feedback as the form based code and this Specific Area Plan were developed. This subcommittee spent considerable time reviewing draft materials and providing valuable feedback and direction to finalize these documents.

In addition to these events, the Eugene Planning Commission held numerous work sessions on the various components of the code and the plan as it developed, and provided guidance to staff and the Technical Advisory Committee throughout the process. Project goals and objectives were consistently identified as being important to achieve implementation of the plan.

Project Goals and Objectives

- Meet existing City of Eugene design principles for mixed use development planning and design including:
 - Illustrate a mixed use strategy of blended neighborhoods organized around a commercial core;
 - Illustrate design elements that support pedestrian-friendly environments and encourage transit use;
 - Provide for one or more transit stops within walking distance of the entire development;
 - Provide for a mix of land uses that offer a variety of services, activities and destinations;
 - Provide for a range of public spaces, such as parks, public and private open space, and public facilities that can be reached without driving; and
 - Provide for a mix of housing types and residential densities.
- Recognize the place of the Walnut Station neighborhood in the larger context of the City of Eugene.
- Make the Walnut Station area a gateway to the City and the University.
- Connect the neighborhood to the Willamette River.
- Create a land use, street and block pattern that fosters a blend of jobs, housing, institutions and recreational uses that are mutually supportive.
- Identify catalyst sites with the greatest development/redevelopment potential.
- Help existing and future businesses and employment centers thrive and contribute to new mixed use development.
- Minimize the effect of Franklin Boulevard as a barrier and make Franklin easier to cross.
- Maintain Franklin Boulevard function as a primary street serving through traffic.



- Make the Millrace a feature of the neighborhood. Illustrate alternative designs that restore the Millrace as a neighborhood and City amenity.
- Create a network of pedestrian and bicycle paths through the area.

In January 2006, after considerable input from area stakeholders, four alternative development scenarios were generated for review by the community. These development scenarios included a base case scenario, and three alternative development scenarios with options for land use, circulation patterns and development intensities. While the original intent was to choose one development scenario as a preferred alternative, no one scenario addressed all of the project goals and objectives, and there were elements identified that needed further study.

This review of alternative development scenarios did result in a number of areas in which there was agreement, referred to as the “emerging vision” design concepts. These design concepts were carried forward into the final stage of visioning through a three day design charrette, resulting in design concepts that were carried forward into the next phase of the project.

Emerging Vision Design Concepts

Development Pattern and Intensity

- The most intensively developed portions of the site will occur around the EmX transit stations at Agate and Walnut streets.
- Along Franklin at Walnut Street Station, the plan will promote high intensity residential and mixed use with retail frontage in the immediate station area.
- Along Franklin at Agate Street Station, the plan will promote high intensity residential and mixed use with retail frontage north of Franklin Boulevard. The University of Oregon property on the south side of Franklin Boulevard will continue to comply with University plans.
- Buildings up to five stories in height would be acceptable for properties along the 15th Street edge if appropriate design and height setback controls are included within the new development codes for the mixed use area. Those codes would regulate building articulation, landscaping, window placement and other building design features affecting the appearance and height of buildings along the street edge.
- Significant new residential development will be encouraged within the Walnut Station area.
- Some level of reconfigured auto-oriented development may continue to occur along Franklin Boulevard but should be limited to portions of Franklin located between EmX stations and will be subject to parking location and other design controls.

Street Network and Design

- All streets in the planning area should be designed to promote and stimulate pedestrian activity.
- Franklin Boulevard should be redesigned to support multimodal use and transit-oriented development.
- The Franklin Boulevard redesign needs to accommodate long-term traffic growth while maintaining City performance standards for a major arterial level-of-service (LOS E).
- Franklin Boulevard crossing distances should be reduced to improve pedestrian safety and convenience.
- The future redesign of Franklin Boulevard should accommodate a second EmX lane.
- The appearance of Walnut Station area streets should be improved with attractive landscaping, improved sidewalks and appropriately-scaled street trees.
- On-street parking is appropriate in the study area and is seen as providing an effective buffer between pedestrians and moving traffic.
- As streets are reconstructed throughout the area, they should include facilities for pre-treatment of stormwater consistent with City stormwater requirements, where feasible.
- Orchard Street should not be extended north of Franklin Boulevard to connect Franklin with

Garden Avenue.

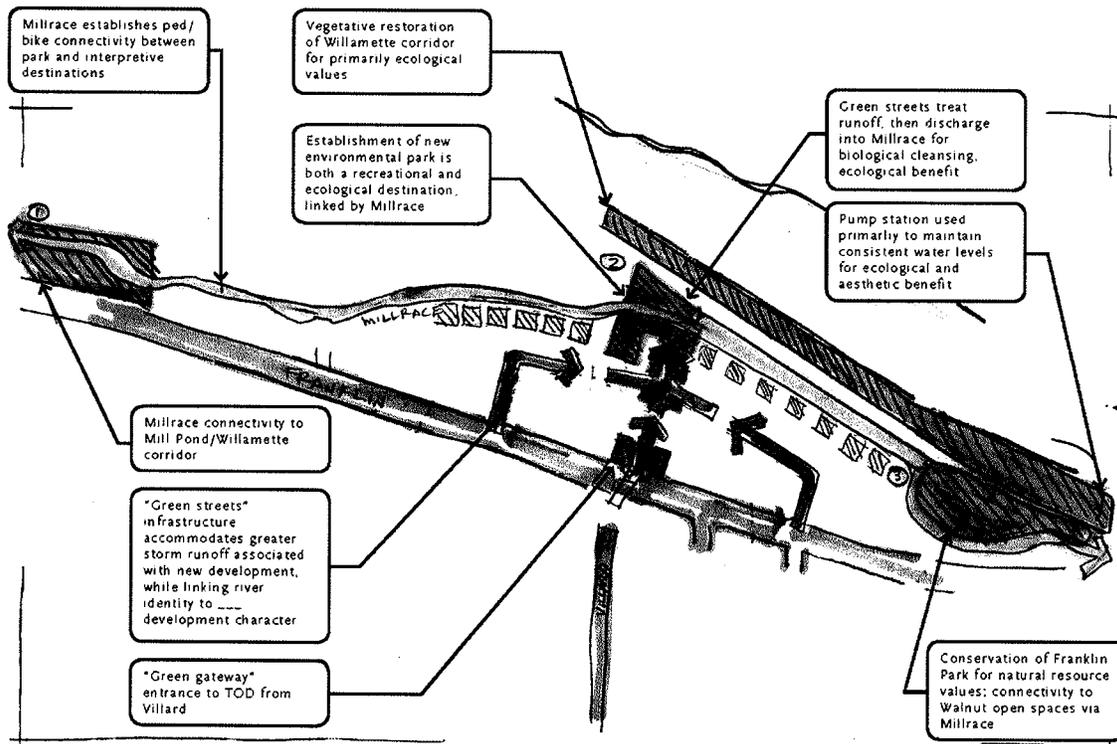
- Traffic calming techniques should be employed on local streets south of 15th Avenue to discourage cut-through-traffic and traffic speeds.
- Franklin Boulevard has great potential for implementing a “gateway” design signaling its role as an entrance to the University of Oregon and the City of Eugene.

Bicycle and Pedestrian Circulation

- The South Bank Bike Path should be completed between the Autzen Footbridge and the Knickerbocker Bike Bridge.
- A new pedestrian connection will be encouraged within the superblock configuration located between Franklin Boulevard, 15th Avenue, and Villard and Walnut Streets. This new pedestrian facility could be built in conjunction with future redevelopment of these blocks. Vehicle access to parking and truck access to retail stores would be provided separately. The specific alignment of the future connection is not yet known.
- The Walnut Station plan should acknowledge or address bicycle and pedestrian safety issues on portions of the riverfront bike path lying between Eugene and Springfield.

Parks and Open Space

- At least one new neighborhood park is desired for the area to support additional residential development in the area.
- New physical and visual connections to the Willamette River are highly desired by area residents.



Chapter 3 - Implementing the Vision

The shared vision for the Walnut Station Specific Area Plan recognizes the need to integrate land use and transportation planning, and this can be readily seen through the design of the multiway boulevard. Land use and building form are regulated differently on private property than within the public realm. This chapter describes how the changes to land use regulations were determined. The public realm, which includes transportation and parks infrastructure, are covered in the following Chapter. While addressed separately, land use and transportation remain integrated in this plan.

Addressing Development Pattern and Intensities

The visioning process and resulting emerging vision elements made clear that, to a large degree, the community desired this area to become a thriving, vibrant, pedestrian-friendly mixed use neighborhood. However, current zoning code requirements do not often result in the type of development sought through this plan.

Like most local governments in the United States, the current land use code in Eugene is based on Euclidian zoning which regulates land uses by separating them. Because one of the original purposes of zoning was to prevent adjacent incompatible uses, these zoning regulations are often reactive and focus on what is not allowed. Zoning requirements are usually applied generically throughout the entire community in a one-size-fits-all manner, without any specific planning or thought about what the community wants the development character of individual areas or neighborhoods to be. Although the resulting development may be compatible in terms of density, it can often be incompatible with the physical context in the surrounding community.

To address these compatibility concerns, additional processes such as Site Review, Conditional Permit Review, and Planned Unit Development review are required for some uses and development applications. While these processes may result in development better suited to a specific area, the development review process can be timely and costly. Additionally, there may not be a clear understanding of the type of development or density pattern, and how that will appear once it is constructed. Further, while the current code allows residential uses in commercial zones, it can only be built if there is commercial use on the first floor. While the intent has been to encourage mixed use developments, the requirement that every building have a mix of uses has caused difficulty with financing some of these projects. Highly prescriptive development regulations are seen as having a barrier effect on development.

Taking a New Approach - Form Based Codes

Form based codes are type of development regulations that are a growing alternative to conventional zoning laws. They go beyond land use to address not just the physical form of the buildings but also surrounding streets, blocks, and public spaces in order to protect, create, and revitalize sustainable communities. These codes place a greater emphasis on the physical character of development and deemphasize the regulation of land use. Form based codes address the relationship between building facades and the public realm. The public realm is comprised of public open spaces, such as plazas, squares, and parks; that is, the space created and partially enclosed by the building facades on either side of the streets. It also includes setback areas as well as the street right-of-way itself.

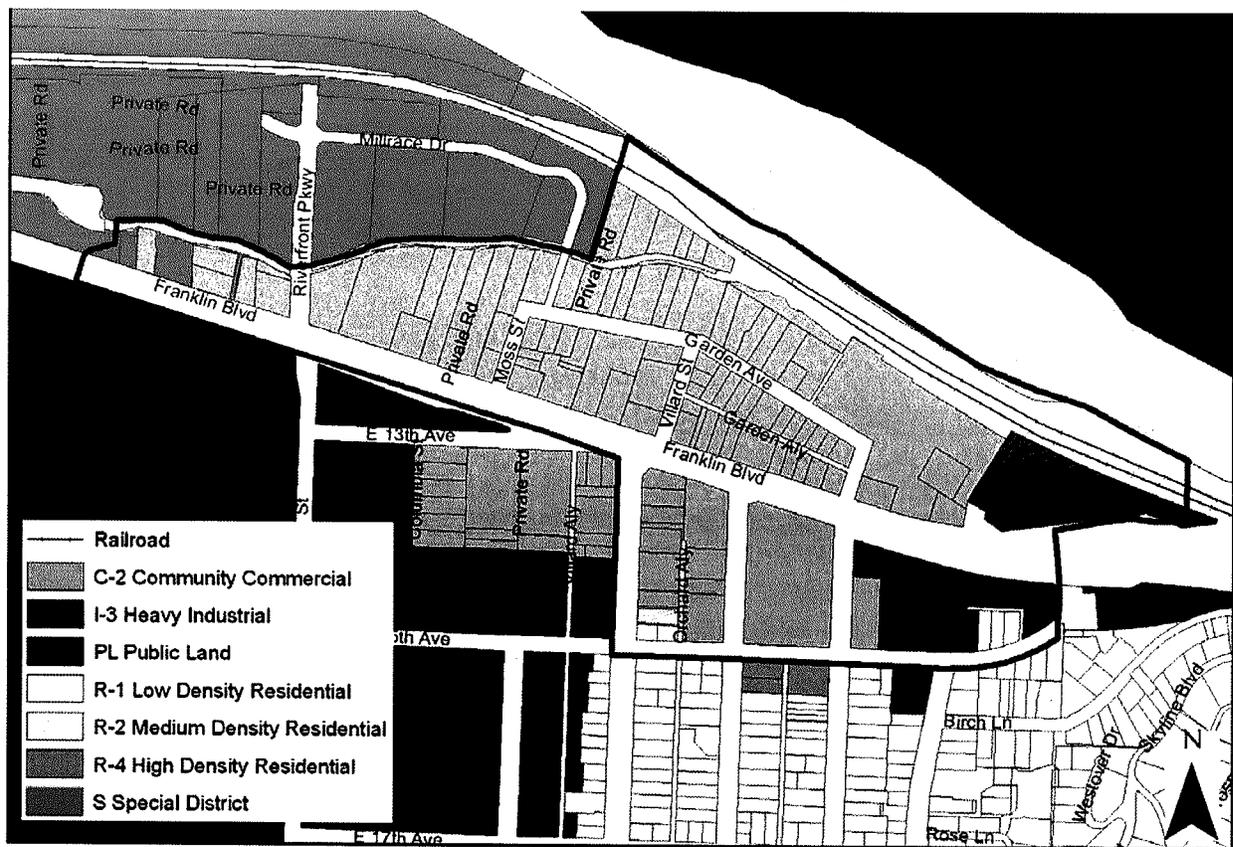
Form based codes provide greater predictability about the look and feel of development and offer developers a clearer understanding of what the community seeks. In return, form based codes can make it easier for citizens to help create the physical development they want by participating in the creation of form based code standards, which will more likely lead to their acceptance of

proposed development and street designs in their community. Because form based codes de-emphasize land uses, a mix of uses is easier to achieve.

Form based codes also provide an opportunity to address compatibility issues and transitions through building design and form, rather than relying on costly and time consuming land use application procedures. There has been an increasing concern with the development patterns that result from the existing land use regulations in place, and this is well illustrated in the southern portion of the Walnut Station Specific Area Plan.

Form Based Code Applications for Walnut Station

15th Avenue is a local street that forms the southern boundary of the Walnut Station Specific Area plan. The property north of 15th Avenue is currently designated and zoned almost exclusively for commercial use. Except for a portion of the lands formerly owned by ODOT and the City owned park land, the land within the Walnut Station Special Area zone was primarily commercially designated in the Metro Plan. Commercial zoning allows buildings up to 120 feet in height with no building setback requirements. This is in contrast to the south side of 15th Avenue which is the residential edge of the Fairmount Neighborhood. This is a large, well-established residential neighborhood with strong character and with involved residents and occupants. Zoning in this neighborhood is for single-family residential use except for the parcels fronting East 15th Avenue between Orchard and Walnut Streets, which are zoned R-4 High Density Residential. There is a required 10 foot setback for all residential zones. Low density residential building heights are capped at 35 feet. While the block between Orchard Street and Villard Street is zoned for high-density and also has a 120 foot height limit, the residential setback still applies. Maintaining the residential character on the south side of 15th Avenue while balancing the need to allow reason-



Zoning designations for area prior to adoption of Walnut Station Special Area Zone

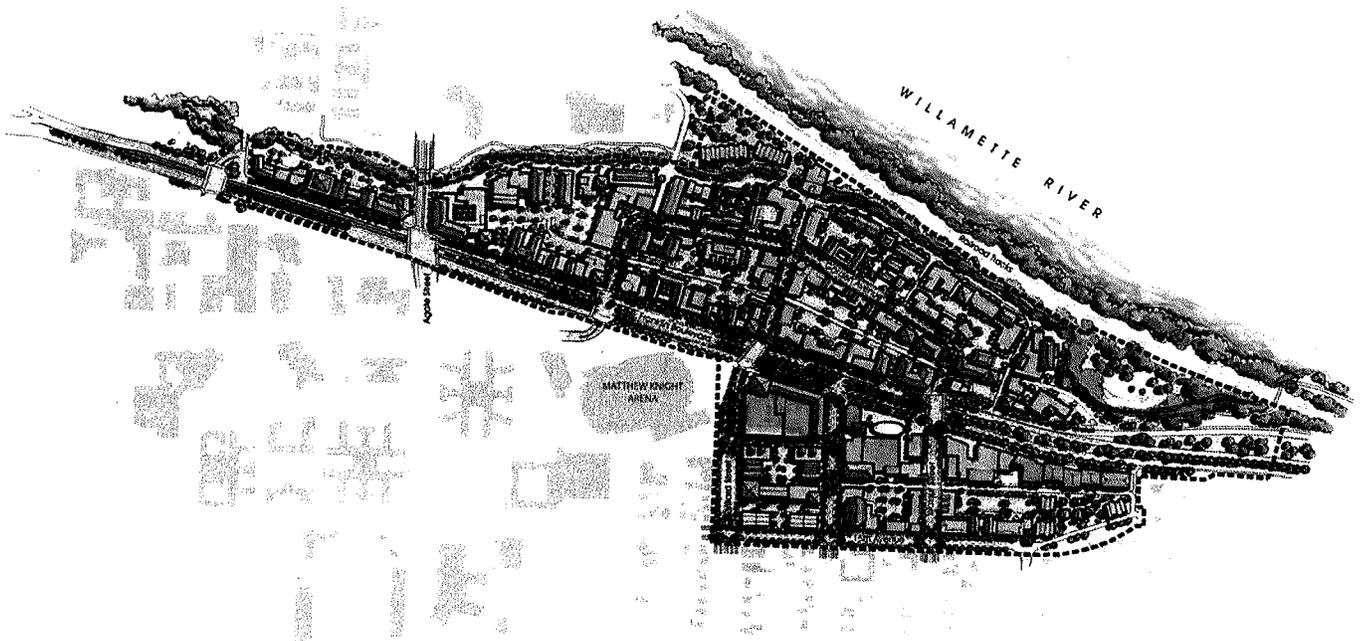
able commercial use on the north side of the street is a significant focus of this plan.

Within the remainder of the Walnut Station Specific Area Plan area, the land use pattern is somewhat fragmented on the north side of Franklin Boulevard, with multiple ownerships and many existing businesses. These include hospitality uses, auto-oriented uses, retail and restaurant uses, as well as some scattered residential development. On the south side of Franklin Boulevard, larger portions of property are within single ownership or development control. Between Villard Street and Orchard Street on the south side of Franklin, there is a neighborhood grocery store and pharmacy (Market of Choice/Hirons). These stores are recognized as a vital component of the existing and future neighborhood. The University of Oregon owns the remaining southern frontage of Franklin Boulevard having recently purchased the former automobile dealership (Romania) and the land previously owned by the State of Oregon and occupied by a Department of Motor Vehicles office. Prior to adoption of this plan, all properties owned by the University of Oregon were zoned PL Public Land.

The R-4 zoning on the south side of 15th Avenue between Orchard and Walnut Streets is a bit of an anomaly in that there is no transition between the R-4 and the R-1 zones. Further, this is the only R-4 zoning in an area otherwise zoned for and developed with single family residential dwellings. There was interest in addressing this zoning anomaly by recommending that these parcels be re-designated to medium density residential zoning. While the plan boundaries do not include the R-2 parcels and therefore redesignation as part of this plan is not possible, there is strong support to redesignate those R-5 parcels to a more appropriate medium density residential zoning district.

The form based code approach was used to incorporate the emerging vision and design elements by developing specific building and site design standards for the different areas within Walnut Station. This allowed the areas adjacent to the neighborhood and the natural resource areas to have building and site design standards that were crafted specifically to how these areas should look and feel, recognizing that their character should be different than that of Franklin Boulevard.

Illustrative Plan

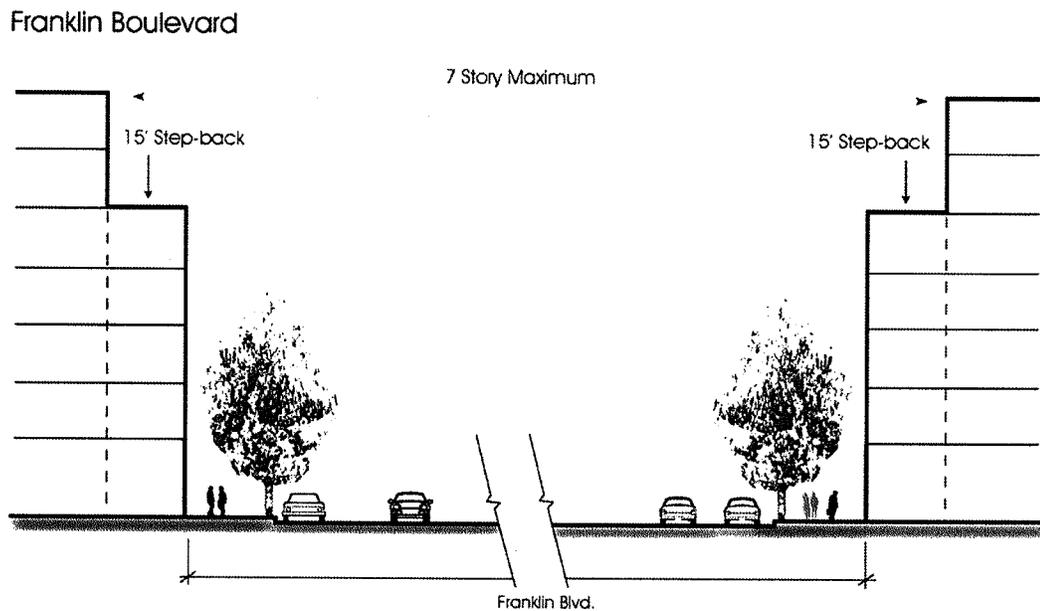


Illustrative Plan for Walnut Station

Form based codes are based on a vision for an area, and visual tools are used to communicate this vision. An Illustrative Plan was created to capture a development pattern consistent with the vision. This is a valuable tool to communicate the look and feel desired for an area.

Franklin Corridor/Urban General

Early design iterations portrayed different levels of intensity along the Franklin Corridor, focusing the highest level of development density at the EmX stations. As the plan progressed, a strong need was recognized to allow for a large degree of flexibility as to how the area could develop, and that the market rather than the City regulations should dictate where the appropriate level of commercial intensity could occur. As such, the entire Franklin Corridor became one frontage district.



Several variations of building height limitations were considered. Some property owners suggested retaining the existing height limit of 120 feet, while some neighbors favored buildings no more than three or four stories anywhere within the Special Area Zone. In order to determine the appropriate building height standards, it was necessary to address the specific impacts that were of concern regarding building height rather than trying to arbitrarily reduce building heights.

Access to sunlight along Franklin Boulevard was raised as a concern, and some participants recommended a maximum building height of five stories to ensure the sidewalk on the north side of Franklin Boulevard would not be in shadow cast from buildings on the south side of the street. When this was evaluated, it was found that a seven story building height with a 15 foot setback above five stories will allow sunlight to illuminate the sidewalk and the entire face of buildings on the north side of Franklin Boulevard, even on the shortest day of the year.

There was also the consideration of how to incentivize high quality construction, and how to encourage seven story buildings in the most urban portion of the area to be a minimum of seven stories in height without an additional review process. The maximum height for wood-frame building construction in Eugene is five stories. Buildings of five stories or less are typically constructed with wood frames, and this type of construction is typically used for apartment

buildings. Concrete or steel frame construction must be used for buildings of six stories or more in Eugene, and concrete and steel frame construction is more typically used for condominiums. Concrete and steel frame construction buildings typically have longer life spans and are made of more durable, attractive materials. Allowing for a maximum of seven stories along Franklin Boulevard will provide an incentive for this type of construction in the Walnut Station core area and provide for a wider variety of housing types.

In allowing for seven story buildings there is a nexus between the levels of public and private investment proposed for the area in consideration of the proposed development of the multiway boulevard. The seven story height limitation is a maximum, not a minimum or required height. There is no requirement for a minimum building height within the plan boundary.

15th Avenue/Millrace Transition Areas

There was agreement that special consideration should be given to the 15th Avenue transition, and all stakeholders agreed on a three story maximum height and a ten foot minimum setback for the entire portion of 15th Avenue within the Walnut Station Specific Area Plan. This matched the building form of the residential side of 15th Avenue. Building heights along the millrace are also a maximum of three stories to allow access to light and air along this natural resource area.



There was a desire to provide a visual connection from the Fairmount neighborhood to the south to riparian areas along the Millrace and Willamette River. Studies indicated that the proposed building heights will not impact existing views from areas of the neighborhood like Judkins point, which has the best visual access to the river.

Building setbacks above the third and fifth story help protect views to the river along the public rights of way to the extent that scenic views of the tree canopy along the river can be preserved along street corridors. These building setbacks along these streets also would reduce the risk of creating a tall looming wall, humanize the scale of the street, particularly for pedestrians, and allow for more sunlight on the street and sidewalk.

As properties are developed and redeveloped in the future, it is likely that there will be opportunities for pocket parks and other small public open space amenities. These types of spaces are an attribute for urban areas and can provide recreation space for neighborhood residents. Such amenities can be incorporated into public improvements, or created in association with private development. The code provides incentives, such as exceeding the maximum setback requirement, for privately developed public open spaces.



Review processes and Alternative Path

The form based code provides clear and objective standards that can be reviewed under the building permit process only. There is also an alternative path for development applications that may not meet the form based criteria, but would still be consistent with the intent and vision for the area. Because the form based code is based on the community's vision and because the important policies and design criteria have been codified in the form based code and other applicable code sections there is less need to rely on the policies in the Walnut Station Specific Area Plan itself to address neighborhood and compatibility concerns. Policies are not applied to a development application unless that development requires a land use application. Recommendations resulting from this planning process have also codified where they pertain to site design issues and building form standards, and public street requirements.

As part of the Walnut Station Special Area Zone, and as recommended by stakeholders, the Walnut Station code provisions include an alternative review path called Design Review. This path allows development applications that meet the intent of the code, but that do not meet all of the clear and object standards, an alternative means by which the application is reviewed against discretionary design review approval criteria. These criteria are based on the goals and objectives for the area, including relevant policies from the Fairmount/University of Oregon Special Area Study.

Addressing Impacts

Form based codes place a greater emphasis on the physical character of development and deemphasize the regulation of land use. The design standards that are applied through the form based code do however regulate uses in the area to a certain degree. For example, the

design standards are specifically crafted to incorporate buildings with windows and openings that support an active pedestrian environment. Buildings are required to be built near the front property line and parking is located to the side and rear, further enhancing the pedestrian environment. These design standards would be very difficult to meet for some uses, such as a typical big-box retail store. If such a building type were to be allowed within Walnut Station, it would have to go through the Design Review approval process. In so doing, the development would have to be consistent with the Design Review approval criteria. Having design standards for Walnut Station also allows for some uses, such as gas stations which are commonly prohibited from mixed use centers, as long as the design standards are met.

The S-WS Walnut Station Special Area Zone allows any type of residential or commercial use to locate anywhere within the plan boundary. Institutional uses, including those associated with the University, are also allowed. The result is that uses that are currently allowed are still permitted without development standards that have acted as barriers to mixed use development. While the original approach to the form based code was to eliminate all requirements for Site Review and Conditional Use Permit (CUP) applications, the requirement for a Conditional Use Permit requirement for some uses. There are still significantly fewer land use requirements than within the current code.

Permitted uses have remained a concern for the Fairmount neighborhood, and of particular concern is the question of "University or College" as a use category. The Eugene Code allows "University or College" as a permitted use category in the C-2 and C-3 zones. Because the Walnut Station allows any commercial or residential use permitted in the code, it is permitted in the new form based code. The category of University use was proposed for the Matthew Knight Arena, and under



15th Avenue looking east from the University of Oregon

appeal by the neighborhood, the Land Use Board of Appeals found that because an arena is listed in the code as a separate use requiring a CUP, a CUP would be required for the University Arena. This history has created some tensions in the neighborhood with regards to future uses the University might propose. While the question of University or College use is not specific to the Walnut Station Special Area Zone, the area adjacent to the University of Oregon has more potential to be impacted by University development. While it is recognized that question of University or College use is not specific to the Walnut Station Special Area Zone and is rather an allowance in the Eugene Code applied to all C-2 and C-3 zones, the area adjacent to the University of Oregon has more potential to be impacted by University development. As such, the following policy is adopted:

By April 30, 2011, the City shall initiate a process to evaluate the land use category of "University or College" to better define which uses are permitted outright. In preparing the report, city staff shall consult with representatives of the Fairmount Neighbors Association and the University of Oregon. This study shall be completed by October 30, 2012.

The neighborhood is also interested in remaining an active participant in the Walnut Station Specific Area Plan as they have been in the Fairmount/University of Oregon Special Area Study. Any future amendments to this plan will necessarily involve the neighborhood. However, it was important to the neighborhood that the following policy from the Fairmount/University of Oregon Special Area Study be included here. This policy is adopted in this Plan:

The City shall encourage applicants who desire amendments to this plan to involve the collaboration of the City and the Fairmount Neighborhood in the review and revision process.

Considerable efforts and analysis went into crafting a form based code that would address concerns as discussed herein, but it is recognized that this is a new tool and there has been some concern about applying a new tool without knowing exactly what the development impacts may be. The local chapter of the American Institute of Architects (AIA-SWO) did a peer-review of the form based code by applying the draft code to a number of different types of projects to a variety of sites within Walnut Station and generally found that the code functions well. However, there will likely be minor tweaks and edits to the code to improve it once it has been in effect for a period of time. To ensure that review and amendments, if necessary, will occur, the following policy is adopted in this plan:

After three years or 50,000 square feet of development (cumulatively) has been approved, whichever comes first, staff will provide a report to the Planning Commission regarding the status of development in the Walnut Station mixed use center and the potential impacts from the reduced parking allowances.

Parking

Parking requirements significantly impact the way an area builds out. Appropriate parking requirements can be one of the most significant elements in creating walkable communities. Too much parking restricts the amount of land that can be devoted to restaurants, retail spaces, offices, and residences. Parking facilities are expensive to construct, impose environmental costs, contradict objectives for more livable and walkable communities, and tend to increase driving and discourage use of alternative modes. Parking requirements also impact housing affordability, congestion, air and water pollution.



Inadequate parking supply also causes problems including frustrating users and increasing the potential for spillover impacts into adjacent neighborhoods. For this reason, it is not enough to simply reduce or eliminate parking requirements without looking closely at the impacts, and creating a program to adequately ad-

dress those impacts. The Walnut Station mixed use center has some unique characteristics that are conducive to a reduction of required parking. The EmX now established in the area means that fewer people will arrive to the area in a vehicle. The University of Oregon is directly adjacent to the area, so students and faculty have easy walking access to the area, also reducing the frequency of single-occupancy vehicles. The new code proposed for the area has focused on facilitating mixed use development, and this also reduces parking demand since motorists need to park only once to visit of a number of destinations.

Some unique characteristics in the area impact parking needs. For example, the presence of a large university and employment center creates a higher than average need for on-street parking. New development in the surrounding area is also anticipated to increase the need for parking spaces. While it would seem on the surface that increasing the supply of parking spaces would address the demand for parking spaces, increasing off street parking requirements tends to increase reliance of automobiles and therefore encourages additional vehicle trips.

In order to address both the need to reduce parking requirements to achieve the desired urban form and the potential for negative impacts of spillover parking in the Fairmount neighborhood, a number of potential solutions were evaluated. The Arena Parking District established as part of agreement for the Matthew Knight Arena provides a Residential Parking Program for the Fairmount neighborhood which regulates parking in that neighborhood to two hours in any given on-street spot. The City's intent that this Residential Parking Program remains in place, but there was concern that this program could be discontinued. As such, the following policy is adopted:

Prior to April 30, 2011, city staff shall provide a report to the Planning Commission which evaluates the Fairmount Neighbors Event Parking District created pursuant to the October, 2008, Arena Mitigation Agreement ("Parking District"). The staff report shall evaluate whether that Parking District is an adequate and appropriate mechanism to protect the Fairmount neighborhood from potential impacts from reduced parking allowances in the S-WS Walnut Station Special Area Zone and shall recommend alternative measures if the evaluation determines the Parking District is inadequate or inappropriate. In preparing the report, city staff shall consult with representatives of the Fairmount Neighbors Association and the University of Oregon.

Chapter 4 - The Public Realm Circulation Systems and Parks

This chapter describes considerations and recommendations for areas within the Walnut Station Specific Area Plan that largely fall within the public realm; streets, bicycle and pedestrian paths, and park, recreation, and open space amenities. As with development pattern and intensity, the emerging vision had specific recommendations about these public realm components and this chapter describes how those emerging vision elements have been addressed.

Street Network and Design

From the emerging vision process described in Chapter 2, it became clear that changing the nature of the transportation network in the Walnut Station area could be a key impetus for realizing the desired vision for the area. Franklin Boulevard is a significant focus as it bisects the study area and plays a major role in influencing the character and development of the area. As currently configured and designed, it is not a pedestrian friendly street to cross, nor does it safely and comfortably accommodate modes of travel other than motor vehicles. The other streets within the plan boundary; Walnut Street, Villard Street, Orchard Street, and Garden Avenue (including a portion of Moss Street) were also evaluated in the context of the overall vision, and improvements to these streets consistent with the emerging vision were also recommended.

Franklin Boulevard is a major arterial that carries more than 33,000 vehicle trips per day. Traffic volumes are projected to be as high as 40,000 to 45,000 vehicles per day in the year 2025. Franklin Boulevard serves as part of the initial EmX corridor. Within the plan area there are both one lane and two lane sections. Franklin Boulevard also serves as a corridor for accessing regional recreational and cultural facilities including Alton Baker Park, the regional Willamette River shared use path system and Autzen Stadium, all of which are within walking distance of the plan area.

However, it can also present a challenge for accessing these facilities. In addition to carrying large volumes of traffic through the area, Franklin Boulevard provides access to many businesses, is the primary surface street and transit connection between downtown Eugene and downtown Springfield, and serves as a major entryway into Eugene and the University of Oregon.



Pedestrian and bicycle movements within and across Franklin Boulevard are challenging due to the high volumes of traffic, lack of bicycle lanes, and substandard sidewalks. The existing edges

of the street are not conducive to active retail and other pedestrian friendly uses because there is very little area for sidewalks and in most places, no separation between the relatively narrow sidewalks and the street. Furthermore, the gateway potential of Franklin Boulevard is not emphasized in the current configuration. Designing streets only for rapid movement of cars negatively impacts many other goals for our streets and communities, especially in consideration of sustainability aspirations.

The transportation realm represents one of the largest collective amounts of publicly owned land in the Walnut Station area. The public input received called for using these lands as part of the overall transportation and planning solution, rather than to accommodate only one mode of transportation. In order to achieve the vision for the Walnut Station area, Franklin Boulevard must become more than just a conduit for moving traffic through the area.

A primary goal of this project is to provide additional, safer paths for pedestrians and bicyclists to move through the area and to cross Franklin Boulevard safely, while maintaining or improving the functionality of Franklin Boulevard as a major arterial. Information from Lane Transit District and City Public Works staff indicated that the provision for a second EmX lane was needed to support the regional EmX system. A multiway boulevard design was chosen for Franklin Boulevard primarily because it creates an environment conducive to encouraging pedestrian friendly mixed-use development along the street.

The multiway boulevard creates a different context by separating the through traffic from the adjacent land uses through the construction of planted medians, access lanes and on street parking that serves those land uses. For the pedestrians who are walking along the sidewalks adjacent to the access lanes, it feels more like they are walking along a main street than a busy arterial. The following photo-simulations show how con-





version of Franklin Boulevard to a multiway boulevard can support the project goals and objectives.

Converting Franklin Boulevard to a multiway boulevard became the preferred solution to address-

ing the challenges posed by the existing street design. One of the hallmarks of smart growth is support for increasing transportation choices and developing walkable neighborhoods. The proposed redesign of Franklin Boulevard to a multiway boulevard accommodates a range of users of the street system. The multiway boulevard design provides for two EmX lanes in the center of the boulevard, with two lanes of through traffic in either direction. Separated by a landscaped median, a local access lane with parallel parking is located on either side of the street. The local access lane will improve the efficiency of the through traffic lanes by removing multiple driveways and parking from the through traffic lanes, thus reducing conflict points and improving operation and safety in the through traffic lanes. This design minimizes the mixing of through and local traffic, thereby allowing through traffic to proceed efficiently through the Walnut Station area and local Walnut Station traffic to make turning decisions in the slower access lanes.

The multiway boulevard design supports the increased development envisioned by providing a safer and more pedestrian friendly environment. The access lane is, by design, a lower speed facility that also provides a buffer for pedestrian activity, envisioned along Franklin Boulevard sidewalks, from the high volume, higher speed through traffic lanes. The local access lanes and tree-lined medians buffer the pedestrian edge from the high-volume traffic. Curb extensions or stop controls or both at intersections can also reduce the pedestrian crossing distance and convert the local access lane area to a more pedestrian and bicycle friendly zone. The design includes wider than standard sidewalks that provide areas for street amenities and opportunities for café seating and other outdoor activity.

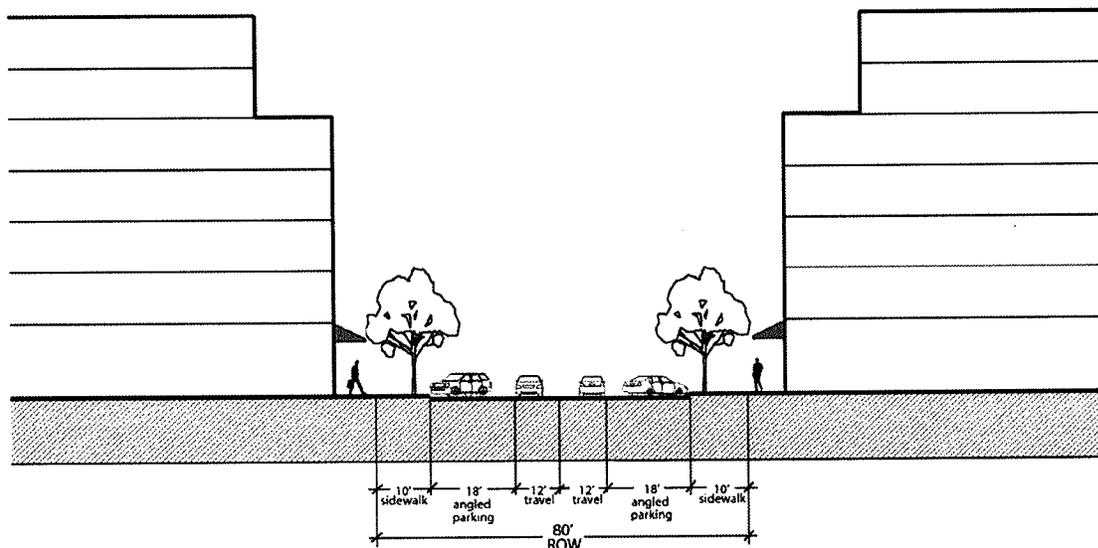


The design guidelines for the multiway boulevard contained herein are largely conceptual, and it is assumed that detailed design and development will occur when funding for the multiway boulevard is secured. The design in the planning process was developed so that the minimum right of way width necessary would be determined, and this minimum width has been established as a special setback in the Walnut Station Special Area Zone. The City is currently seeking funding to implement the multiway boulevard through the reauthorization of the six-year Federal Transportation Bill. Subsequent design and public outreach will occur once funding is secured to construct the multiway boulevard.

Garden Avenue/Moss Street

Garden Avenue includes short sections of both Walnut Street and Moss Street that provide block-long connections between Garden Avenue and Franklin Boulevard. Future reconstruction of Garden Avenue will include storm drainage improvements within the right-of-way. The reconstruction would occur within the existing 60 foot right-of-way and would include new stormwater facilities, two travel lanes, wide sidewalks with open street tree wells, and on-street (parallel) park-

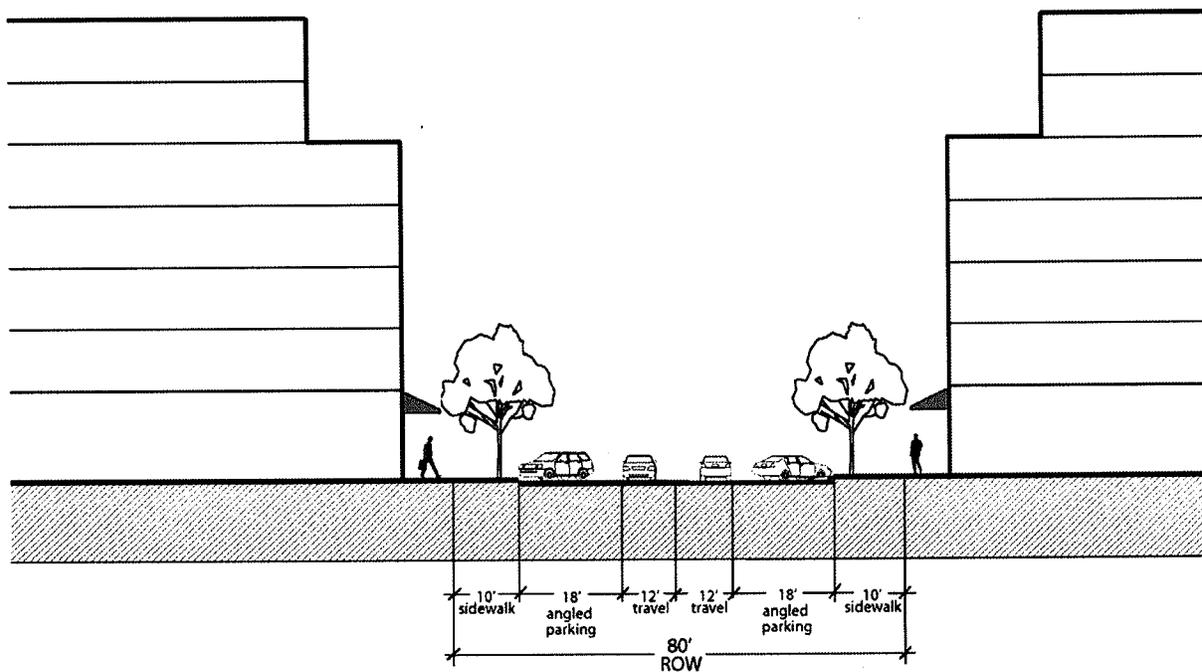
ing lanes on both sides of the street. Until the South Bank Path is completed Garden Avenue fills in a missing gap in the Riverbank Path System. As part of the Pedestrian and Bicycle Master Plan



Garden Avenue Conceptual I

Update the City will be developing tools to enhance on street bike routes that should be considered for use on Garden Avenue.

A key element of redesigning Franklin Boulevard is to align the intersection of Franklin and Moss with the intersection of Franklin and 13th in order to create a signalized intersection including a pedestrian crossing at this location. This would break up an approximately 1,500-foot long section of Franklin in which there are currently no pedestrian crossings. The new Matthew Knight Arena is likely to create demand for additional pedestrian crossings in this section of Franklin since there are restaurants and motels directly across Franklin from the arena. Besides breaking up this large super-block, this redesigned intersection also has the benefit of enabling vehicles to turn left from



13th Avenue onto Franklin which will allow buses serving the new arena to load on the arena side of 13th rather than across the street and buses heading westbound will be able to avoid the congestion intersection of 13th and Agate.

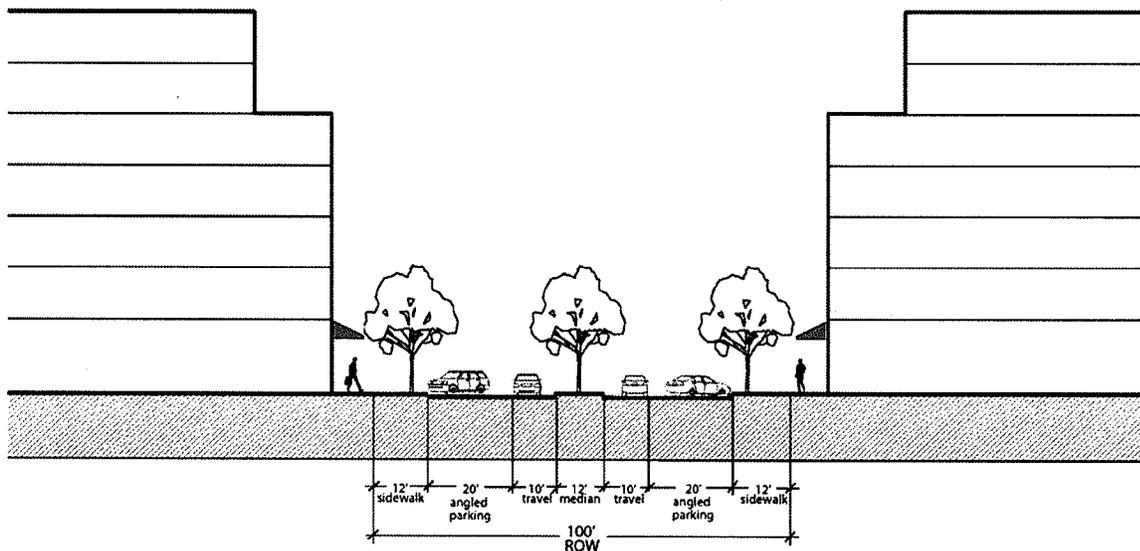
Walnut Street

The Walnut Street improvement includes the section between Franklin Boulevard and 15th Avenue, south of Franklin Boulevard, and a short segment north of Franklin Boulevard that connects Franklin Boulevard with Garden Avenue, north of Franklin. Walnut Street will eventually require reconstruction at that will include stormwater improvements. Walnut Street, south of Franklin Boulevard is constructed within an 80-foot right-of-way, while north of Franklin Boulevard it is constructed within a 60-foot right-of-way. As shown in the cross-section the southern portion could include new stormwater facilities, two travel lanes, angled parking bays (the direction of the angled parking, i.e. front-in versus back-in has not been determined at this point) and wide sidewalks on both sides of the street. Reconstruction on the segment north of Franklin Boulevard would be within the existing 60-foot right-of-way and would include new stormwater facilities, two travel lanes, parallel parking bays and wide sidewalks on both sides of the street. Up to 66 angled parking spaces for the southern portion of the block could be provided versus approximately 39 existing parallel parking spaces, a 69 percent increase.

Walnut Street is also an on-street bike route that connects the 15th Avenue bike route to Garden Avenue and the South Bank Path. As part of the Pedestrian and Bicycle Master Plan Update the City will be developing tools to enhance on street bike routes that should be considered for use on Walnut Street.

Orchard Street

Orchard Street between Franklin Boulevard and 15th Avenue south of Franklin Boulevard is constructed within an existing 80-foot right-of-way. Full reconstruction can occur within the existing 80-foot right-of-way and can include new stormwater facilities, two travel lanes, angled parking bays and wide sidewalks on both sides of the street. This street could accommodate approximately 85 angled parking spaces for the entire block, a 63 percent increase from the existing 52 parallel



parking spaces.

Villard Street

The Villard Street improvement includes the section between Franklin Boulevard and 15th Avenue,

south of Franklin Boulevard and the short segment that connects Franklin Boulevard to Garden Avenue, north of Franklin. The south section of Villard Street is constructed within a 100-foot right-of-way, while the northern section is constructed within a 60-foot right-of-way. South-side reconstruction could include new stormwater facilities within a central median area, two travel lanes, angled parking bays and wide sidewalks on both sides of the street. Angled parking would increase the parking on this street by approximately 58 percent, with up to 79 angle parking spaces for the entire block versus approximately 50 parallel spaces.

The benefits of the increase in on street parking spaces need to be balanced with safe traffic patterns as well as safe and convenient access to existing business along these streets. Redesign of Orchard, Walnut and Villard streets to create angled parking will also need to be reviewed and approved by the City engineer. The following factors have been identified as some of the impacts that could be associated with these street improvements:

- Costs associated specifically with reconfiguring the curb line, the existing stormwater catch basins and conveyance facilities, and the long-term maintenance
- Existing driveways would need to be consolidated to fully maximize on-street parking spaces
- Loss of mature vegetation
- Costs associated specifically with reconfiguring the curb line, existing stormwater catch basins and conveyance facilities, and long-term maintenance

Factors considered as improvements that would result include:

- Reclaiming and enhancing the pedestrian realm with wider sidewalks, landscaping and furnishings
- Providing for traffic calming from increasing parking on some streets
- Providing opportunities to integrate innovative green street treatments and reduce impervious surfaces

Addressing Transportation Impacts

Throughout the process of discussing existing and proposed transportation systems, the issue of traffic impacts was raised. A Traffic Impact Analysis (TIA) was performed early in the visioning process when the multiway boulevard was first proposed. This analysis modeled the proposed roadway network and found that City level of service (LOS) standards can be maintained at all study area intersections even with re-development of the Walnut Station area as a mixed use center with a multiway boulevard. While some impacts to through and local traffic resulting from the conversion to a multiway boulevard were originally identified, City Public Works staff provided an updated review of the analysis. They found that traffic volumes on Walnut and Orchard are actually lower today than when the former one-way couplet supported daily traffic to and from the Department of Motor Vehicles, the Oregon Department of Transportation maintenance yard and the Joe Romania auto sales lots and offices. Villard Street used to carry a variety of commercial traffic including that from Williams Bakery and a convenience store and gas station. These auto-dependent uses no longer exist.

This area has a history of speeding and cut-through traffic problems that are due to the geography and street configuration in the area, and development within Walnut Station under the proposed plan will alter the traffic patterns. Neighborhood traffic impacts have been studied and mitigation measures identified, through the Fairmount/Agate Traffic Study. The City completed the first phase of traffic calming identified in the Fairmount/Agate Traffic Study for the neighborhood and the University will be constructing additional "entry treatments" with the Matthew Knight Arena.

While there is information to indicate that there will not be negative impacts from development of the Walnut Station mixed use center, maintaining the integrity of the Fairmount neighborhood is an important component of this plan. If development consistent with the Walnut Station mixed use center does have adverse traffic impacts on the Fairmount neighborhood, these should be mitigated. As such, the following policy is adopted in the Walnut Station Specific Area Plan:

The city shall update the 2006 Agate Street and Fairmount Neighborhood Traffic Calming Study ("Study") to add mitigation measures that address the impacts likely to occur to the Fairmount neighborhood as a result of development/redevelopment within the S-WS Walnut Station Special Area Zone. City staff evaluation and identification of these mitigation measures for the Study update shall commence within two years of the date on which the City Council's adoption of the S-WS Walnut Station Special Area Zone becomes effective. The final Study update shall be forwarded to the City Council within three years of that effective date. Mitigation measures included in the updated Study shall be implemented, along with any other measures deemed necessary by the city, as development and associated impacts occur, through the city's development and building permit approval process and/or the city's annual Capital Improvement Program. In preparing the report, city staff shall consult with representatives of the Fairmount Neighbors Association and the University of Oregon.

Business owners and neighbors raised concerns about the potential impacts to properties that front Franklin Boulevard once the local access lane is in place, as drivers may have to enter the access lanes at a single point only. Design considerations and good signage are examples of potential solutions that will be developed in more detail as the detailed design of the multiway boulevard occurs. Once funding has been secured for the multiway boulevard, the City will go through the process of acquiring the property within the special setback area, and developing detailed design plans for the boulevard. The following policy is adopted in the Walnut Station Specific Area Plan to ensure this issue is addressed at the time of construction:

The City shall develop strategies to address the need to provide clear and easy access to businesses along the multiway boulevard and address any loss of off-street parking spaces resulting from construction of the multiway boulevard.

Finally, construction of the multiway boulevard will require additional right of way, up to 35 feet in width between Walnut and Villard Street. Though only a special setback is being established as part of this plan and no actual property is being purchased, it is clear that there will be impacts to some existing parking spaces for existing businesses once the multiway boulevard is constructed. The Hirons/Market of Choice property will be significantly impacted, as will several properties on the north side of Franklin Boulevard. To address this concern, during the design phase of the multiway boulevard, consideration will be given to phasing the project to allow property owners who own entire blocks of frontage along Franklin Boulevard to be given the option to "opt out" of construction of the local access lane. While this would delay the benefits associated with creation of the local access lane, it would allow property owners the option of maintaining their existing parking spaces, deferring the improvements to the right of way until the property redevelops.

This option works on the south side of the street where the entire block is under one ownership control, and the local access lane can be constructed block by block. On the north side of the street, each block is divided into separate properties under different ownership which precludes opting out of the local access lane. There may be alternative design solutions that could be sought on a site to site basis that could occur during the detailed design phase.

Bicycle and Pedestrian Circulation

Because one of the cornerstones of mixed use development is to create pedestrian friendly environments that support the use of alternative modes of travel, bicycle and pedestrian circulation were a component of the visioning and planning process. Rebuilding the side streets (Villard Street, Walnut Street, Orchard Street and Garden Avenue) will enhance the bicycle and pedestrian experience as these improvements include tree planting, wider sidewalks and on-street parallel parking spaces which slow traffic.

The sidewalk on the south side of Franklin Boulevard east of Walnut Street is a key connection

to the Laurel Hill Valley neighborhood for both biking and walking. Walnut Station is within walking and biking distance for many Laurel Hill Valley residents so making sure that pedestrian and bicycle connections to the neighborhood are safe and comfortable is critical for ensuring that these people can enjoy the benefits of the mixed use center. The existing sidewalk on the south side of Franklin west of Walnut is relatively narrow and close to the street. Where it can be, it should be set back and widened. This is especially the case in front of the former ODOT maintenance facility where is a significant amount of right of way. These improvements can be implemented at the time the multiway boulevard is constricted.

15th Avenue is an on-street bike route that connects the Laurel Hill Valley to the University of Oregon and downtown Eugene. As part of the Pedestrian and Bicycle Master Plan Update the City will be developing tools to enhance on street bike routes that should be considered for use on 15th Avenue. Policies in the Fairmount/University of Oregon Special Area Study recognized to maintain and improve the bike path on 15th Avenue within the Walnut Station Plan, and the lands formerly owned by the Oregon Department of Transportation have been



considered a potential location for realigning a portion of the bike path along 15th that would perhaps better connect with the sidewalk connection to the Laurel Hill Valley. As addressed below, a mid-block connector has been considered as part of the Walnut Station Specific Area Plan, and a portion of this connector would also include going through a portion of these lands. To maintain consistency with the Fairmount/University of Oregon Special Area Study which also reflects the vision of this Plan, the following policy is adopted:

As part of an application to develop the lands formerly owned by the Department of Transportation (south of Franklin Boulevard, east of Walnut Street and north of 15th Avenue), the developer shall demonstrate that consideration was given to realigning the 15th Avenue bicycle path in the vicinity of those lands and making it more attractive. (Note: If the bicycle path is realigned, the City shall require an easement for the path to ensure its permanence in the future.)

The multiway boulevard design also accommodates and responds to bicycle and pedestrian modes of transport. Bicycle traffic is incorporated into the access lanes with the slower vehicle traffic and on-street parking, similar to bicycle traffic on a local street. Many bicyclists prefer biking on low speed, low traffic streets rather than bike lanes on busy streets as previously planned for Franklin Boulevard (TransPlan 2002). Through the multiway boulevard design, the number of access points on Franklin Boulevard will be reduced, improving safety and reducing conflict points between vehicles and bicycles. Additionally, bicycle traffic is buffered from the through traffic by a physical barrier between the access lane and the through traffic lanes.

As described below in the parks section, a number of bicycle/pedestrian connections and a "woonerf" design have been considered to be provided along the millrace. The potential for the Millrace to be developed as a linear park that would accommodate a multi-use path along its north and south side was considered under a variety of design alternatives. It is clear that this area

offers a prime opportunity to provide an east-west bicycle and pedestrian connection between Millrace Drive and the Knickerbocker Bridge. Several different options were considered for a linear park/path along the Millrace, some for bicycle and pedestrian travel only and a “woonerf” concept that would allow limited vehicular access. However, all path options require significant property acquisition by the City and removal of existing structures. Additionally, due to steep grades on the south side, considerable excavation and retaining wall construction would be required for construction on much of the south side of the Millrace.

There is currently a Eugene Pedestrian and Bicycle Master Plan process underway that may determine appropriate alignment of this path. This will provide the City of Eugene with the plans and policies necessary to create a first-class city for bicycling and walking, reduce overall carbon emissions, and provide for a well-designed, integrated, safe, and efficient multi-modal transportation system. The Eugene Pedestrian and Bicycle Master Plan will serve as the Pedestrian and Bicycle element of the City’s Transportation System Plan (TSP). Elements of the Master Plan include a system-wide analysis of Eugene’s pedestrian and bicycle network, a capital project list designed to improve connectivity throughout the City, a design guide for pedestrian and bicycle-specific infrastructure, and policies that support the development of Eugene’s active transportation system.

Mid Block Connector

Some of the blocks south of Franklin Boulevard were identified as “superblocks”; large blocks uninterrupted by alleys or street intersections that generally impedes a safe, efficient and attractive pedestrian experience. The early visioning phase included a proposal to reduce the size of superblocks south of Franklin Boulevard, between Villard Street and the eastern project boundary by creating a multi-functional accessway running east-west about halfway between Franklin Boulevard and 15th Avenue. This could provide for east-west bicycle/pedestrian circulation through the study area in a linear park or plaza-type design, service access for retail and (potentially) residential uses, and possible automobile access to parking structures or areas.

On the north side of Franklin Boulevard, Garden Alley provides an east west connection between Walnut and Villard Street, but not between Villard and Moss street that would serve similar purposes to the mid block connector described above. The Fairmount neighborhood strongly supported the proposed mid block connector, and it was recommended by staff as a vital component of the plan. However, while the concept of these additional accesses was generally supported, there was no agreement among the stakeholders that these accessways should be required to be dedicated as public right of way. Provision of the connectors as public rights of way was further complicated by challenges with unwilling property owners. There was support for these connectors to be incentivized as redevelopment occurred, but it was not agreed that they should be sought as public property. These connections remain a component of the vision and are captured in the illustrative plan; the following adopted policies are pertinent to these connections:

As part of an application to develop a property south of Franklin Boulevard or a property in the block on the north side of Franklin Boulevard between Moss Street, Villard Street, and Garden Avenue within the Walnut Station Specific Area Plan, applicants are encouraged to include access for pedestrians, bicycles and limited vehicular access consistent with the Transportation Features map shown as Figure 9.3978(3)(b) in the Walnut Station Special Area Zone.

Park, Open Space and Recreation

Though adjacent to the Willamette River, there is little existing open space within the boundary of the Walnut Station area. There is currently a City-owned four acre park, Franklin Park, fronting the north side of Franklin Boulevard at the east end of the plan area. Franklin Park is not programmed for improvement and is designated as a natural area in the City’s Park and Open Space Plan. An integral part of a successful mixed use center is a parks and open space system that provides a variety of pedestrian- and bike-friendly connections, areas to congregate and socialize, and other recreational opportunities within walking distance of businesses and residences. Additional park land, especially for neighborhood parks, is a recognized need in the Walnut Station Specific Area

Plan. The following goals and objectives were raised in the visioning process as important park and open space components for the area:

- Restoring Franklin Park as a riparian-planted natural park or open space;
- Providing for a new neighborhood park;
- Providing for smaller-scale pocket parks;
- Promoting the open space and stormwater potential of the Millrace; and
- Improving access to the Willamette River.

Franklin Park

Franklin Park is an existing 4-acre open space amenity at the eastern edge of the Walnut Station plan area. The park is bounded by commercial development and parking to the west, Franklin Boulevard and the I-5 off-ramp to the south, and the railroad embankment to the north. A multi-use bicycle path runs adjacent to the southern edge of the park, connecting Franklin Boulevard and Knickerbocker footbridge by means of a railroad underpass. The pedestrian railroad underpass is located adjacent to the eastern corner of the park. The park contains riparian habitat and is designated as a protected "Goal 5" water resource site. Habitat value has been reduced by the predominance of invasive species, especially along the edges of the park.

Franklin Park was evaluated and found not to be a good candidate for development as a new neighborhood park. It has riparian habitat and ecological value and is considered as a natural resource area by the Parks and Open Space Department. Its isolated location at the far eastern edge of the project area adjacent to the railroad tracks further detracts from its potential as a neighborhood Park. There is however some opportunity to open up the park to improve safety and surveillance, and to provide for passive use through removal of invasive plants.

Recommendations for Franklin Park include:

- Removal of invasive species and replacement with native plants
- Assuming intake pumps remain, promote passive recreational uses such as educational signage and trails
- If the intake pumps are decommissioned, reconsider programming the park for more active recreational uses that are also compatible with nearby river habitat and the neighborhood.

Creation of a New Neighborhood Park

The market analysis for this area indicates a potential demand for up to 1400 additional dwelling units in the planning area. These future residents plus the increased commercial activity will bring several thousand additional people to the area. This will increase the need for additional neighborhood parks in the area. Neighborhood parks are intended to provide access to basic recreation opportunities for nearby residents within biking/walking distance, enhance neighborhood identity, and preserve neighborhood open space. Typical features in a neighborhood park include children's play areas, park furniture such as picnic tables and benches, accessible paths, informal play areas and open space.

There was great interest in creating a site for a new neighborhood park for the area. One idea from the Fairmount neighborhood supported a new park and connection to the river along the Villard Street axis. However the property owner did not support this idea, which would have required demolition of buildings, some of which have recently been renovated. A second idea was to create a park within an expanded Villard Street right of way. This space was conceived as a 60 feet wide green space in the middle of two single traffic lanes and single parking lane. Villard Street would need to be widened by up to 30 feet on each side in order to accommodate a 60 foot wide green space. This would have a direct impact on at least two structures and would have removed numerous off-street parking spaces for four existing businesses.

The City's Park and Open Space department has indicated that other parts of the City have priority for park land acquisition and development, and that priority is based on current standards which prioritize park area based on the number of parks within a certain distance of residences as previ-

ously established in the Parks and Open Space Priority Plan. As the Walnut Station area will likely have relatively high residential densities in the future it is recommended that the Parks rating system also include density, not just the distance to a park, as a factor in determining where future parks shall be located. This would better address the park need due to the high number of residents that populate a smaller geographical area in a mixed use development. The following policy is adopted in the Walnut Station Specific Area Plan:

In prioritizing the need for future park land within the Walnut Station Mixed Use Center, the City should consider the relative density of residential development, in addition to walking distance to parks, as a factor.

The following policy is also adopted in this plan to address the need to continue to work towards addressing the need for additional park land in the area:

Due to the expected increase in residential density and lack of access to existing neighborhood parks, there is a goal of establishing a new neighborhood park for this area. Staff will work with landowners to find a suitable site of appropriate size and configuration for a new neighborhood park on the north side of Franklin Boulevard in the Walnut Station Specific Area Plan.

The Millrace

The primary natural feature within Walnut Station is the Millrace. The Millrace, a pumped diversion channel, winds through the northern boundary of the study area. Portions have long been covered and built over, while other portions remain in a more natural state, including riparian vegetation and providing passive open space amenities to adjoining parcels. The Millrace is a protected Statewide Planning Goal 5 riparian and wetland resource and it may provide opportunities for enhancement. The Willamette River, adjacent to the north, is a significant regional natural resource for the area but the railroad tracks pose a barrier that restricts access between the Walnut Station plan area and the river.

A variety of design options were discussed in relation to the use and protection of the Millrace and its riparian edge. Existing Goal 5 water resource regulations that protect the Millrace influence how and where development can occur along its bank. The Goal 5 regulations require a 40 foot minimum setback from the top of the bank, but this is required only for properties that have not been previously developed. This varied development edge allows some property owners to maximize lot coverage, furthering the redevelopment and density goals of study area. However, it precludes some opportunities to redevelop the Millrace edge in a consistent, cohesive manner.



Though these are opportunities presented by the Millrace, its future is not certain. The University of Oregon was until very recently maintaining the pumps which keep water in the millrace, but

that may not remain the case. Any recommendations regarding development along or in relation to the millrace would be premature without understanding how it will be maintained. The following policy is adopted in this plan:

Due to the uncertainty surrounding the future of the water in the Millrace, the City should complete a comprehensive study of the Millrace prior to decisions being made regarding its use as a park or other amenity, or before regulations related to development along the millrace are adopted or amended.

The Willamette River

The Willamette River provides a valuable open space amenity adjacent to the Walnut Station Mixed Use Center. At the western edge of the Walnut Station Mixed Use Center, the Frohnmayer pedestrian/bicycle bridge provides a link to Alton Baker Park along the river, and the regional Willamette River shared use path system. Public access is limited along the Willamette River corridor in the Walnut Station Mixed Use Center due to the grade change of the Union Pacific Railroad, which runs along the northern boundary of the area between the plan area and the Willamette River. There is a pedestrian and bicycle path connection under the tracks at the eastern edge of the project area, leading to river access eastward, but no river connection within the plan area. As the Walnut Station area is developed, other opportunities to connect to the river will become available. For example, upper levels of buildings will have views of the river and park land beyond. Existing view corridors through existing street right-of-way will also continue to be maintained with building height stepbacks required along the local streets.

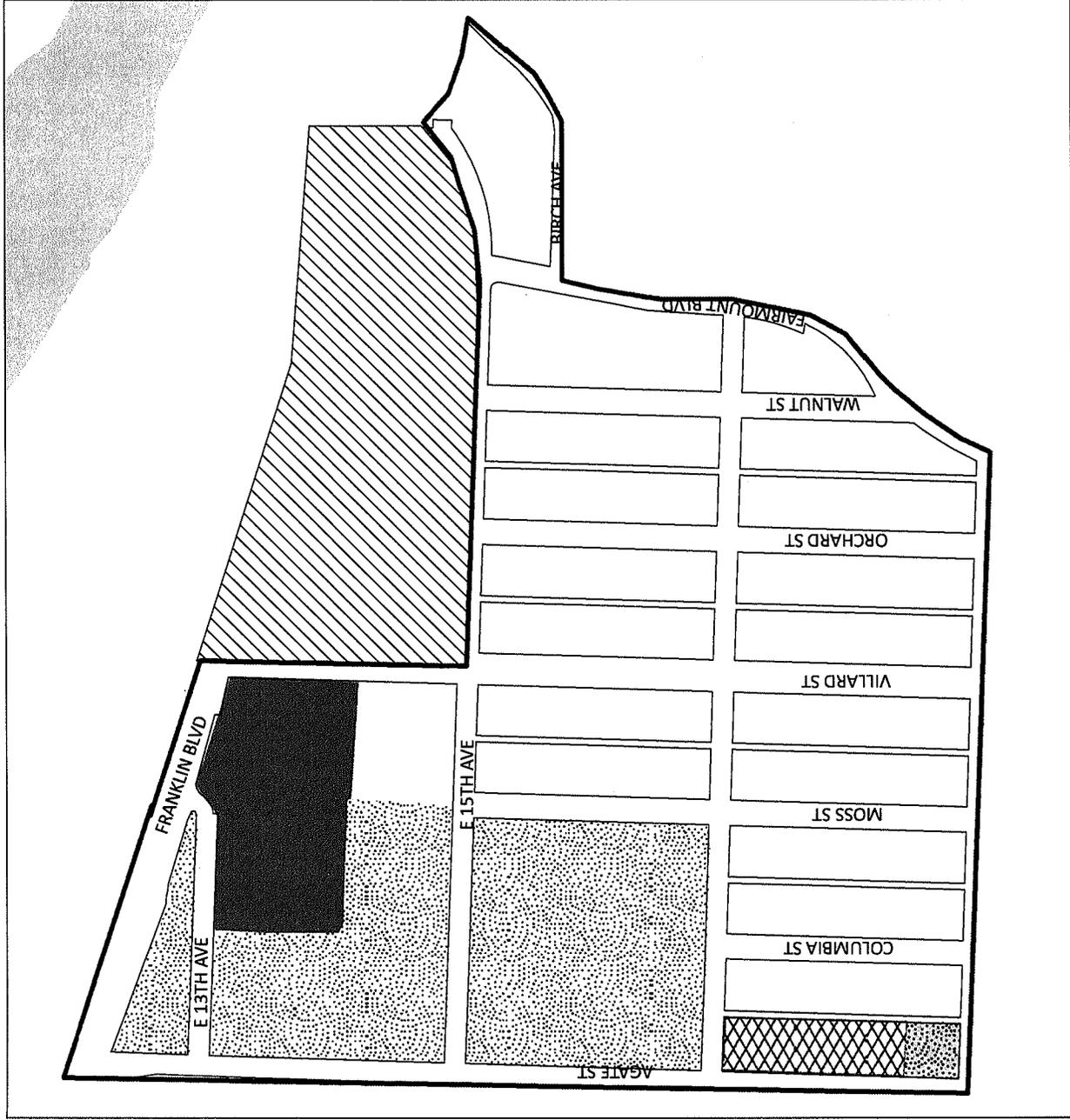
References

The following technical documents were produced as part of the Walnut Station Mixed Use Center Planning Process and are available at the City of Eugene Planning Division

- A. Phase II Implementation Plan; David Evans and Associates, June 2009
- B. Walnut Station Form Based Code Charrette Report; Angelo Planning Group, SERA, City of Eugene, May 19, 2009
- C. Urban Form Recommendations; Angelo Planning Group, April 14, 2009
- D. Detailed Development Program, SERA Architects, February 25, 2009
- E. Parking Memorandum; SERA, July 2008
- F. Financial Analysis of Selected Redevelopment Programs in the Walnut Station Mixed Use Center in Eugene Oregon (Johnson Gardner, October 31, 2008.
- G. Visualizing the Multiway Boulevard Benefits; David Evans and Associates, Inc., June 2007
- H. Report on Franklin Boulevard and a Multiway Boulevard Design Concept; David Evans and Associates, Inc., June 2007
- I. Open House, May 9, 2007
- J. Existing Traffic Conditions Memorandum; David Evans and Associates, Inc., April 2007
- K. Comparison of a No Build Alternative and a Multiway Concept for Franklin Boulevard; David Evans and Associates, Inc., April 2007
- L. Development Plan for Walnut Station Mixed Use Center, Phase I Report; Urbsworks, Inc., May 2006
- M. Key Findings from the Market Overview for Walnut Station and Implications for Future Development, Strategic Economics, January 2006.
- N. Preferred Alternatives Newsletter, January 2006
- O. Development Plan for Walnut Station Mixed Use Center, Existing Conditions Report; Urbsworks, Inc., October 2005
- P. Walnut Station Mixed Use Center Opportunities and Constraints Report; Crandall Arandula, June 2005

Land Use Study Areas

Map 3



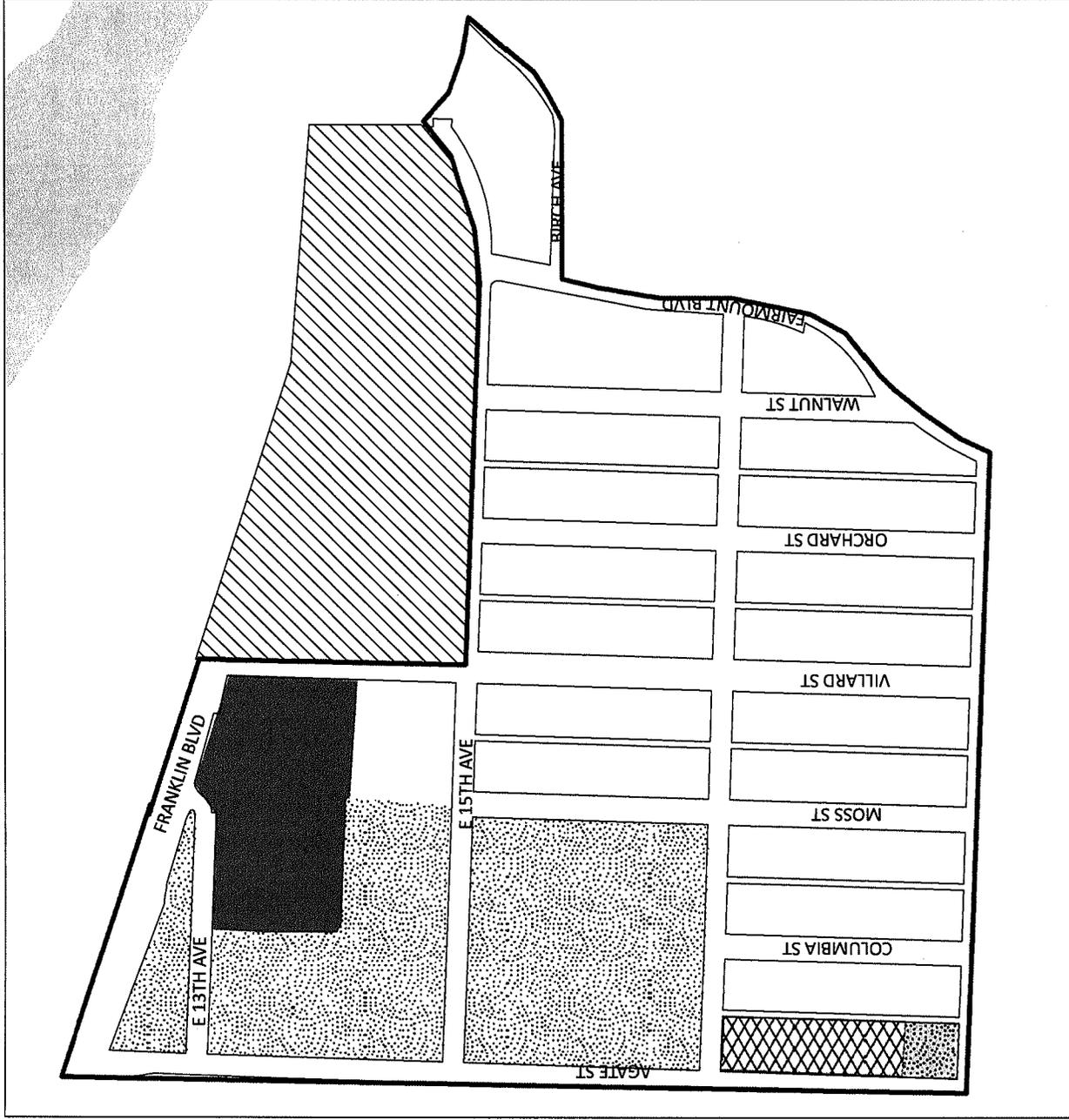
- A** Core Residential
- B** Franklin Blvd. Community Commercial
- C** 19th & Agate Neighborhood Commercial
- D** ODOT Lands
- E** University of Oregon Lands
- Condon Elementary
- Area removed; included in Walnut Station Specific Area Plan



Fairmount Special Area Study

Land Use Study Areas

Map 3



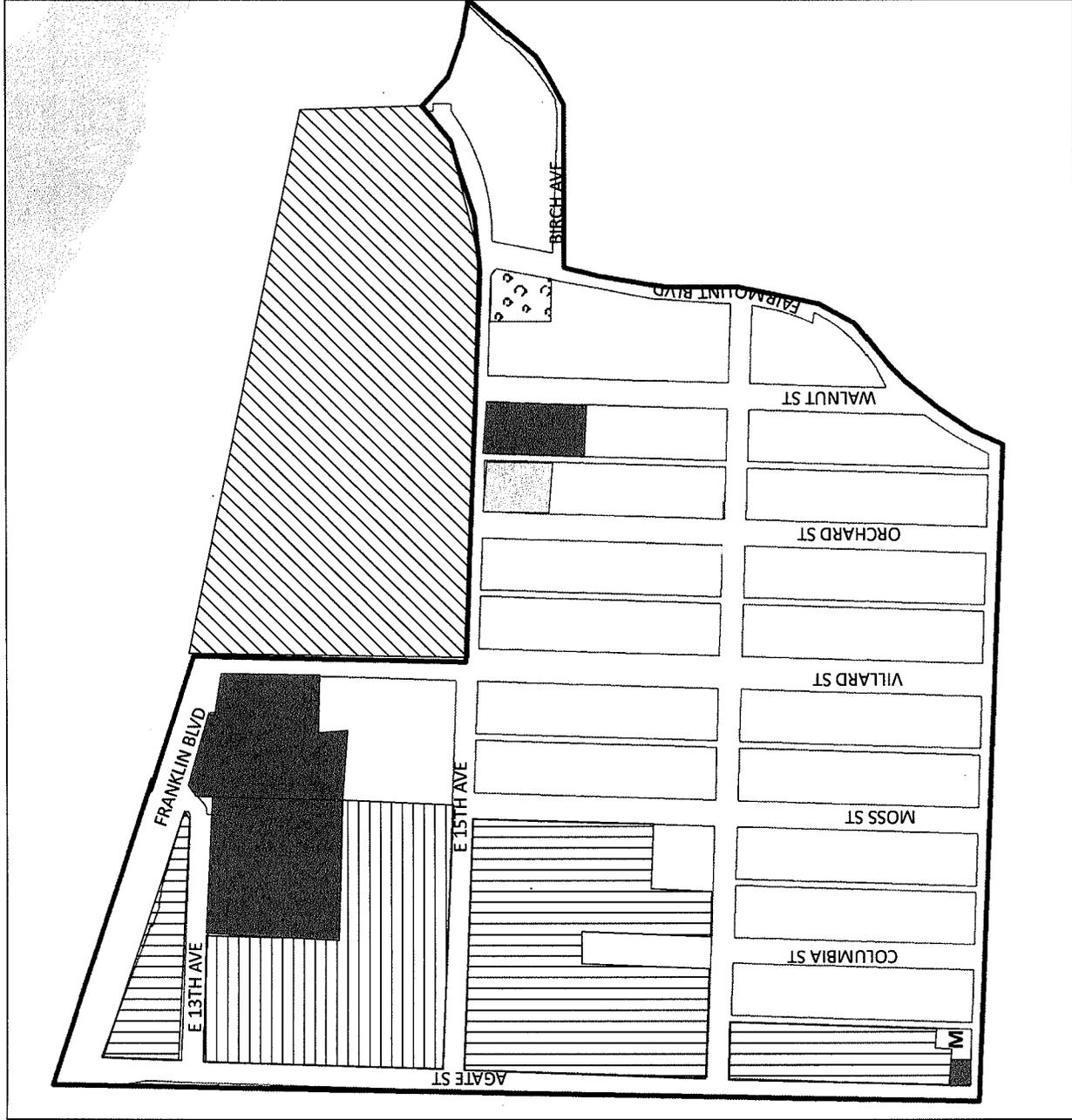
- A** Core Residential
- B** Franklin Blvd. Community Commercial
- C** 19th & Agate Neighborhood Commercial
- D** ODOT Lands
- E** University of Oregon Lands
- Condon Elementary
- Area removed; included in Walnut Station Specific Area Plan



Fairmount Special Area Study

Generalized Existing Land Use

Map 4



-  High Density Residential
-  Commercial
-  Residence Halls
-  Government & Education
-  Parks & Open Space
-  Mixed Residential/Commercial
-  M
-  Area removed; included in Walnut Station Specific Area Plan

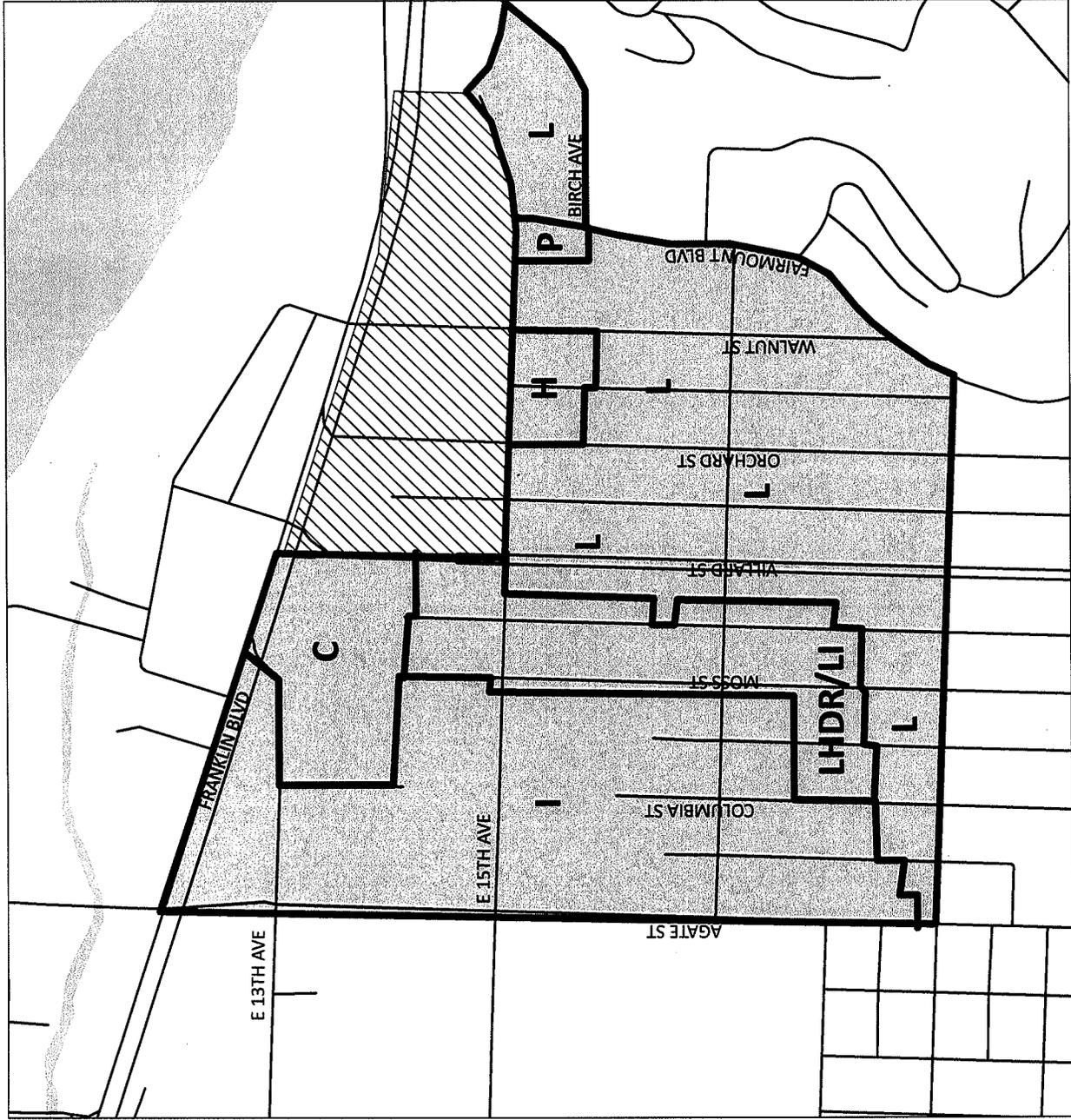


Fairmount Special Area Study

Land Use Diagram

(Generalized Future Land Use Patterns)

Map 6

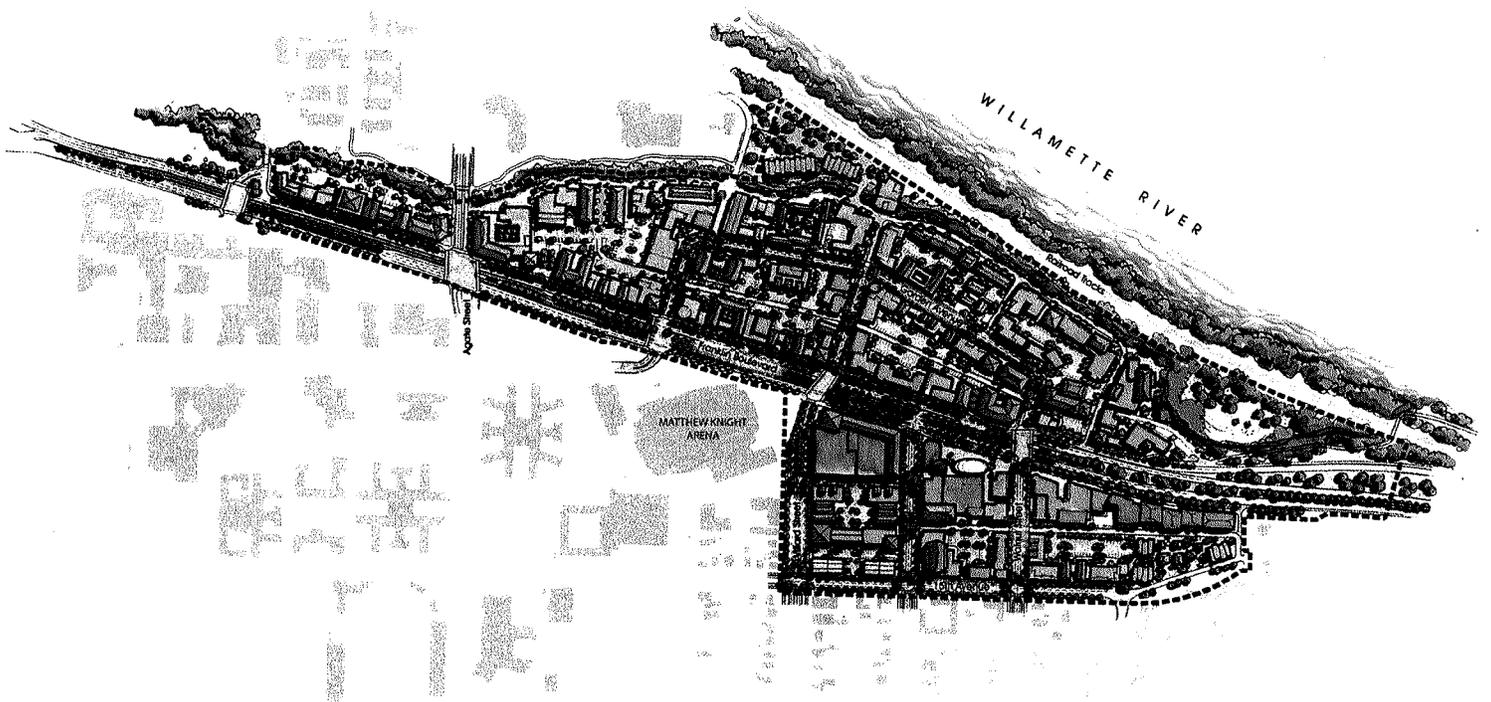


- I Institutional
- C Commercial
- L Low Density Residential
- LM Low or Medium Density Residential
- H High Density Residential
- P Parks/Open Space
- S Professional/Office
- ▨ Area removed; included in Walnut Station Specific Area Plan



Fairmount Special Area Study

S-WS Walnut Station Special Area Zone



May 2010 Draft Form Based Code

S-WS Walnut Station Special Area Zone

9.3950 **Purpose of S-WS Walnut Station Special Area Zone.** The purpose of the Walnut Station Special Area Zone is to implement the vision of the Walnut Station Specific Area Plan to facilitate development of a mixed use center. The S-WS standards implement a form-based approach, which emphasizes the relationship between building facades and the public realm, the form and mass of buildings in relation to one another, and the scale and types of streets and blocks. The intent of a form-based code is to achieve a predictable built environment with a focus on providing quality public spaces. Design objectives of the S-WS zone include:

- (1) Recognize and enhance the Walnut Station Special Area Zone as a gateway to the City and the University of Oregon.
- (2) Recognize and enhance the open space and natural resources in the Walnut Station Special Area Zone. Treat the millrace as an amenity, enhance the Willamette River, and provide connections to these natural resource areas.
- (3) Foster building orientation, massing, articulation and façades that contribute positively to the surrounding environment.
- (4) Create a safe and attractive pedestrian environment through use of architectural and site design features such as high quality materials, outdoor seating, pedestrian-scaled lighting, prominent entries facing the street, multiple openings or windows, vegetation, and significant use of clear glass.
- (5) Provide for architectural variety and access to light, air and vegetation through variations in building massing, setbacks, stepbacks, screening and landscaping.
- (6) Promote a mixture of uses, including commercial, residential, and institutional uses.
- (7) Provide adequate parking while incorporating features that reduce the need for use of automobiles for travel within the Special Area Zone.
- (8) Encourage the use of transit, walking and biking through provision of attractive and safe bicycle and pedestrian facilities and direct connections between buildings, pathways, sidewalks and transit facilities.
- (9) Minimize the barrier effect of Franklin Boulevard.
- (10) Recognize 15th Avenue as a transition area between the predominantly single family residential neighborhood on the south side of the street and Walnut Station Special Area Zone on the north.

9.3955 **S-WS Walnut Station Special Area Zone Siting Requirements.** In addition to the approval criteria at EC 9.8865 Zone Change Approval Criteria, the site must be included within the Walnut Station area depicted on Map 9.3955 S-WS Walnut Station Special Area Zone and Frontage District Plan. When a property is rezoned to S-WS, as part of the rezoning process the city shall identify the frontage district designation applicable to the property. Within the S-WS Walnut Station Special Area Zone, the four frontage districts are:

- (1) S-WS/FC (Franklin Corridor);
- (2) S-WS/GA (Garden Avenue);
- (3) S-WS/TE-15 (Transition Edge 15th);
- (4) S-WS/PRO (Park, Recreation and Open Space)

The boundaries of these frontage districts are shown on Map 9.3955, S-WS Walnut Station Special Area Zone and Frontage District Plan.

9.3960 **S-WS/PRO Park, Recreation and Open Space Regulations.** Land use and development within the S-WS/PRO frontage district shall be governed by the code sections applicable in the PRO Park, Recreation and Open Space Zone at EC 9.2600 - 9.2650.

9.3965 S-WS Walnut Station Special Area Zone Land Use and Permit Requirements.

(1) Permitted Uses. Unless listed in subsection (2) below as a conditional use or in subsection (3) below as a prohibited use, the following uses are permitted in the S-WS Walnut Station Special Area Zone, subject to applicable development standards:

- (a) Any uses listed under the Residential or Lodging use categories on Table 9740 Residential Zone Land Uses and Permit Requirements;
- (b) Any uses listed under any use category on Table 9.2160 Commercial Zone Land Uses and Permit Requirements except that Manufacturing uses are limited to those allowed in the C-2 and C-3 zones.

The permit requirements of Tables 9.2740 and 9.2160 are not applicable.

(2) Conditional Uses. The following uses are subject to a conditional use permit as per EC 9.8075 through EC 9.8113:

- (a) Agricultural Machinery Rental
- (b) Heavy Equipment Sales
- (c) Hospital
- (d) Indoor Arena
- (e) Manufactured Dwelling Sales
- (f) RV and Heavy Truck Sales
- (g) Train station

(3) Prohibited Uses. The following uses are prohibited:

- (a) Amusement Center, including Casinos, greater than 25,000 square feet
- (b) Cemeteries
- (c) Correctional facility, excluding residential treatment facilities
- (d) Indoor firing ranges
- (e) Kennels used for overnight animal boarding
- (f) Nuclear reactors
- (g) Recreational vehicle parks
- (h) Recycling centers or transfer stations with the exception of small recycling centers as defined in section EC 9.0500 of this code.

9.3970 S-WS Walnut Station Special Area Zone Development Standards Applicable to All Properties in the Walnut Station Special Area Zone.

(1) Application of Standards. In addition to the standards contained in EC 9.3950 to EC 9.3980, the General Standards for All Development in EC 9.6000 through 9.6885 and The Special Development Standards for Certain Uses in EC 9.5000 through EC 9.5350 apply within this zone, except the multi-family standards found in EC 9.5500(1)-(14) are not applicable in the S-WS zone unless specified at EC 9.3970(2)(e) below. In the event of a conflict between those general development standards and the development standards in EC 9.3950 to EC 9.3980, the specific provisions of EC 9.3950 to EC 9.3980 shall control.

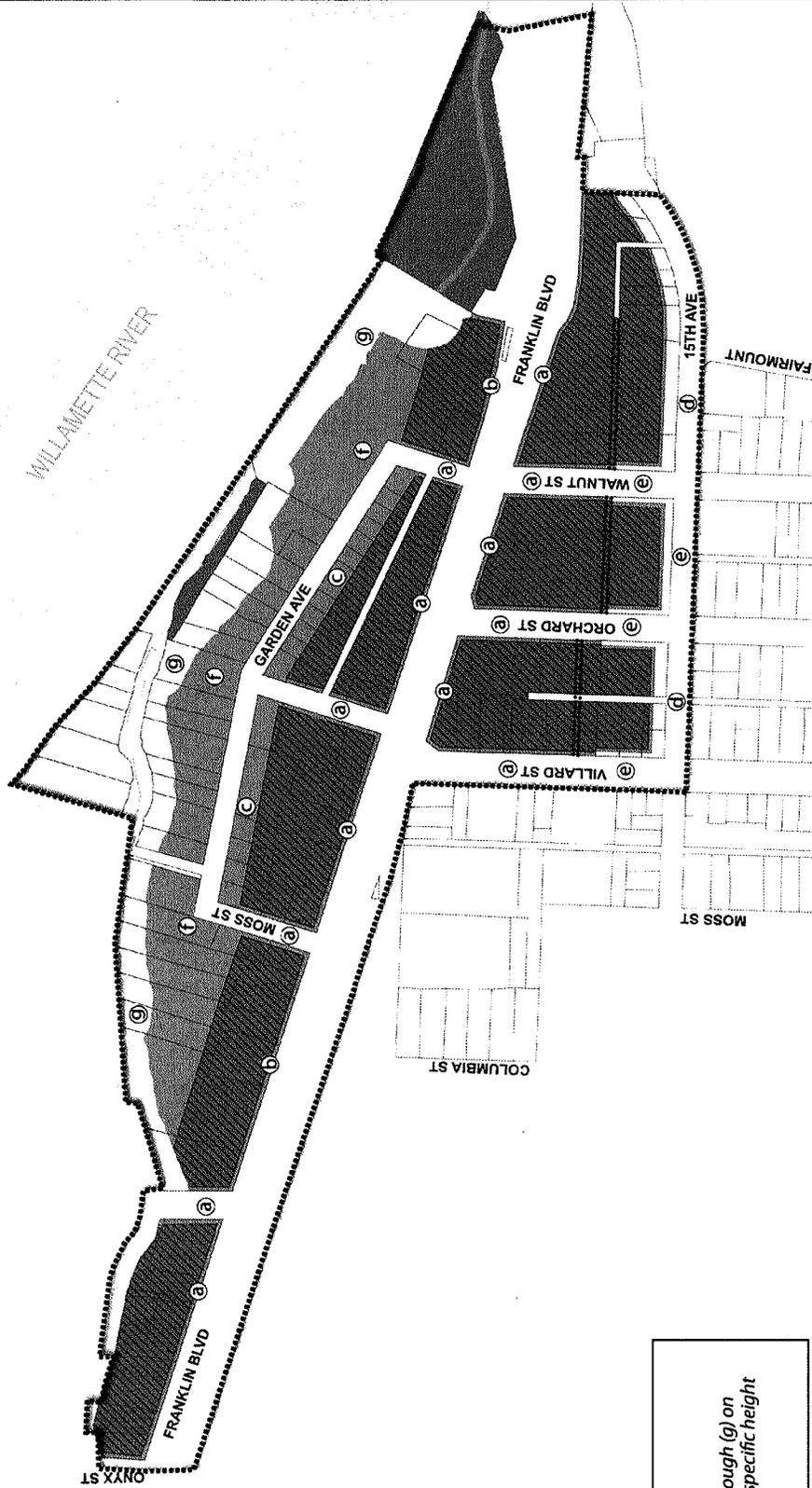
Telecommunication devices proposed to be located in the S-WS zone shall adhere to the siting requirements and procedures applicable to the C-2 zone starting at EC 9.5750.

(2) Development Standards - General Standards Applicable to All Property.

- (a) Interior yards. There shall be no minimum setback requirement for interior yards except where these yards abut a different frontage district, in which case the minimum setback shall be five feet.
- (b) Lot Standards. The lot standards applicable in the S-WS zone shall be those set forth in EC 9.2180 Commercial Zone Lot Standards for the C-2 zone.
- (c) Front Lot Lines
 - 1. Corner lots. On corner lots, the front lot line will be established as follows:
 - a. If the corner lot has one lot line with frontage along Franklin Boulevard, that lot line shall be considered the front lot line
 - b. If the corner lot has one lot line with frontage along Garden Avenue or 15th Avenue, that lot line shall be considered the front lot line
 - c. For all other corner lots, all lot lines with street frontage shall be considered a front lot line.
 - 2. Through lots. On through lots, the front lot line will be established as follows:
 - a. If the through lot has one lot line with frontage along Franklin Boulevard, that lot line shall be considered the front lot line
 - b. If the through lot has one lot line with frontage along Garden Avenue or 15th Avenue, that lot line shall be considered the front lot line.
- (d) Weather protection. Weather protection features such as canopies, awnings or arcades shall be provided over at least the full width of all building entrances to a depth of at least 3 feet. Alternatively, building entrances may be set back a minimum of 3 feet behind the face of the building.
- (e) Multi-family Standards.
 - 1. Multi-family development sites shall contain a minimum of 400 square feet of common open space with no minimum dimension of the open space having less than 15 feet.
 - 2. Either 20% of the development site or 15% of the livable floor area, whichever is greater, shall be provided as common open space on the development site except that if the minimum net density for the development site is 45 units per acre or greater, the development site shall be exempt from these standards.
 - 3. The requirements in EC 9.5500(9)(a) through (d) are applicable within the S-WS Walnut Station Special Area Zone.
- (f) Building heights. Within the S-WS zone, building heights are measured in stories with a maximum height measured in feet. Maximum building heights and required building setbacks shall be determined using the S-WS Walnut Station Special Area Zone Height Regulating plan (Figure 9.3970(2)(f) and as shown in Plan's accompanying Figures "a" through "g". There is no minimum height except where a minimum ground floor story is required. For the purposes of this chapter, story is defined as that portion of a building included between the upper surface of any floor and the upper surface of the next floor above, except that the top story shall be that portion of a building included between the upper surface of the top floor and the ceiling above. Maximum building height shall be as regulated in the Eugene Code.
- (g) Lots Abutting Park, Recreation and Open Space. Development on a lot within the S-WS Walnut Station Special Area Zone that is adjacent to the Park, Recreation and Open Space Zone shall treat those lot lines that abut the Park, Recreation, and Open Space zone as street-fac-

ing lot lines and shall comply with the standards for the Transition Edge 15th Avenue (S-WS/TE-15).

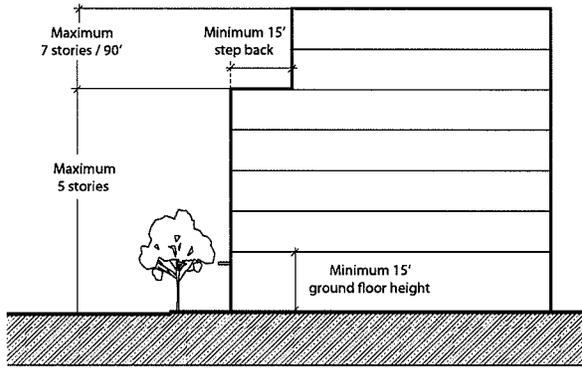
- (h) Structured Parking. 1% of the total cost of the structure must be used to include public art as a component of the parking structure.
- (i) Historic Properties. In the event that a property is subject to and approved through the Historic Property Alteration Approval Criteria at EC 9.8175, it is exempt from the standards in this code.



LEGEND
 See diagrams (a) through (g) on following pages for specific height standards

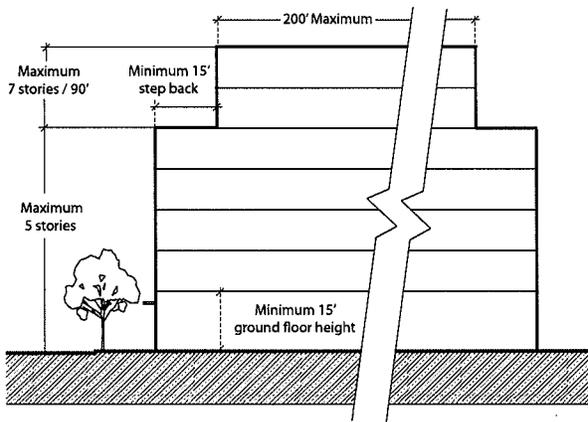
S-WS Walnut Station Special Area Zone
 Height Regulating Plan

Figure 9.3970(2)(f)



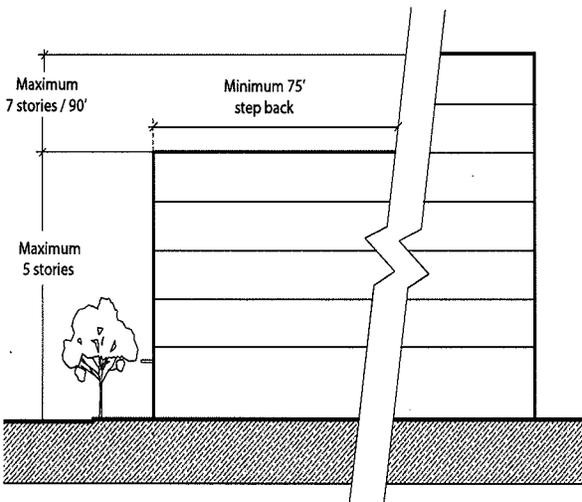
Height Standard "a"

Buildings shall be a maximum of 7 stories, not to exceed a maximum height of 90 feet. A minimum 15-foot stepback is required above the 5th story. Along Franklin Boulevard, the ground floor height shall be a minimum of 15 feet as measured from floor to floor.



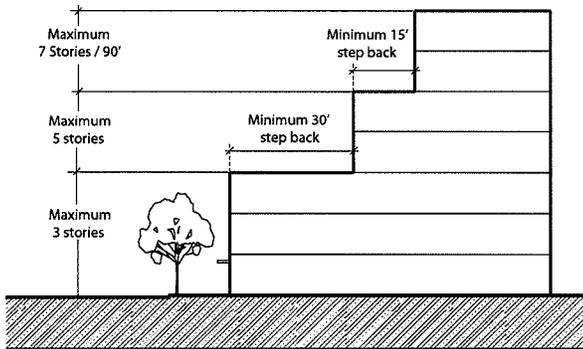
Height Standard "b"

Buildings shall be a maximum of 7 stories, not to exceed a height of 90 feet. A minimum 15-foot stepback is required above the 5th story. The 7 story maximum shall step down to a maximum of 5 stories no greater than 200 feet behind the front property line. Along Franklin Boulevard, the ground floor height shall be a minimum of 15 feet as measured from floor to floor.



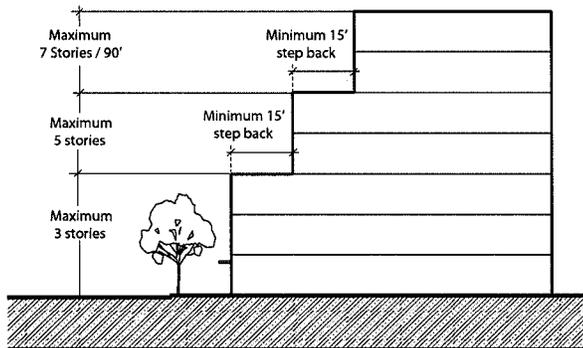
Height Standard "c"

Buildings shall be a maximum of 7 stories, not to exceed a height of 90 feet. A minimum 75-foot stepback is required above the 5th story.



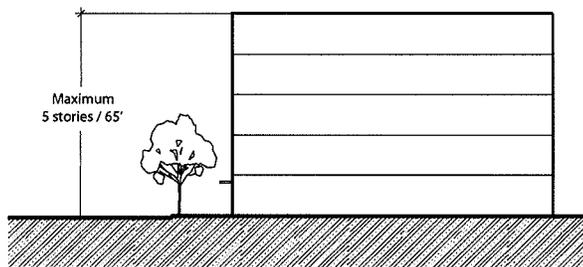
Height Standard "d"

Buildings shall be a maximum of 7 stories, not to exceed a height of 90 feet. A minimum 30-foot stepback is required above the 3rd story and a minimum 15-foot stepback is required above the 5th story.



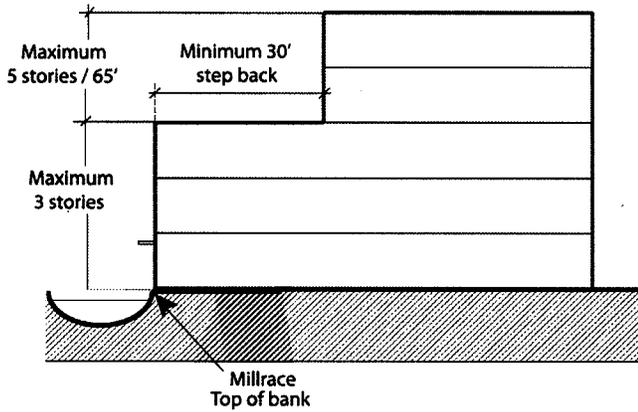
Height Standard "e"

Buildings shall be a maximum of 7 stories, not to exceed a height of 90 feet. A minimum 15-foot stepback is required above the 3rd story and a minimum 15-foot stepback is required above the 5th story.



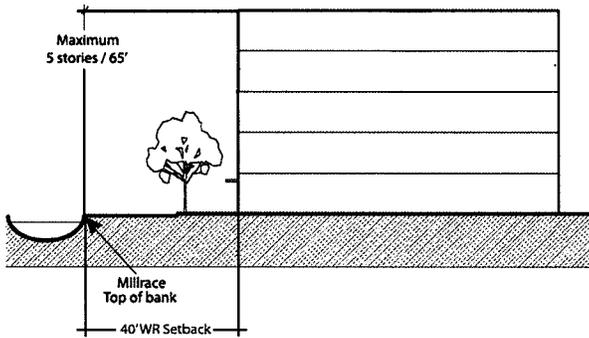
Height Standard "f"

Buildings shall be a maximum of 5 stories, not to exceed a height of 65 feet.



Height Standard "g"

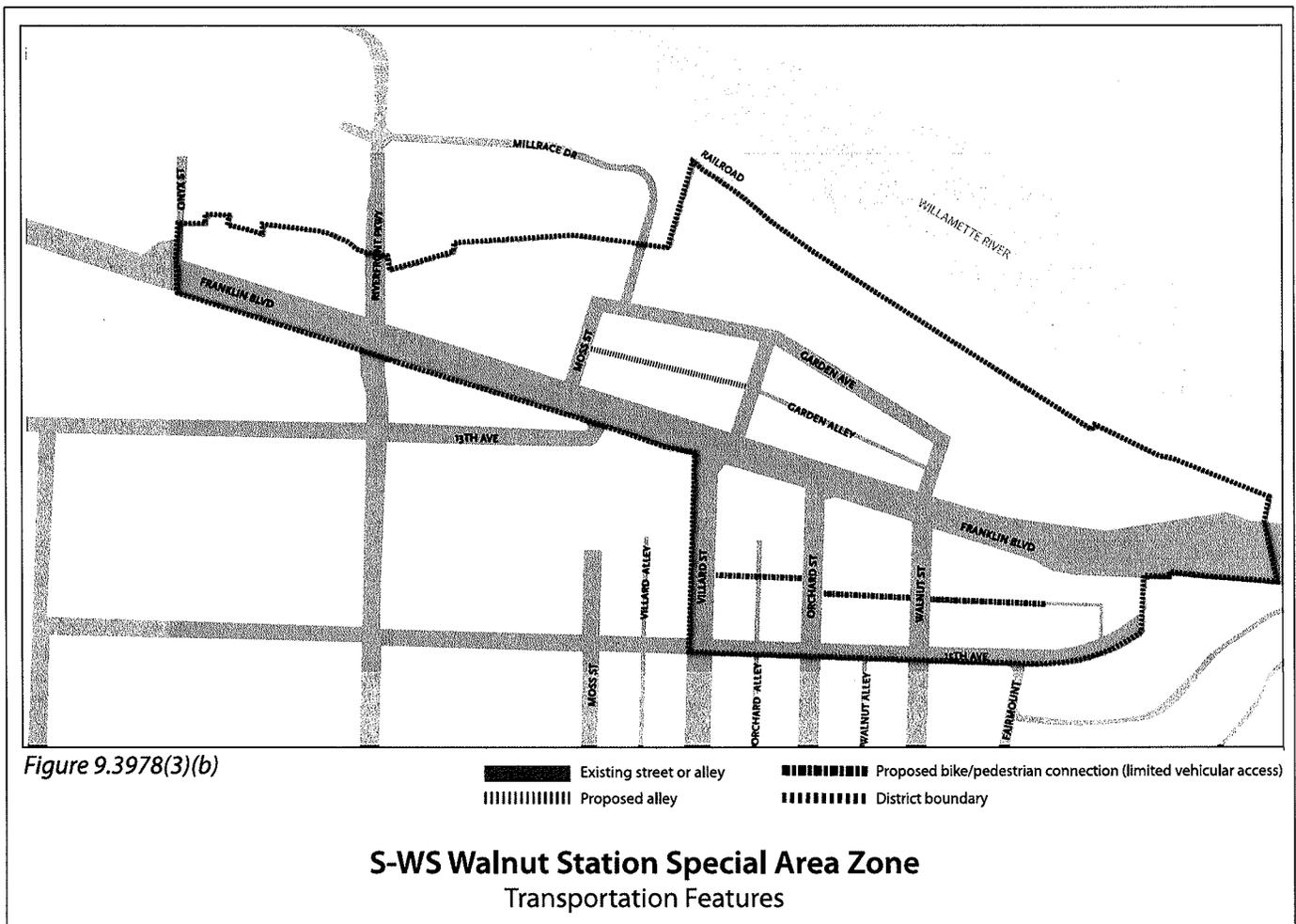
Buildings shall be a maximum of 5 stories, not to exceed a height of 65 feet. A minimum 30-foot stepback is required above the 3rd story. The Millrace top of bank shall function as the property line for the purposes of measuring the setback for properties exempt from the /WR Goal 5 setback.



Height Standard "g" with /WR overlay; for properties that are subject to the /WR Goal setback, the three story maximum does not apply as the Goal 5 setback exceeds the 30 foot step-back requirement. Buildings shall be a maximum of 5 stories, not to exceed a height of 65'.

(3) Transportation System

- (a) General application of standards. Transportation facilities shall be located and constructed to standards in EC 9.6800 unless otherwise specified herein.
- (b) Access from and location of alleys.
 1. A public alley may be provided and constructed along 14th Avenue as shown on Figure 9.3970(3)(b).
 2. Mid-block private accessways may be provided and constructed in lieu of a public alley between Franklin Boulevard and Garden Avenue to provide access to properties fronting those streets.
 3. Parking access shall be from an alley where an alley exists or from a mid-block internal access lane or alley where proposed. In the absence of a proposed, planned or existing mid-block access, access may be from the front or side of the property, consistent with EC 9.3970(3)(b).



- (c) Minimum Rights-of-Way and Street Sections. Street rights-of-way and improvements shall be the widths indicated in Figures 9.3970(3)(e)1 - 4.
- (d) Franklin Boulevard. In accordance with EC 9.6750(2)(c), the center line of Franklin Boulevard between Walnut Street and Onyx Streets on the north side and between Walnut Street and Villard Street on the south side is precisely identified in the Walnut Station Specific Area Plan.
- (e) Street Cross Section Design Recommendations. The following street cross section design recommendations are for conceptual purposes only.

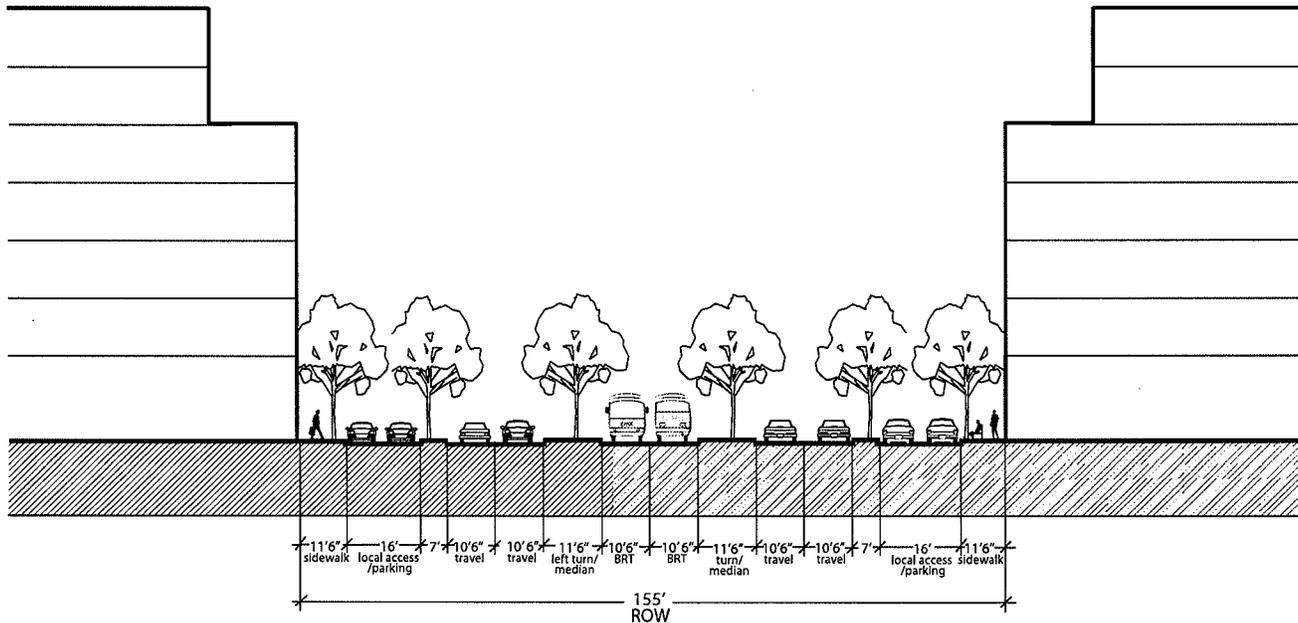


Figure 9.3970(3)(e)1 Franklin Boulevard

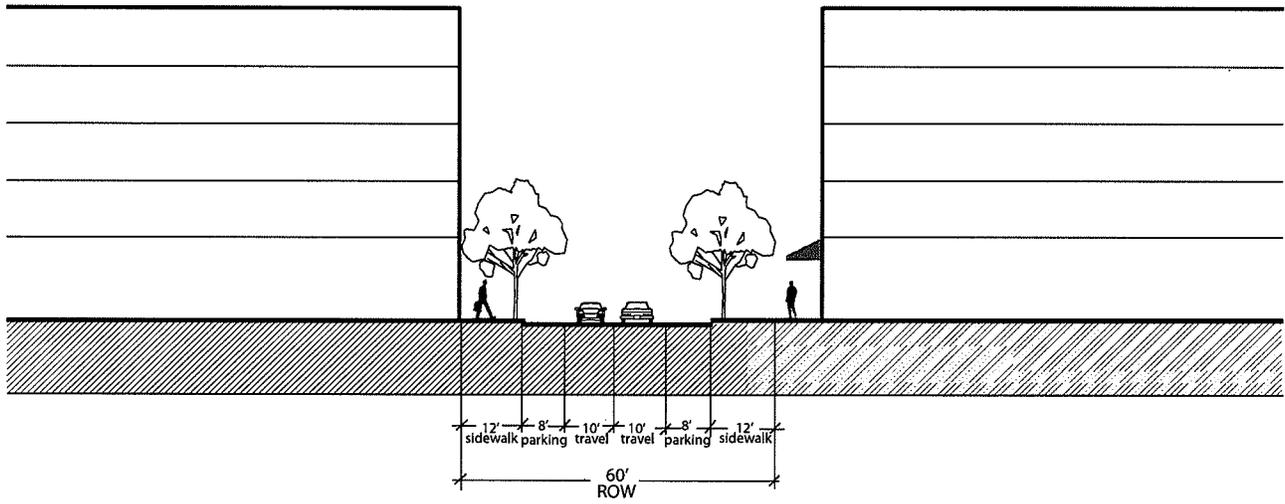


Figure 9.3970(3)(e)2 Streets North of Franklin Boulevard

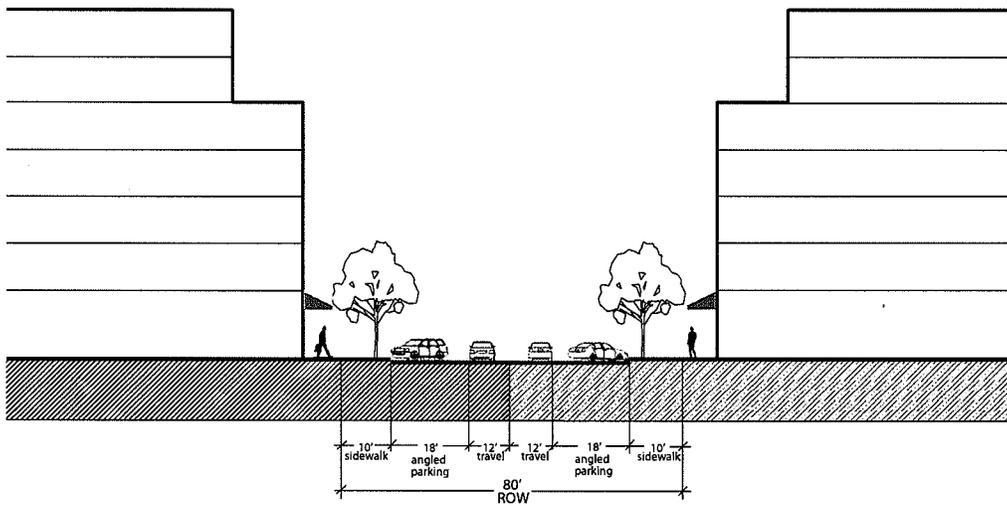


Figure 9.3970(3)(e)3 Streets South of Franklin Boulevard (Excluding Villard Street)

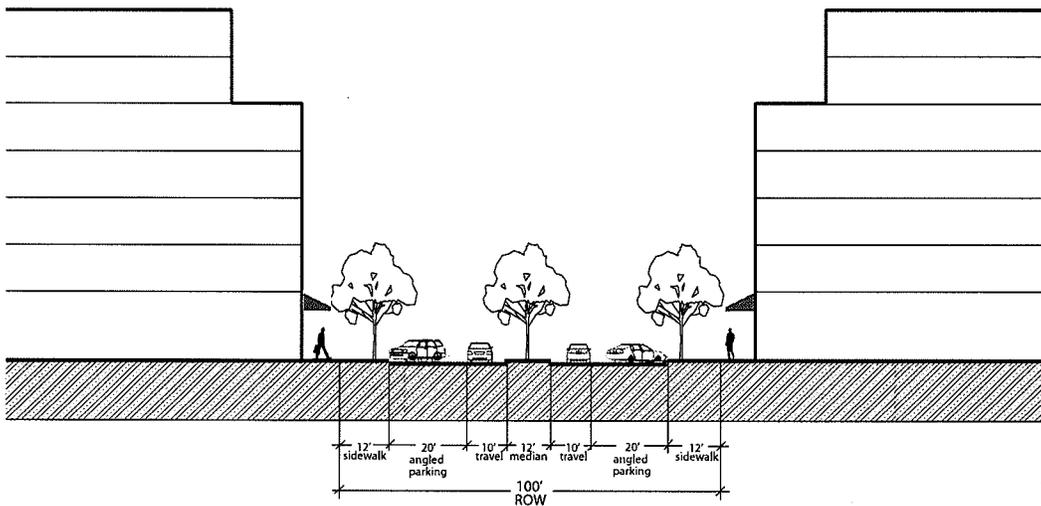


Figure 9.3970(3)(e)4 Villard Street

- (f) Street tree requirements. Locations and other specifications for street trees are found in Section EC 7.280 of this code.
- (g) Street lighting requirements. Locations and other specifications for street lighting, including pedestrian-scale lighting, are found in Section 9.3970(10) below.
- (h) Pedestrian circulation. All developments except single-family residences shall provide on-site pedestrian circulation in accordance with EC 9.6730 Pedestrian Circulation On-Site.

(4) Parking Requirements.

- (a) Required off-street motor vehicle parking. The following minimum and maximum parking standards apply instead of the standards in Table 9.6410. The provisions in EC 9.6410(1)(a) through (c), EC 9.6415 (1) through (3), EC 9.6420(1), (2), (3)(a), (b), and (e), (4), (5), and (6), apply to the siting and design of parking and loading facilities in the Walnut Station area. Uses not listed do not have a parking requirement.

Use	Minimum Number of Off-street Parking Spaces	Maximum Number of Off-Street Parking Spaces
Residential	Except as provided in an adjustment pursuant to EC 9.8030(29), the minimum number of required parking spaces shall be .5 parking spaces per dwelling unit.	Except for required parking spaces for persons with disabilities, a maximum of 2.25 parking spaces are allowed per dwelling unit.
Non-Residential Uses	Except as provided in an adjustment pursuant to EC 9.8030(29), the minimum number of required parking spaces shall be 1 parking space for every 660 square feet of gross floor area.	Except for required parking spaces for persons with disabilities, spaces provided in park and ride lots operated by a public transit agency, and spaces within structured parking with two or more levels, the maximum number of parking spaces is 1 parking space per every 250 square feet of gross floor area.

- (b) Location of On-Site Parking. On-site parking must be located at the rear of the building or on the side of the building in the absence of alley access or a shared private alley.
- (c) Access. No new access connections shall be permitted on Franklin Boulevard
 1. When Franklin Boulevard has been developed consistent with EC 9.3970(3)(b) this street will be exempt from the access management standards adopted by Ordinances 20457 and 20458.
 2. Driveways and access connections shall be no more than 20 feet wide. No more than one access connection per tax lot per street frontage shall be allowed except as provided at EC 7.410.
- (d) Parking area landscaping. In addition to the standards for specific frontage districts as provided at EC 9.3975, the parking area landscaping standards in EC 9.6420(3) and EC 9.6205 apply to off-street parking areas in the S-WS zone.
- (e) Bicycle parking. The following minimum bicycle parking standards apply instead of the standards in Table 9.6105(4). Uses shall provide a minimum number of bicycle parking spaces as designated in Table 9.3970(4)(e) below. Where two options are provided (e.g., 4 spaces, or

1 per dwelling), the option resulting in more bicycle parking shall be used. The remaining standards in EC 9.6105 (1-3) and EC 9.6110 are applicable within the S-WS zone.

Table 9.3970(4)(e) - Minimum Required Bicycle Parking Spaces		
Use Categories	Specific Uses	Number of Required Spaces
Residential Categories		
Multifamily		4 minimum or 1 per dwelling
Commercial Categories		
Trade		4 minimum or 1 per 3,000 sq. ft. of floor area
Eating and Drinking Establishments		4 minimum or 1 per 600 sq. ft. of floor area
Lodging		4 minimum or 1 per 10 rentable rooms
Office		4 minimum or 1 per 3,000 sq. ft. of floor area
Institutional Categories		
Government related uses		4 minimum or 1 per 500 sq. ft. of floor area
Parks		8 per park or playground
Schools	Elementary through High School	1 per 8 students
Colleges	Excluding dormitories	1 per 5 full-time students
Medical Centers		4, or 1 per 3,000 sq. ft. of floor area
Religious Institutions and Places of Worship		1 per 20 fixed seats or 40 feet of bench length or every 200 square feet in main auditorium where no permanent seats or benches are maintained
Parks and Open Spaces		
Park or playground		8 per park or playground
Transportation Related Uses		
	Structured parking	10% of vehicle spaces provided
	Transit park & ride	10% of vehicle spaces provided

(5) Delivery and Loading Areas.

- (a) Maneuvering and circulation related to delivery and loading is not permitted between the street and the portion of a building that is used to comply with building setback requirements.
- (b) All loading spaces shall be off the street, shall be in addition to required off-street parking spaces, and shall be served by service drives, alleys, private accessways and maneuvering areas so that no backward movement or other vehicle maneuvering within a street will be required.
- (c) All off-street loading spaces shall be on interior service courts or screened from view from all adjacent property lines according to EC 9.6210(4) High Wall Landscape Standard (L-4).

(6) Drive-through Facilities.

- (a) Stacking area. Drive-through establishments shall provide a specially designed area for vehicle stacking located on private property between the public right-of-way and the pick-up window or service area. For a single row of vehicles, the specially designed area shall be at least 200 feet in length to allow for stacking of up to 10 cars. For a double row of vehicles, the specially designed area shall be at least 100 feet in length to allow for stacking of up to 5 cars. This area shall not interfere with safe and efficient circulation on the development site or abutting public right-of-way.
- (b) Access. No new direct access onto Franklin Boulevard is permitted for drive-through facilities. Drive-through establishments with frontage along Franklin Boulevard are required to take access from a side street or internal accessway.
- (c) Landscaping. All vehicle stacking areas shall be landscaped as required by EC 9.6420(3).

(7) Landscaping requirements. Development will conform to landscaping requirements in EC 9.6205 through 9.6255 except as noted in sections (a - c), below.

- (a) Instead of the provisions at EC 9.6205(1) - (3), the landscape standards reflected at EC 9.6207 - 9.6255 and in EC 9.3975 apply to: building expansions which increase the building square footage by 50% or more; the addition of three or more vehicle parking spaces; or new development on vacant sites. In the case that the development meets the threshold above, the landscape standards apply to the entire lot.
- (b) All portions of required front-yard setbacks not otherwise covered by legal driveways, buildings, or pedestrian amenities consistent with this chapter shall be landscaped and maintained to a minimum of the L-2 standard. Where no front yard is required and no structures are proposed or required, the minimum landscape bed width shall be five feet in width.
- (c) Enhanced pedestrian amenities (as defined in EC 9.0500) and urban plazas may be provided in lieu of landscaping, except that shade trees are still required at the ratio of one tree for every 250 square feet of urban plaza area. An urban plaza must be a public space with at least two of the following: patio-seating area, pedestrian plaza with benches, covered playground area, kiosk area, water feature, clock tower or other similar focal feature or amenity. Any such area shall have direct access to the public sidewalk network and be placed in a visible location.
- (d) For the L-2 landscape standard, a solid wall between 30 and 42 inches in height may be permitted as a substitute for the required shrubs and trees, but the other plant material is still required as described in the L-2 standard.

(8) Garbage and recycling collection. All outdoor garbage collection areas shall be screened on all sides with walls or gates that meet the following standards.

- (a) The collection area shall not be visible from streets and adjacent properties.
- (b) Required screening shall comply with EC 9.6210(6) Full Screen Fence Landscape Standard L-6. The width of the landscape beds shall be consistent with the width of parking lot landscape screening requirements for the subdistricts at 9.3975 below.
- (c) Trash and recycling receptacles for pedestrians are exempt from these requirements.
- (d) Garbage and recycling facilities shall not be located within required landscape areas.

(9) Outdoor storage areas. For non-residential development, outdoor storage is not permitted except for nurseries and overnight/temporary storage of sidewalk tables and chairs.

(10) Outdoor lighting. Outdoor lighting shall conform to standards specified in EC 9.6725 and as indicated in the following table.

Frontage District	Applicable Lighting Standard Section
Franklin Corridor (S-WS/FC)	High Ambient - EC 9.6725(8)(d)
Garden Avenue (S-WS/GA)	Medium Ambient - EC 9.6725(8)(c)
Transition Edge 15th (S-WS/TE-15)	Medium Ambient - EC 9.6725(8)(c)
Parks, Recreation and Open Space (S-WS/PRO)	Low Ambient - EC 9.6725(8)(b) except Intrinsically Dark EC - 9.6725(8)(a) within 40 feet of a /WR area

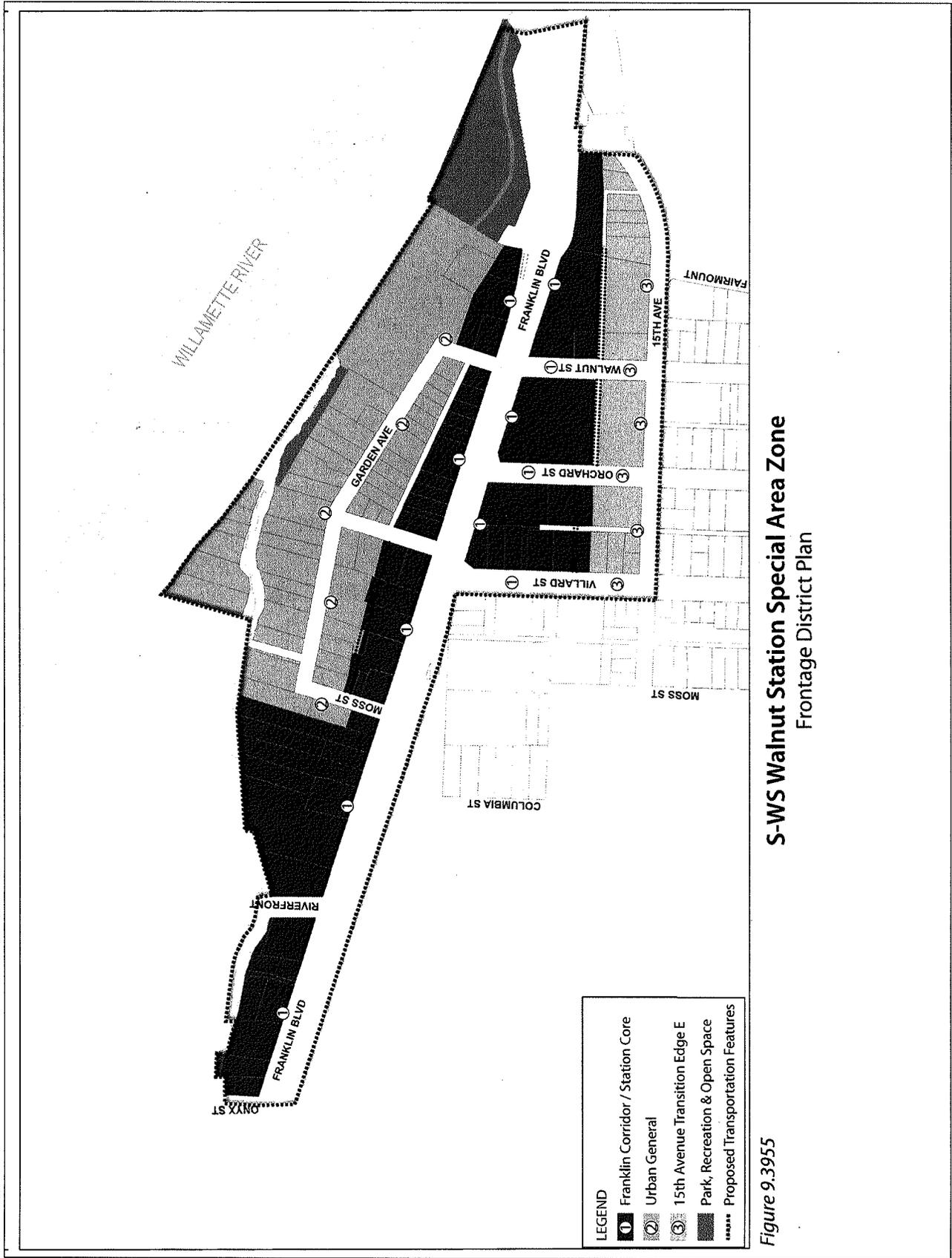
(11) Signs. Signs shall conform to standards specified in EC 9.6600 - EC 9.6670 as indicated in the following table

Frontage District	Applicable Sign Standard Section
Franklin Corridor (S-WS/FC)	Central Commercial - EC 9.6670
Garden Avenue (S-WS/GA)	Central Commercial - EC 9.6670
Transition Edge 15th Avenue (S-WS/TE-15)	General Office - EC 9.6655
Parks, Recreation and Open Space (S-WS/PRO)	Residential EC - 9.6650

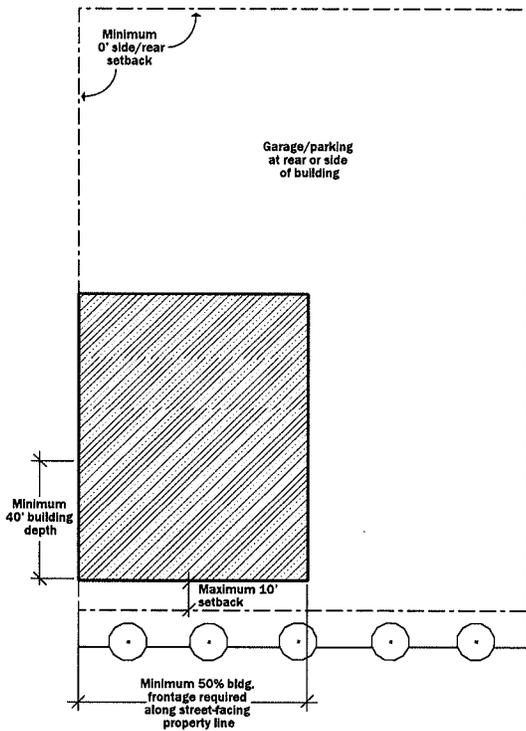
- (12) **Park, Recreation Open Spaces and Facilities.** Development of park, recreation and open space facilities shall be governed by the code sections applicable in the Park Recreation and Open Space Zone in EC 9.2600.

9.3975 S-WS Walnut Station Special Area Zone Development Standards Applicable in Specific Frontage Districts.

1. The following standards primarily regulate the relationship between building frontages and the street within specific sub-districts of the S-WS zone. This section includes standards related to building siting and façade, buildable area, and landscaping.
2. The applicable frontage district standards shall be determined based on Map 9.3955 S-WS Walnut Station Special Area Plan Zone and Frontage District Plan. For corner lots, the standards in the following sections shall apply only to the front property line(s) as established in section 9.3970(2)(b) exception that the frontage district standards and the window coverage standards apply along the front property line and all other street-facing property lines.
3. Visible Transmittance. For the purposes of this chapter, Visible Transmittance (VT) is an optical property measuring the fraction of visible light striking the glazing that is passed through, and is expressed as a ratio between 0 and 1. The higher the VT, the greater the light transmitted. It can be applied to both the glazing alone, and to the window as a whole including its frame and mullions. Information about visible transmittance typically is or can be provided by window manufacturers.

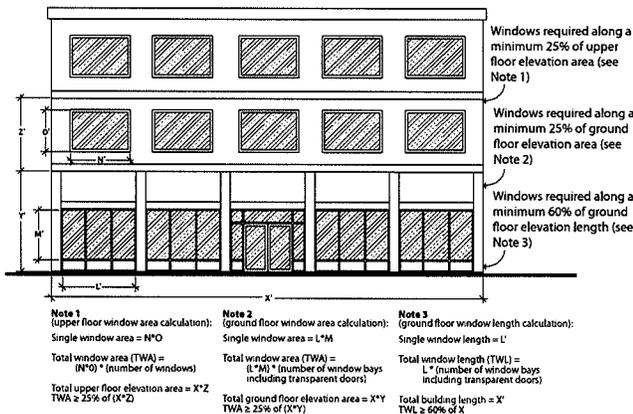


(1) Franklin Corridor Frontage District (S-WS/FC)



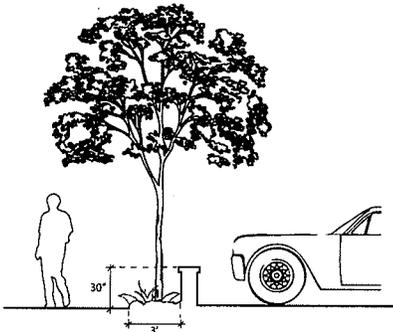
(a) Siting and Street Façade.

1. Buildings shall be provided along a minimum of 50 percent of the street facing property line no further than 10 feet from the front property line.
2. The 10-foot maximum setback can be exceeded if land between the building and front property line is landscaped or paved and includes enhanced pedestrian amenities as defined in Section EC 9.2175(6)(a) which are accessible to the public.
3. Buildings must be a minimum of 40 feet deep in order to accommodate retail uses.
4. Buildings fronting on Franklin Boulevard shall provide a main entrance on that street. Buildings fronting on other streets shall provide at least one main entrance on a street.
5. Vehicular parking and circulation is not permitted between the building and the portion of the front property line used to meet subsection (1-4) above.
6. Except for walls facing an alley, building facades 100 feet or greater in length shall incorporate wall plane projections/recessions having a combined depth of at least 3 percent of the length of the façade extending at least 20 percent of the length of the façade.



(b) Window Coverage.

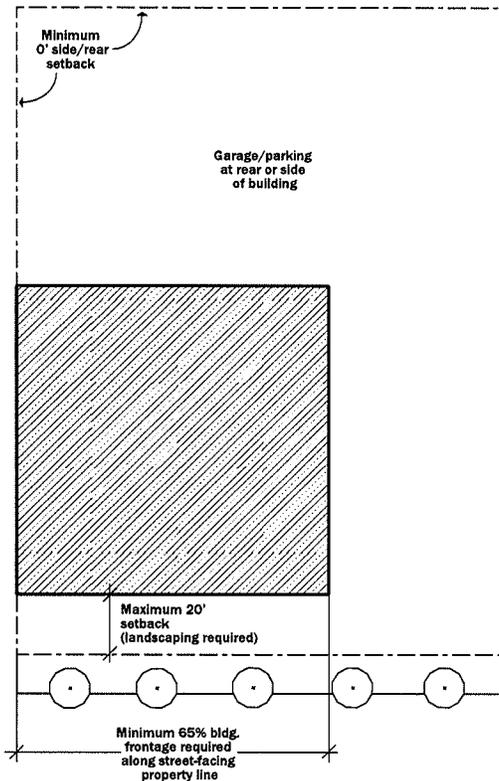
1. Windows are required along all street facing ground floor walls at a minimum of 60 % of the horizontal length and 25 % of the area of applicable ground floor walls.
2. Windows are required along all alley facing ground floor walls at a minimum of 30 % of the length and a minimum of 25 % of the area of applicable ground floor walls.
3. Windows shall cover a minimum of 25 % of the wall area for all floors above the ground floor, including alley-facing facades.
4. A blank length of wall more than 20 linear feet is prohibited along any street or alley façade, unless required for elevator shafts or utility facilities.
5. Structured parking is exempt from the window requirements, but shall provide openings at the percentages specified herein.
6. All windows shall have a minimum Visible Transmittance (VT) of 0.6 or higher.



(c) Landscape Specifications.

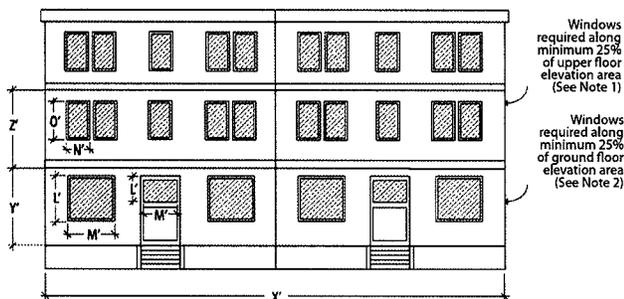
1. There is no minimum landscape requirement, except as specified in EC 9.3970(7).
2. All surface parking areas shall have a landscaped bed around the perimeter measuring five feet in width and landscaped to a minimum of the L-2 standard.
3. The width of the landscaped bed may be reduced to three feet when a solid wall measuring at least 30 inches in height is provided. The three foot bed shall be landscaped to the L-1 standard.

(2) Urban General Frontage District (S-WS/UG)



(a) Siting and Street Façade.

1. Buildings shall be provided along a minimum of 65 percent of the street facing property line no further than 20 feet from the front property line. 50 percent of the street facing ground floor building façade shall be built to within 10 feet of the front property line.
2. The 20 foot maximum can be exceeded if land between building and front property line is landscaped or paved and includes pedestrian amenities as defined in Section EC 9.2175(6)(a) which are accessible to the public.
3. Buildings shall provide a main entrance on the street which they front.
4. Vehicular parking and circulation is not permitted between the building and the portion of the front property line used to meet subsection (1-3) above.
5. Except for walls facing an alley, building façades 100 feet or greater in length shall incorporate wall plane projections/recessions having a depth of at least 3 percent of the length of the façade extending at least 20 percent of the façade.

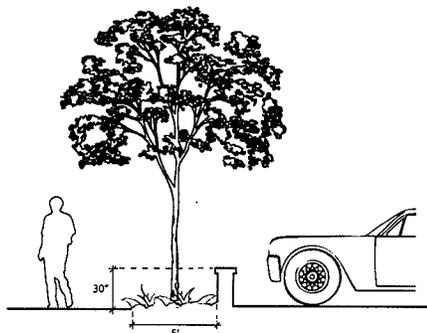


NOTE 1:
(upper floor window area calculation)
Single window area = $N \times O$
Total window area (TWA) =
 $(N \times O) \times (\text{number of windows})$
Total upper floor elevation area = $X \times Z$
TWA \geq 25% of $(X \times Z)$

NOTE 2:
(ground floor window area calculation)
Single window area = $L \times M$
Total window area (TWA) =
 $(L \times M) \times (\text{number of window days including transparent doors})$
Total ground floor elevation area = $X \times Y$
TWA \geq 25% of $(X \times Y)$

(b) Window Coverage.

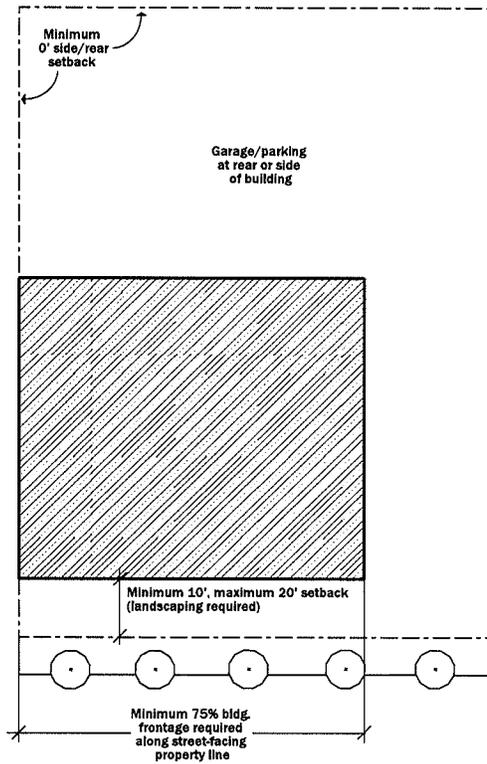
1. Windows are required along a minimum of 25 percent of the area of all ground floor and upper floor walls facing a street.
2. A blank length of wall more than 20 linear feet is prohibited along any façade. Windows, arcades, colonnades or balconies can be used to address this standard.
3. All windows shall have a minimum Visible Transmittance (VT) of 0.6 or higher.
4. Structured parking is exempt from the window requirements, but shall provide openings at the percentages specified herein.



(c) Landscape Specifications.

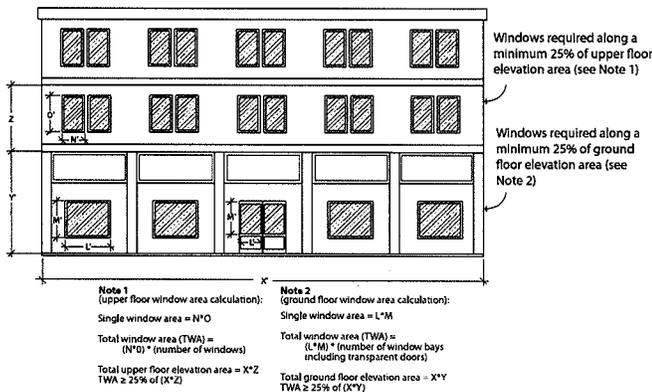
1. Ten percent (10%) of the total area of all development sites shall be landscaped.
2. All surface parking areas shall have a landscaped bed around the perimeter measuring seven feet in width and landscaped to a minimum of the L-2 standard. The width of the landscaped bed may be reduced to five feet when a solid wall measuring at least 30 inches in height is provided.

(3) Transition Edge 15th Avenue Frontage District (TE-15th including Orchard)



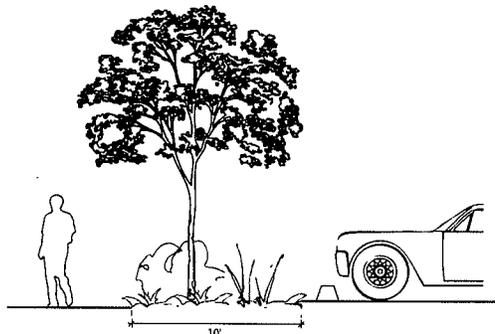
(a) Siting and Street Façade.

1. Buildings shall be provided along a minimum of 75 percent of the street facing property line no further than 20 feet from the property line.
2. Buildings shall have a 10-foot minimum front setback.
3. The 20 foot maximum setback can be exceeded if land between building and front property line is landscaped or paved and includes pedestrian amenities as defined in Section EC 9.2175(6)(a) which are accessible to the public.
4. Buildings shall provide a main entrance on the street which they front.
5. Vehicular parking and circulation is not permitted between the building and the portion of the front property line used to meet subsection (1-3) above.
6. Except for walls facing an alley, building facades 100 feet or greater in length shall incorporate wall plane projections/recessions having a depth of at least 3 percent of the length of the façade extending at least 20 percent of the façade.



(b) Window Coverage.

1. Windows are required along a minimum of 25 percent of the area of all street facing ground floor and upper floor walls. A blank length of wall more than 20 linear feet is prohibited along any façade. Windows, arcades, colonnades or balconies can be used to address this standard.
2. Structured parking is exempt from the window requirements, but shall provide openings at the percentages specified herein.
3. All windows shall have a minimum Visible Transmittance (VT) of 0.6 or higher.



(c) Landscape Specifications.

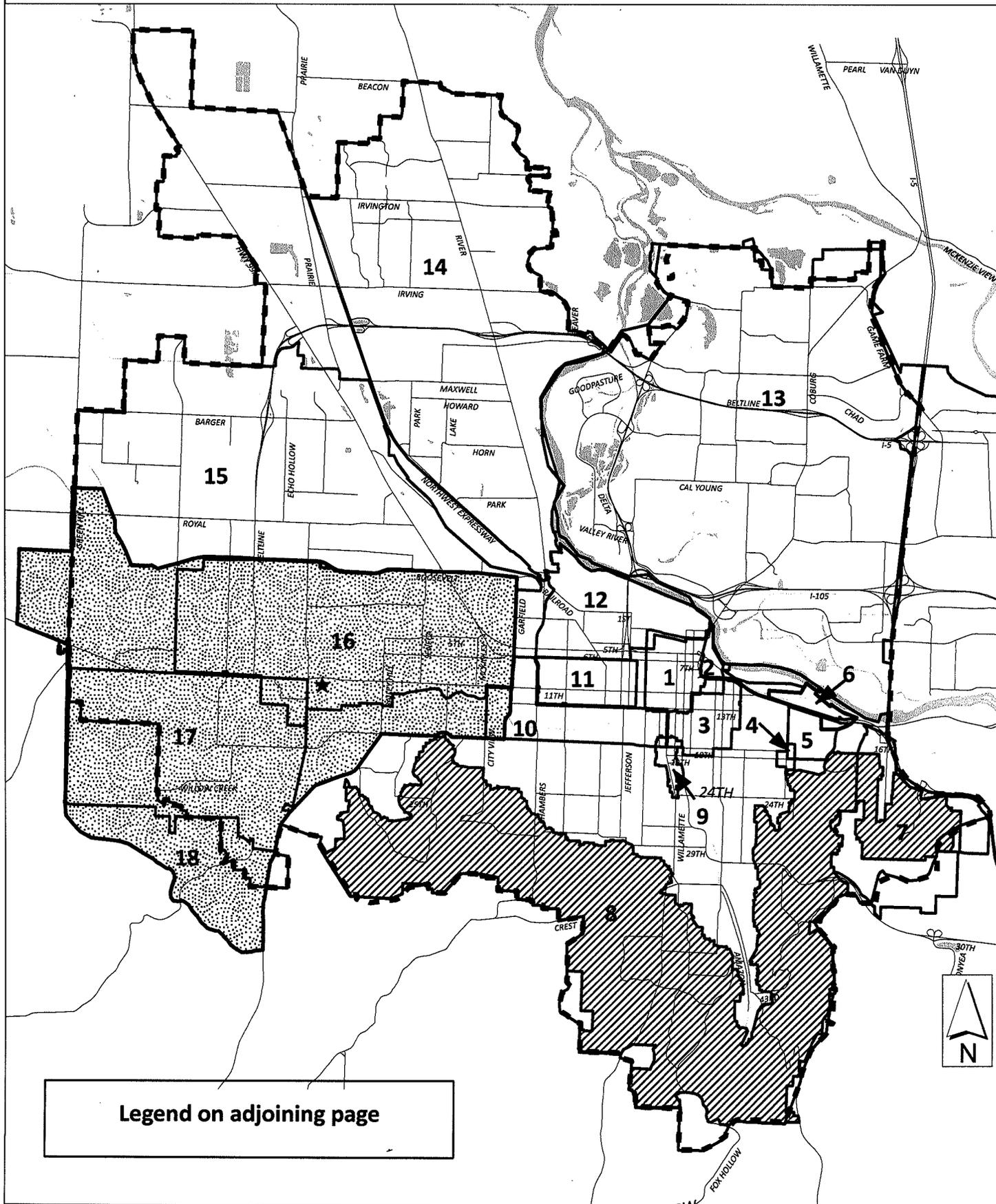
1. 15 percent (15%) of the total area of all development sites shall be landscaped.
2. All surface parking areas shall have a landscaped bed around the perimeter measuring ten feet in width and landscaped to a minimum of the L-2 standard.

9.3980 S-WS Walnut Station Special Area Zone Design Review

- (1) As an alternative to designing a development that complies with all of the development standards otherwise applicable in the S-WS Walnut Station Special Area Zone, an applicant may apply for city approval of a proposed development through the design review process beginning with EC 9.8110 Design Review-Purpose. Telecommunications facilities are not eligible for the design review option.
- (2) The planning director shall approve, conditionally approve, or deny a design review application based on compliance with the following criteria:
 - (a) Consistency with design objectives listed at EC 9.3950 Purpose of the S-WS Walnut Station Special Area Zone.
 - (b) The project seeking design review approval will achieve an equivalent or higher quality design than would result from strict adherence to the otherwise applicable standards through:
 1. A building orientation, massing, articulation, and façade that contributes positively to the surrounding urban environment and;
 2. An overall site and building design that creates a safe and attractive pedestrian environment. Design elements for this purpose may include special architectural features, high quality materials, outdoor seating, pedestrian scaled lighting, prominent entries facing the street, multiple openings or windows, and a significant use of clear, un-tinted glass.
 - (c) Impacts to any adjacent residentially zoned properties are minimized. Design elements for this purpose may include treatment of building massing, setbacks, stepbacks, screening and landscaping.
 - (d) New buildings shall not increase the shadow cast more than 20% of the maximum shadow area that would be cast by a building that complied with applicable height, stepback, and setback requirements of this Chapter. Building shadow shall be measured at 3:00 p.m. on April 21 of any year.
 - (e) The adverse effects of motor vehicle movement shall be mitigated as much as possible. Primary vehicular access to the lands north of 15th Avenue and east of Walnut Street should minimize impact on nearby residences and Fairmount Park.
 - (f) Proposed development shall mitigate the storage effects of motor vehicle parking and parking impacts on the surrounding neighborhood shall be reasonably mitigated by minimizing off-street parking. This can be accomplished through the use of shared parking agreements, car sharing and bus pass programs, and other Transportation Demand Management Strategies.



Map 9.8010 ADOPTED PLANS LEGEND

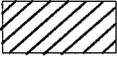
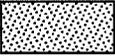


Legend on adjoining page

Map 9.8010

ADOPTED PLANS LEGEND

Specific Area Plans

1. Eugene Downtown Plan
 2. Riverfront Park Study
 3. West University Refinement Plan
 4. 19th & Agate Special Area Study
 5. Fairmount/University Special Area Study
 6. Walnut Station Specific Area Plan
 7. Laurel Hill Plan
 8. South Hills Study 
 9. South Willamette Subarea Study
 10. Jefferson/Far West Refinement Plan
 11. Westside Neighborhood Plan
 12. Whiteaker Plan
 13. Willakenzie Area Plan
 14. River Road-Santa Clara Urban Facilities Plan
 15. Bethel-Danebo Refinement Plan
 16. Bethel-Danebo Neighborhood Refinement Plan, Phase II, West Eugene Industrial Study
 17. Willow Creek Special Area Study
 18. West Eugene Wetlands Plan 
- ★ Resolution No. 3862 Adopting the West 11th Commercial Land Use Policy
Resolution No. 3885 Establishing Areas for the Application of C-4 Zoning

City or Metropolitan Area Plans

Urban Growth Boundary (UGB) = - - - -

Comprehensive Stormwater Management Plan = City Limits (not shown)

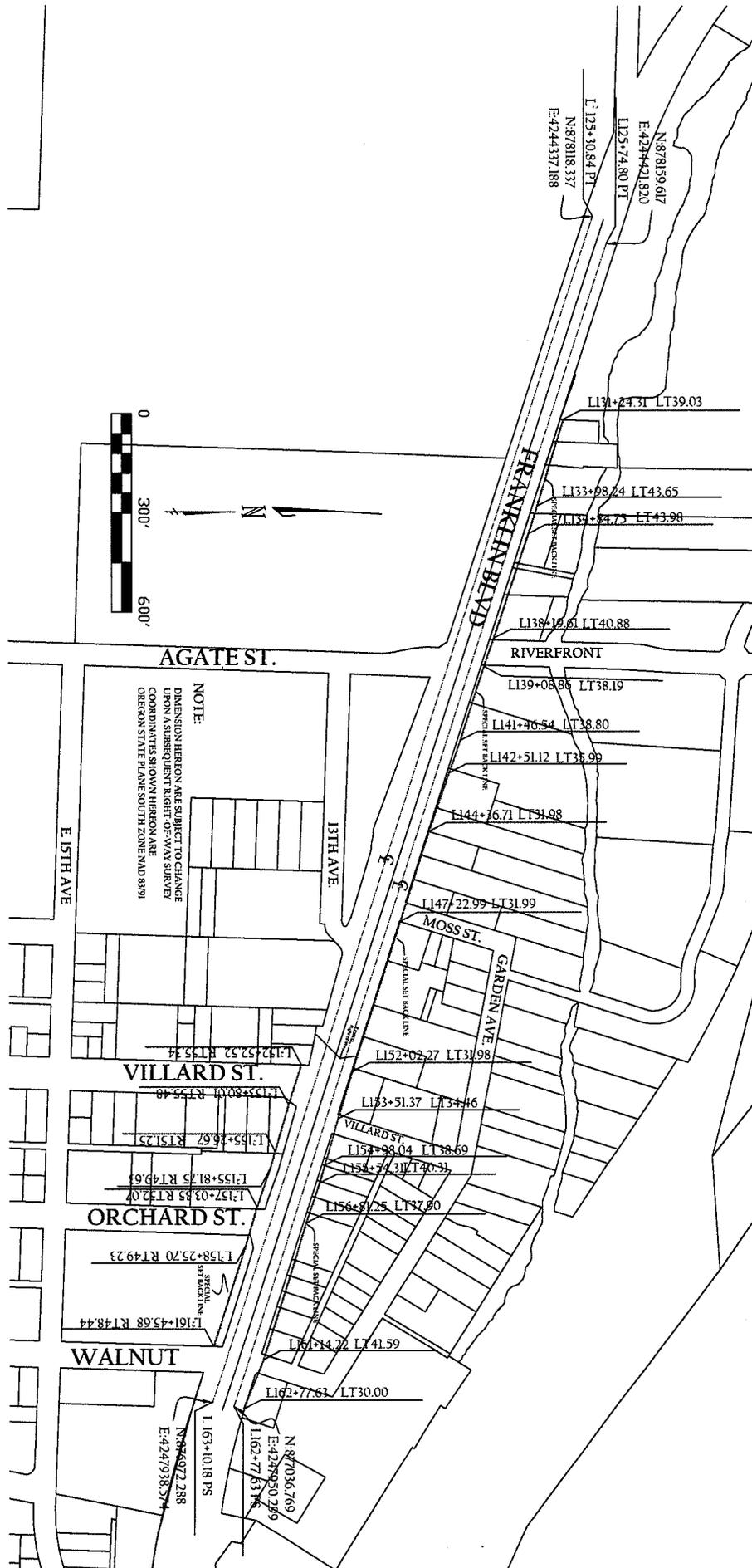
Eugene Commercial Lands Study = UGB

Eugene Parks & Recreation Plan = UGB

Metro Plan = Metro Area

TransPlan = Metro Area

This map is intended as general reference for the boundaries of plans adopted by the Eugene City Council. For specific boundaries, please refer to the plan. Map prepared by the Eugene Planning & Development Department. (Some plans have overlapping boundaries.)



Franklin Boulevard Special Setback Description

Preamble: Franklin Boulevard Right-of-Way is a combination of two 60 foot wide Right-of-Ways. Therefore, the special setback distances are measured from the respective centerline (Northerly centerline and Southerly centerline) as described below.

Franklin Boulevard southerly centerline description

Beginning at the Southwest corner of Lot 4, Block 3 of the Amended Plat of Fairmount as platted and recorded in Book 2, Page 12, Lane County Oregon Plat Records in Lane County, Oregon; thence South 1°47'30" West 33.00 feet to the centerline of East 15th Avenue; thence North 87°56'09" West 45.00 feet to the intersection of said East 15th Avenue and Agate Street; thence North 1°47'30" East 328.38 feet along the centerline of said Agate Street to the Southerly centerline of Franklin Boulevard; thence North 72°20'52" West 1420.98 feet along said southerly centerline of Franklin Boulevard to station L125+30.84 PT per Oregon Department of Transportation map drawing no. 7b-4-8 depicts and also being the TRUE POINT OF BEGINNING of the herein centerline description; thence from centerline station L125+30.84 PT, South 72°20'52" East 3779.34 feet to centerline station L163+10.18 PS and there ending, all in Eugene, Lane County Oregon.

Station to Station	Width on Southerly side of centerline
L2 152+52.52 to l2 153+80.01	55.34 feet on a straight line to 55.48 feet
L2 153+80.01 to l2 155+26.67	55.48 feet on a straight line to 51.25 feet
L2 155+26.67 to l2 155+81.75	51.25 feet on a straight line to 49.63 feet
L2 155+81.75 to l2 157+03.35	49.63 feet on a straight line to 52.07 feet
L2 157+03.35 to l2 158+25.70	52.07 feet on a straight line to 49.23 feet
L2 158+25.70 to l2 161+45.68	49.23 feet on a straight line to 48.44 feet

Franklin Boulevard northerly centerline description

Beginning at the Southwest corner of Lot 4, Block 3 of the Amended Plat of Fairmount as platted and recorded in Book 2, Page 12, Lane County Oregon Plat Records in Lane County, Oregon; thence South 1°47'30" West 33.00 feet to the centerline of East 15th Avenue; thence North 87°56'09" West 45.00 feet to the intersection of said East 15th Avenue and Agate Street; thence North 1°47'30" East 395.95 feet along the centerline of said Agate Street to the Northerly centerline of Franklin Boulevard; thence North 72°20'52" West 1334.38 feet along said northerly centerline of Franklin Boulevard to station L2 125+74.8

PT per Oregon Department of Transportation map drawing no. 7b-4-8 depicts and also being the TRUE POINT OF BEGINNING of the herein centerline description; thence from centerline station L2 125+74.8 PT, South 72°20'52" East 3708.83 feet to centerline station L2 162+77.63 PS and there ending, all in Eugene, Lane County Oregon.

Station to Station	Width on Northerly side of centerline
L 131+24.31 to L 133+98.24	39.03 feet on a straight line to 43.65 feet
L 133+98.24 to L 134+84.75	43.65 feet on a straight line to 43.98 feet
L 134+84.75 to L 138+19.61	43.98 feet on a straight line to 40.88 feet
L138+19.61 to L139+08.86	40.88 feet on a straight line to 38.19 feet
L 139+08.86 to L 141+46.54	38.19 feet on a straight line to 38.80 feet
L 141+46.54 to L 142+51.12	38.80 feet on a straight line to 35.99 feet
L 142+51.12 to L 144+36.71	35.99 feet on a straight line to 31.98 feet
L 144+36.71 to L 147+22.99	31.98 feet on a straight line to 31.99 feet
L 147+22.99 to L 152+02.27	31.99 feet on a straight line to 31.98 feet
L 152+02.27 to L 153+51.37	31.98 feet on a straight line to 34.46 feet
L 153+51.37 to L 154+98.04	34.46 feet on a straight line to 38.69 feet
L 154+98.04 to L 155+54.31	38.69 feet on a straight line to 40.31 feet
L 155+54.31 to L 156+81.25	40.31 feet on a straight line to 37.90 feet
L 156+81.25 to L 161+14.22	37.90 feet on a straight line to 41.59 feet
L 161+14.22 to L 162.77.63	41.59 feet on a straight line to 30.00 feet

Findings of Consistency for Walnut Station Mixed Use Center

City Files MA 10-1, RA 10-1, CA 10-1 and Z 10-1

Walnut Station Mixed Use Center

The purpose of this planning project is to facilitate development of a mixed use center, to create development standards and urban design guidelines for the mixed use center, and to enable the transformation of this area into a vibrant, pedestrian friendly mixed use neighborhood. The following actions are necessary to implement the Walnut Station Mixed Use Center:

- Amendments to the Metro Plan land use diagram to re-designate ten properties to Commercial, resulting in all properties within the Walnut Station Mixed Use Center having a Commercial designation (with the exception of two City-owned park properties; a narrow strip along the south side of the Mill Race and Franklin Park, which will remain designated Parks and Open Space), and add the Nodal Development Area Overlay designation and the Mixed Use Area Overlay designation to all properties in the Walnut Station Mixed Use Center.
- Adoption of Walnut Station Specific Area Plan, including a land use diagram and policies to establish the Walnut Station Mixed Use Center.
- Amendments to the Fairmount/University of Oregon Special Area Study text and land use diagram to remove the Walnut Station Mixed Use Center from the boundaries of the study.
- Amendments to Riverfront Park Study text to clarify that the S-RP Riverfront Park Special Area Zone and development standards do not apply within the Walnut Station Mixed Use Center.
- Amendments to the land use code to establish the S-WS Walnut Station Special Area Zone, establish a design review land use process and criteria, add the Walnut Station Specific Area Plan as an adopted plan, and revisions other development standards and criteria for consistency with the S-WS Walnut Station Special Area Zone.
- Re-zoning of all properties within the Walnut Station Mixed Use Center to S-WS Walnut Station Special Area Zone. The /SR Site Review Overlay Zone will be removed from one property. All properties that have the existing /WR Water Resources Conservation Overlay Zone will retain that overlay.

The findings below establish the consistency of these actions with the applicable approval criteria from the Eugene Code.

Metro Plan Diagram Amendment (City File MA 10-1)

To implement the Walnut Station Mixed Use Center, the Metro Plan land use diagram must be amended; no text changes are needed. Specifically, the Metro Plan land use diagram is amended to ensure that all properties within the Walnut Station area (except two City-owned park properties; a narrow strip along the south side of the Mill Race and Franklin Park, which will remain designated Parks and Open Space) are shown on the Metro Plan land use diagram with a Commercial designation and the Nodal Development Area and Mixed Use Area Overlay designations.

The Metro Plan amendments will re-designate three properties (totaling approximately .5 acres) from Low Density Residential to Commercial, and re-designate seven properties (totaling approximately 4.8 acres) from Medium Density Residential to Commercial. Most lots in the Walnut Station area are already designated Commercial on the Metro Plan land use diagram.

Eugene Code (EC) Section 9.7730(3) requires that the following criteria (in bold and *italics*) be applied to a **Metro Plan** 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 which ensure the opportunity for citizens to be involved in all phases of the planning process and set out requirements for such involvement. The process for adopting the proposal was consistent with the City's requirements and provided numerous additional opportunities for interested parties to participate in development of the amendments. Highlights are listed below:

- Citizen Involvement Plan approved by the Eugene Planning Commission, August 2005.
- Issue Group meetings with neighborhood groups, property and business owners, and transit customers, August, September and October 2005.
- Steering Committee created August 2005, with Eugene Planning Commission, the University of Oregon, Lane Transit District, Oregon Department of Transportation, and the Governor's Office to provide advisory input on the project over a nine month period.
- Technical Advisory Committee I (TAC) formed in July 2005, to guide the project and insure interagency coordination over a nine month period.
- Newsletters distributed to approximately 2500 addresses, describing the study area and the planning process and the draft alternative concepts.
- Web page created, with postings of background materials, maps, technical documents, and on-going project updates. Project website: www.eugene-or.gov/walnut
- Stakeholder meetings. In 2009, a stakeholders group was created that included representatives from the Fairmount Neighborhood Association, the Chamber of Commerce, the University of Oregon and the City of Eugene. This group provided a forum to discuss issues and to mediate concerns with the plan.
- Technical Advisory Committee II. A TAC with representatives from each stakeholder group, interdepartmental City staff, LTD, and ODOT was created in 2008 and met through 2010 with the purpose of reviewing and editing the form-based code with staff and the consultants.
- Public Outreach Events. Six open house events were held throughout the planning process, including a three-day design charrette; an interactive and iterative process over the course of three days where the objective was for stakeholders and citizens to come to consensus regarding the desired urban form for four subareas within the Walnut Station area.
- Fairmount Neighborhood Association. The Fairmount Neighborhood Association created a Walnut Station subcommittee which met regularly throughout the process. Members of the subcommittee were included in the stakeholders group as well. Staff met with the subcommittee and the neighborhood association on several occasions. Earlier in the process, the meetings were focused on getting feedback on creating the vision. Subsequent meetings were held to provide information on the development of the implementation tools and to continue to receive feedback as the code developed.
- Planning Commission and City Council work sessions to review project progress.

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 began with a Planning Commission public hearing on April 20, 2010.

Prior to the Planning Commission public hearing, notice of the proposed actions was mailed 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 also sent to the Oregon Department of Transportation (ODOT), City of Springfield, Lane County, and all Eugene neighborhood associations.

The Planning Commission public hearing was noticed and posted, in accordance with Eugene Code requirements. The City Council will then hold a duly noticed public hearing to consider approval, modification, or denial of the proposed ordinance. These processes afford ample opportunity for citizen involvement consistent with Goal 1.

The process for adopting the proposed amendments complies with Statewide Planning Goal 1 since it complies with, and exceeds, 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 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. The Eugene land use code specifies the procedure and criteria that are to be used in considering these amendments to the code. The record for these amendments includes substantial factual information about the nature of existing development in the affected areas. The Goal 2 coordination requirement is met when the City engages in an exchange, or invites such an exchange, between the City and any affected governmental unit. To comply with the Goal 2 coordination requirement, the City engaged in an exchange about the subject of these amendments with all of the affected governmental units. Specifically, the City provided notice of the proposed action and opportunity to comment to Lane County, Springfield, the Oregon Department of Transportation and the Department of Land Conservation and Development.

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 the Eugene-Springfield 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 project area includes one Goal 5 resource site as adopted by the City; the Millrace (riparian and wetland resource site) runs east to west through the northern portion of Walnut Station. However, the Walnut Station amendments do not: (a) create or amend the city's list of Goal 5 resources or amend a code provision adopted in order to protect a significant Goal 5 resource or to address specific requirements of Goal 5, (b) allow new uses that could be conflicting uses with a significant Goal 5 resource site; or (c) amend the acknowledged UGB. The Goal 5 measures adopted to protect the Millrace are contained in the /WR Water Resources Conservation Overlay Zone, which was previously applied to several of the tax lots in the Walnut Station area. The Walnut Station amendments do not remove the /WR Overlay Zone from those lots and do not change the level of protection that the /WR provisions provide. 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.*

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. Further, the addition of the Nodal Development Area overlay designation to property within the subject area furthers implementation of the nodal development plan, an approach to integration of land use and transportation planning that seeks to increase the use of alternative modes of transportation, reduce per-person vehicle miles of travel 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. The addition of the Mixed Use Area overlay designation to property within the subject area also supports the Nodal Development Area overlay designation. Therefore, these 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, landslides, earthquakes and related hazards, tsunamis and wildfires. This Goal prohibits development in natural hazard areas without appropriate safeguards. Consistent with this goal, the City of Eugene has adopted provisions regulating development in floodplains and floodways, and building codes regulations that address slopes and seismic concerns. No portion of the project area falls within the floodplain. These amendments do not affect the City's restrictions on development in areas subject to natural disasters and hazards. Further, the amendments do not allow for new development that could result in a natural hazard. Therefore, Statewide Planning Goal 7 does not apply.

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. Though not an issue under Statewide Planning Goal 8, it is worth noting that the subject area includes two City-owned park properties; a narrow strip along the south side of the Mill Race and Franklin Park, at the northeast end of the subject area. Currently, the properties are designated Parks and Open Space on the Metro Plan and these amendments do not include a change in plan designation for either property. Additionally, the Walnut Station Special Area Zone includes provisions for developing park property or developing next to a park that might be identified in the future. The proposal will not impact the provision of public recreational facilities, nor will they affect access to existing or future public recreational facilities. 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.*

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 to or from commercial or industrial use, 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.

In the context of OAR 660-009-0010(4), the Eugene Commercial Lands Study (ECLS) is acknowledged for compliance with the requirements of Goal 9 and its Administrative Rule. The ECLS constitutes the City’s obligation under OAR 660 Division 9. With the exception of 12 properties, all the properties within the subject area are currently designated as Commercial on the Metro Plan. The proposed amendments will result in re-designating ten properties from Residential to Commercial as discussed further under Goal 10 below, and the two properties designated as Parks and Open Space will retain that designation. OAR 660-009-0010(4) states:

- (4) *For a post-acknowledgement plan amendment under OAR chapter 660, division 18, that changes the plan designation of land in excess of two acres within an existing urban growth boundary from an industrial use designation to a non-industrial use designation, or any other employment use designation to any other use designation, a city or county must address all applicable planning requirements, and:*
- (a) *Demonstrate that the proposed amendment is consistent with its most recent economic opportunities analysis and the parts of its acknowledged comprehensive plan which address the requirements of this division; or*
 - (b) *Amend its comprehensive plan to incorporate the proposed amendment, consistent with the requirements of this division; or*
 - (c) *Adopt a combination of the above, consistent with the requirements of this division.*

The proposed Metro Plan amendments would not change more than two acres of an employment designation to another designation, therefore subsection (4) above is not applicable. The amendments are 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.

The proposed amendments re-designate three properties (approximately .5 acres) of Low Density Residential (LDR) and seven properties (approximately 4.8 acres) of Medium Density Residential (MDR) to Commercial. None of these properties were included in the documented supply of “buildable land” that is available for residential development as inventoried in the acknowledged 1999 Residential Lands Study. To the extent that the 1999 Residential Lands Study relied on infill and redevelopment of properties that were already designated for residential use and developed, substantial evidence in the record demonstrates that the proposal would not be inconsistent with that Study’s expectations. Currently, there are 129 units in the Walnut Station area (this equates to 129 units on 5.67 acres of residentially used property in the area; a net density of 22.8 dwelling units per acre). The market overview report for the Walnut Station area estimated a range of potential demand for multi-family housing units (apartments, condominiums, rowhouses) for the 80-acre Walnut Station area as being approximately 1,000 to 1,400 units by 2025. (StrategicEconomics. “*Key Findings from the Market Overview for Walnut Station and Implications for Future Development.*” January 2006). Using these estimates, it is reasonable to assume that the Walnut Station area will develop at a density of 12 to 17 dwelling units per gross acre or approximately 17 to 25 dwelling units per net acre, which is within medium to high density residential levels.

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 entirely within the City limits of both of Eugene. The amendments do not affect the City’s provision of public facilities and 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.

The subject proposal consists of amendments to the Metro Plan and the Fairmount/University of Oregon Special Area Study land use diagrams, corresponding zone changes, adoption of a new refinement plan land use diagram and policies (the Walnut Station Specific Area Plan), and code amendments (except when otherwise identified, collectively referred to as the “proposed amendments”). The current and proposed designation and zoning of the subject property is as follows:

Table 1: Current and Proposed Designations/Zoning

Location	Approximate acreage total	Current Metro Plan/Zoning*	Proposed Metro Plan / Zoning	Refinement Plan Changes
Most lots within Walnut Station	69.8 acres total	C / C-2 C / C-2/WR C / C-2/SR	C / S-WS C / S-WS/WR C / S-WS	Fairmount Plan: Remove Walnut Station area from Fairmount land use diagram boundary. Walnut Station Specific Area Plan: Adopt new land use diagram with Walnut Station area delineated as Walnut Station Special Area Zone.
<i>Remaining lots:</i>				
15 th & Villard 17-03-33-32 / 4800 / 4700 / 4600	.5 total acres	LDR / R-2 LDR / R-1 LDR / R-1	C / S-WS C / S-WS C / S-WS	
Between Franklin & 15 th Ave. 17-03-33-31 / 1000 / 1600 / 1500 / 2000	4.3 acres total	MDR / PL MDR / PL MDR / PL MDR / PL	C / S-WS C / S-WS C / S-WS C / S-WS	
On 15 th Ave. east of Fairmount Blvd. 17-03-33-31 / 1700 / 1800 / 1900	0.5 acres total	MDR / R-1 MDR / R-1 MDR / R-1	C / S-WS C / S-WS C / S-WS	
Between Franklin & the Willamette River 17-03-33-31 / 100 17-03-33-32/10100	4.5 acres total	POS / I-3/WR POS/C-2	POS / S-WS POS / S-WS	
On Franklin east of Onyx, south of Millrace 17-03-32-14/ 1800 (partial)/ 2000 (partial)/2100	1.1 acres total	C / S-RP/WR C / S-RP/WR C / S-RP/WR	C / S-WS/WR C / S-WS/WR C / S-WS/WR	

* The key to the plan designation and zoning definitions is provided in Exhibit A to the ordinance.

A. Impacted/Analyzed Transportation Facilities:

The City consulted with Oregon Department of Transportation (ODOT) staff to determine the scope of the City’s transportation analysis. Based on that consultation, the following transportation facilities were determined to be potentially impacted by the proposed amendments:

Table 2: Transportation Facilities

Location	Classification	Jurisdiction
Franklin Boulevard @ Onyx Street	Major Arterial/Local	City of Eugene
Franklin Boulevard @ Agate Street	Major Arterial/Minor Arterial	City of Eugene
Franklin Boulevard @ 13 th /Moss St.	Major Arterial/Local	City of Eugene
Franklin Boulevard @ Villard Street	Major Arterial/Local	City of Eugene
Franklin Boulevard @ Orchard Street	Major Arterial/Local	City of Eugene
Franklin Boulevard @ Walnut Street	Major Arterial/Local	City of Eugene/ODOT

In addition to evaluating the above existing transportation facilities, the City also reviewed adopted transportation plans to determine whether any planned transportation facilities could be impacted by the proposed amendments. There are no planned transportation facilities, as that term is defined by OAR 660-012-0060(4), that will be impacted by the proposed amendments.

B. OAR 660-012-0060(1):

The TPR requires a determination of which existing and planned transportation facilities will experience a significant effect as a result of the proposed amendments, and defines what constitutes a significant effect. For example, an amendment will significantly affect an existing or planned transportation facility 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, generally, Level of Service (LOS) D is the minimum acceptable performance standard for City of Eugene. However, within the boundary of the City's Central Area Transportation Study (CATS), LOS E is the minimum acceptable performance standard for signalized intersections. As identified in TransPlan, LOS A represents the least congested conditions and LOS F the most congested. Performance standards from the Oregon Highway Plan (OHP) are applied to state facilities that are located in the Eugene-Springfield metropolitan area. For state facilities that are not designated freight routes, the minimum acceptable performance standard specified in the OHP is a volume to capacity ratio (v/c) that does not exceed 0.85 at signalized intersections and v/c 1.0 at unsignalized intersections.

The "end of the planning period," for purposes of the TPR analysis concerning local facilities is the horizon year identified in the adopted transportation system plan (TransPlan), or 2015. When a state facility is impacted, the planning horizon is the planning period identified in the adopted local or regional transportation system plan (*i.e.*, TransPlan, 2015) or fifteen years from the date of the proposed amendments, (*i.e.*, 15 years from 2010 is 2025), whichever is later. Because 2025 is later than 2015, the planning horizon for state facility purposes is 2025.

1. Metro Plan/ Refinement Designations and Zone Changes

The proposed Metro Plan and refinement plan land use designations and zone changes do not change the functional classification of an existing or planned transportation facility (OAR 660-012-0060(1)(a)), change the standards implementing a functional classification system (OAR 660-012-0060(1)(b)), or, as measured at the end of the planning period identified in TransPlan, allow land uses or levels of development that would result in types or levels of travel or access that are inconsistent with the functional classification of an existing or planned transportation facility (OAR 660-012-0060(1)(c)(A)) or reduce the performance of an existing or planned transportation facility below the minimum acceptable performance standard identified in TransPlan.

(OAR 660-012-0060(1)(c)(B)). The proposed Metro Plan and refinement plan designation amendments and zone changes will, however, worsen the performance of an existing or planned transportation facility that is otherwise projected to performance below the minimum acceptable performance standard identified in TransPlan (OAR 660-012-0060(1)(c)(C)).

As shown in Table 3, below, as a result of the proposed amendments, one intersection (Franklin/Walnut) will be significantly affected, as that term is defined by OAR 660-012-0060(1)(c)(C).

Table 3: Reasonable Worst Case Scenario in 2025

Transportation Facility	With Current Zoning/Designation		With Proposed Zoning/Designation		City Standard	ODOT Standard
	LOS	v/c	LOS	v/c	LOS	v/c
Franklin Boulevard @ Onyx Street	B-C	N/A	B-C	N/A	LOS E	N/A
Franklin Boulevard @ Agate Street	C-D	N/A	D-E	N/A	LOS E	N/A
13 th Avenue/ Moss Street @ Franklin Boulevard	A	N/A	B	N/A	LOS E	N/A
Franklin Boulevard @ Villard Street	C-D	N/A	D-E	N/A	LOS E	N/A
Franklin Boulevard @ Orchard Street	A	N/A	B	N/A	LOS E	N/A
Franklin Boulevard @ Walnut Street	B-C	0.86	C-D	0.87	LOS E	0.85 v/c

In the above-table, the reasonable worst-case scenario for the year 2025 for the current Metro Plan and refinement plan designations and zones analyzes the function of the impacted transportation facilities taking into account the subject property's different Metro Plan and refinement plan designations and different zones. In the above-table, the 2025 reasonable worst-case scenario for the proposed Metro Plan and refinement plan designation and zone analyzes the function of the impacted transportation facilities if all of the subject property were Commercial (with the exception of the two park owned properties) and zoned S-WS Walnut Station Special Area Zone.

2. Code Amendments and Refinement Plan

Adoption of the proposed refinement plan text and code amendments will not significantly affect an existing or planned transportation facility, as that term is defined by the TPR. Specifically, the proposed amendments do not change the functional classification of an existing or planned transportation facility (OAR 660-012-0060(1)(a)), change the standards implementing a functional classification system (OAR 660-012-0060(1)(b)), or, as measured at the end of the planning period identified in TransPlan, allow land uses or levels of development that would result in types or levels of travel or access that are inconsistent with the functional classification of an existing or planned transportation facility (OAR 660-012-0060(1)(c)(A), reduce the performance of an existing or planned transportation facility below the minimum acceptable performance standard identified in TransPlan (OAR 660-012-0060(1)(c)(B)) or worsen the performance of an existing or planned transportation facility that is otherwise projected to performance below the minimum acceptable performance standard identified in TransPlan (OAR 660-012-0060(1)(c)(C)). Further, none of the code provisions being amended were adopted to implement the TPR. Even if one or more of the amended code provisions had been adopted to implement the TPR, the amendments are consistent with the TPR and will not render any of the adopted code provisions inconsistent with the TPR. Therefore, regarding the proposed refinement plan text and code amendments, they are consistent with Goal 12 and no further analysis is needed.

C. OAR 660-012-0060(2):

Pursuant to OAR 660-012-0060(2), when a local government determines that a proposed 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. One method of providing the assurances required by OAR 660-012-0060(1) is stated in OAR 660-012-0060(2)(e). That TPR provision provides:

- (e) *Providing other measures as a condition of development or through a development agreement or similar funding method, including transportation system management measures, demand management or minor transportation improvements. Local governments shall as part of the amendment specify when measures or improvements provided pursuant to this subsection will be provided.*

To mitigate the impacts that the proposed Metro Plan and refinement plan re-designation and zoning amendments will have on the Franklin/Walnut intersection, the City will construct a set of upstream (east of Walnut Street) traffic signals for westbound movements on the two lanes from both the I-5 northbound off-ramp and Riverview local access connection, as well as the two lanes from Franklin Boulevard from the east (Glenwood and Springfield areas). This proposed mitigation measure is a “minor transportation improvement” (as that term is defined by OAR 660-012-0005(15)) and is specifically described as follows:

Construct two sets of traffic signal heads approximately six hundred (600) feet east of the Franklin/Walnut intersection programmed for direction separation (split-phased) between the two lanes from Franklin to the east and two lanes from the northbound Interstate 5 off-ramp to westbound Franklin (NB Hwy. 99), which includes the local connection from Riverview Street. The operation of this facility would eliminate the inside merge (from four lanes into three) and simplify the downstream diverge/weave section on the Franklin Boulevard approach to Walnut Street.

ODOT has given preliminary concurrence with the above-described mitigation measure. However, ODOT noted that construction of the proposed traffic signal would ultimately require approval from the State Traffic Engineer.

As shown in the table below, the proposed mitigation measure will assure that the significantly affected transportation facility (Walnut Street/Franklin Boulevard intersection) will function in accordance with the identified function, capacity and performance standards of that facility, *i.e.*, that the intersection will perform at 0.85 v/c or better.

Table 4: Performance

Transportation Facility	2025 with proposed plan amendments/zone change without mitigation	2025 with proposed plan amendments/ zone change with mitigation measures
Franklin Blvd. @ Walnut Street	0.87 v/c (PM) LOS C-D (PM)	0.76 v/c (PM) LOS B (PM)

In accordance with OAR 660-012-0060(2)(e), the City specifies that the mitigation measure described above will be provided prior to the end of the 2025 planning period, and will be incorporated into the City’s Capital Improvement Program (CIP) at the next update (2011).

Based on the findings set forth above, including the proposed mitigation measure, the amendments are 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. It is not clear that the goal has any bearing on a decision such as the one at issue. There is no implementing rule that clarifies the requirements of Goal 13. To the extent that Goal 13 could be applied to the proposal, the proposal is consistent with Goal 13 nothing in the proposal or the character of the site or potential uses indicates a future development that would compromise conservation of energy. Based on the findings above, 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 affect the transition from rural to urban land use, as the project area is centrally located to the Metro Plan and is entirely within the Eugene-Springfield UGB. 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 areas north of the Millrace and Franklin Park are the only portions of the project area within the boundaries of the Willamette River Greenway. The proposal will not amend or otherwise conflict with the existing Willamette Greenway regulations adopted by the City of Eugene consistent with this goal; therefore Statewide Planning Goal 15 is not applicable.

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 affected by these amendments. Therefore, these goals are not relevant and the amendments will not affect compliance with Statewide Planning Goals 16 through 19.

Based on the above findings, the proposed amendments are consistent with the applicable Statewide Planning Goals.

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

As found below, the proposal will not create an internal conflict with the remainder of the Metro Plan. All Metro Plan policies were evaluated in relation to their applicability to the amendments and the following Metro Plan policies were found to be applicable to this request:

C. Growth Management Goals, Findings, and Policies

- C. 23 *Regulatory and fiscal incentives that direct the geographic allocation of growth and density according to adopted plans and policies shall be examined and, when practical, adopted.*
- C. 24 *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 not necessarily each project, shall average approximately six dwelling units per gross acre over the*

planning period.

Adoption of the Walnut Station Specific Area Plan, plan amendments and special area zone include provisions to facilitate growth in this area. The provisions are intended to make residential development easier in this mixed use area, consistent with these policies.

A. Residential Land Use and Housing Element

A.2 Residentially designated land within the UGB should be zoned consistent with the Metro Plan and applicable plans and policies; however, existing agricultural zoning may be continued within the area between the city limits and the UGB until rezoned for urban uses.

As part of this action, ten residentially designated properties will be re-designated to Commercial and re-zoned to S-WS Walnut Station Special Area Zone. Re-designation of the residentially zoned property is consistent with the Residential Land Study, as found under Statewide Planning Goal 10 above, which is incorporated herein by reference.

A.10 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.

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

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

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

A.14 Review local zoning and development regulations periodically to remove barriers to higher density housing and to make provision for a full range of housing options.

A.15 Develop a wider range of zoning options such as new zoning districts, to fully utilize existing Metro Plan density ranges.

A.16 Allow for the development of zoning districts which allow overlap of the established Metro Plan density ranges to promote housing choice and result in either maintaining or increasing housing density in those districts. Under no circumstances, shall housing densities be allowed below existing Metro Plan density ranges.

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

A.18 Encourage a mix of structure types and densities within residential designations by reviewing and, if necessary, amending local zoning and development regulations.

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

Regarding the above policies, the Walnut Station Specific Area Plan, plan amendments and special area zone

include provisions that help make a variety of residential development types easier to establish in the Walnut Station area. As previously stated, the market overview report for Walnut Station area estimated a range of potential demand for multi-family housing units (apartments, condominiums, rowhouses) for the approximately 80-acre Walnut Station area as being about 1,000 to 1,400 units by 2025 (StrategicEconomics, January 2006). Using these estimates, it is reasonable to assume that the Walnut Station area will develop at a density of 12.5 to 17.5 dwelling units per gross acre or 17.8 to 25 dwelling units per net acre which is within medium to high density residential levels. The regulations support a mixed use center concept that uses land more efficient by establishing the center near existing uses to support it including the University of Oregon, existing neighborhoods, and major existing and planned transportation facilities, consistent with these policies.

- A.23 *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.*
- A.24 *Consider adopting or modifying local zoning and development regulations to provide a discretionary design review process or clear and objective design standards, in order to address issues of compatibility, aesthetics, open space, and other community concerns.*
- A.25 *Conserve the metropolitan area's supply of existing affordable housing and increase the stability and quality of older residential neighborhoods, through measures such as revitalization; code enforcement; appropriate zoning; rehabilitation programs; relocation of existing structures; traffic calming; parking requirements; or public safety considerations. These actions should support planned densities in these areas.*

As previously stated, the Walnut Station amendments support the special area zone provisions which include clear and objective development regulations regarding landscaping, building mass and scale, and architectural details. These provisions are intended to provide development that is more compatible with the adjacent existing neighborhood while also facilitating residential development in this mixed use area by removing barriers and streamlining development applications, consistent with these policies. There is an emphasis on providing a graceful transition from Walnut Station to the abutting residential neighborhood across 15th Avenue, to the Millrace, and for pedestrians along Franklin Boulevard (the core and most intense development area of Walnut Station), through the use of building form regulations (i.e. height reductions in transition areas, setbacks mimicking adjacent residential, parking locations and street façade requirements for pedestrian friendly streets) and traffic regulations (i.e. requiring additional traffic review for certain developments).

Additionally, the Walnut Station Special Area Zone provisions provide the opportunity to deviate from these clear and objective development standards through a new discretionary design review process (a Type II land use application process) where the development is reviewed based on design guidelines to address compatibility of the development with its surroundings. Therefore, the proposal is consistent with these policies.

- A.33 *Consider local zoning and development regulations impact on the cost of housing.*

The Walnut Station Special Area Zone provisions include reductions to minimum parking requirements consistent with existing nodal development areas throughout the City and allow a further reduction of parking spaces through a Transportation Demand Management Program agreement with the City. The plan encourages alternative transportation means where a mixture of uses facilitates fewer vehicle trips or needs. Each parking space associated with a residential unit typically increases the cost of that unit by up to 20% and decreases the number of units that can be built on a typical lot by up to 20% (Klipp. Luke H. "The Real Cost of San Francisco's Off-Street Residential Parking Requirements." *Livable City*. University of California at Berkeley,

May 27, 2004). Each vehicle that a household can eliminate can qualify it for an additional \$60,000 in mortgage (on-line Fannie Mae Location Efficient Mortgage (LEM) calculator). As such, allowing for reduced parking options may contribute to reducing the cost of housing in this area, consistent with this policy.

B. Economic Element

B.6 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.

The proposal includes re-designating ten properties to a Commercial designation, including the former ODOT Motor Pool property between Franklin Boulevard and 15th Avenue. The former ODOT site includes some vacant, undeveloped area that would be re-designated to a Commercial designation, consistent with this policy. The findings under Statewide Planning Goal 9 regarding the Eugene Commercial Lands Study are also incorporated herein by reference.

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

B.23 Provide for limited mixing of office, commercial, and industrial uses under procedures which clearly define the conditions under which such uses shall be permitted and which: (a) preserve the suitability of the affected areas for their primary uses; (b) assure compatibility; and (c) consider the potential for increased traffic congestion.

As previously stated re-designation of the Walnut Station area to the Commercial designation with both the Nodal Development Area and Mixed Uses Area overlay designations and re-zoning to the Walnut Station Special Area Zone will provide for a mixture of uses in this area. The special area zone includes provisions to encourage both residential and commercial development, such as by allowing a broad range of uses without requiring commercial uses on the ground floor but requiring minimum ground floor ceiling heights to encourage commercial in the Franklin Boulevard core area. The special area zone provisions also include development standards and design review criteria to facilitate development that is compatible with adjacent neighborhoods and natural resources, consistent with these policies.

C. Environmental Resources Element

C.8 Local governments shall develop plans and programs which carefully manage development on hillsides and in water bodies, and restrict development in wetlands in order to prevent erosion and protect the scenic quality, surface water and groundwater quality, forest values, vegetation, and wildlife values of those areas.

C.10 Local governments shall encourage further study (by specialists) of endangered and threatened plant and wildlife species in the metropolitan area.

C.11 Local governments shall protect endangered and threatened plant and wildlife species, as recognized on a legally adopted statewide list, after notice and opportunity for public input.

The City of Eugene has already adopted regulations, including adopting the /WR Water Resources Conservation Overlay Zone as discussed under Statewide Planning Goal 5 above, to protect these resources and nothing within the Walnut Station Special Area Zone provisions will amend, supersede or conflict with these existing protections.

C.21 *When planning for and regulating development, local governments shall consider the need for protection of open spaces, including those characterized by significant vegetation and wildlife. Means of protecting open space include but are not limited to outright acquisition, conservation easements, planned unit development ordinances, streamside protection ordinances, open space tax deferrals, donations to the public, and performance zoning.*

The Walnut Station area includes two City-owned properties, Franklin Park and a narrow strip of land along the north side of the Millrace. These two properties will continue to provide passive open space opportunities. There is also a neighborhood park, Fairmount Park, on the southern border of the study area. There is recognition of the need for additional developed neighborhood park land to serve the additional residential density expected in the area. The Walnut Station Specific Area Plan recommends that density, rather than just distance to a park, be an additional consideration when prioritizing park needs. The location and type of any additional park land would be determined through a separate City process with the Parks and Open Space Division. The special area zone includes provisions to facilitate compatible building form adjacent to current and future park sites.

C.25 *Springfield, Lane County, and Eugene shall consider downstream impacts when planning for urbanization, flood control, urban storm runoff, recreation, and water quality along the Willamette and McKenzie Rivers.*

Regarding Policies C.25, as discussed under Statewide Planning Goal 7, Natural Hazards, which is incorporated herein by reference, the City of Eugene has adopted provisions regulating development regarding stormwater and floodplains and floodways. As previously noted, the project site is not within the floodplain of the Willamette River. The proposed plan amendments and new special area zone provisions do not affect the City's restrictions on development with regard to these areas, consistent with these policies.

D. Willamette River Greenway, River Corridors, and Waterways Element

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

D.4 *Lane County, Springfield, and Eugene shall continue to participate in efforts to determine the feasibility of an urban canal that would connect Eugene's historic Millrace to Amazon Creek. Likewise, Springfield's efforts to improve the scenic quality of its Millrace should be encouraged.*

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

D.9 *Local and state governments shall continue to provide adequate public access to the Willamette River Greenway.*

As previously stated, the City of Eugene has adopted Goal 5 (the /WR Water Resources Conservation Overlay Zone regulations) and Willamette River Greenway provisions that regulate development along the Millrace and the Willamette River, consistent with these policies. The proposed amendments do not amend those provisions. Further, the special area zone includes provisions designed to facilitate appropriate development (with regard to scale and massing) along the Millrace, recognizing it as a natural amenity in the project area. Regarding Policy D.4, the Walnut Station Specific Area Plan supports a more detailed analysis of the Millrace with regard to how it should best be utilized.

Regarding Policy D.9, the only portions of the project area within the Willamette River Greenway are the areas north of the Millrace and Franklin Park and these areas currently provide no direct access to the greenway because of the existing railroad which separates the project area from the river. Views to the riparian vegetation along the river are only available currently as viewed from street right-of-ways and Judkins Point (which is outside of the study area). View studies have been conducted which show that the special area zone provisions will not further impede views of the Willamette River riparian vegetation from Judkins Point. Further, the special area zone provisions requiring building height setbacks along all rights-of-way further minimize the possibility of obstructing views of the riparian vegetation, to the extent that those views currently exist. Based on these findings, the proposal is consistent with these policies.

E. Environmental Design Element

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

As previously discussed, the amendments are intended to facilitate a broad range of commercial, residential and recreational land uses while being compatible with adjacent neighborhoods and resources. The special area zone provisions are focused less on regulating specific use types and more on providing a building form appropriate to the area and encouraging a mixture of uses, consistent with this policy.

E.2 Natural vegetation, natural water features, and drainage-ways shall be protected and retained to the maximum extent practical. Landscaping shall be utilized to enhance those natural features. This policy does not preclude increasing their conveyance capacity in an environmentally responsible manner.

As previously stated, the City of Eugene has adopted Goal 5 (/WR Water Resources Conservation Zone) and Willamette River Greenway provisions that regulate development along the Millrace and the Willamette River. The proposed plan amendments and special area zone provisions will not amend those provisions.

E.4 Public and private facilities shall be designed and located in a manner that preserves and enhances desirable features of local and neighborhood areas and promotes their sense of identity.

E.5 Carefully develop sites that provide visual diversity to the urban area and optimize their visual and personal accessibility to residents.

E.6 Local jurisdictions shall carefully evaluate their development regulations to ensure that they address environmental design considerations, such as, but not limited to, safety, crime prevention, aesthetics, and compatibility with existing and anticipated adjacent uses (particularly considering high and medium density development locating adjacent to low density residential).

E.7 The development of urban design elements as part of local and refinement plans shall be encouraged.

E.8 Site planning standards developed by local jurisdictions shall allow for flexibility in design that will achieve site planning objectives while allowing for creative solutions to design problems.

E.9 Refinement plans shall be developed to address compatibility of land uses, safety, crime prevention, and visual impact along arterial and collector streets, within mixed-use areas. During the interim period before the adoption of a refinement plan, these considerations shall be addressed by cities in approving land use applications in mixed use areas by requiring conditions of approval where necessary.

Regarding Policies E.4 – E.9, as previously stated the amendments support the special area zone provisions which include clear and objective development standards regarding landscaping, mass and scale, and architectural details to provide development that is more compatible with the adjacent existing neighborhood while also making residential development easier for this mixed use area.

The Walnut Station Specific Area Plan and special area zone provisions include an emphasis on providing a graceful transition from the Walnut Station area to the abutting residential neighborhood across 15th Avenue, transition to the Millrace, and transition for pedestrians along Franklin Boulevard (the core and most intense development area of Walnut Station) primarily through the use of building form regulations. For instance, the provisions reduce heights in transition areas near 15th Avenue, the Millrace and along Franklin Boulevard. The provisions include pedestrian-friendly requirements, such as street-facing façade and entry requirements, parking locations to minimize pedestrian conflicts and allow for continuous area for outdoor furniture and a pedestrian zone. Additionally, the Walnut Station Special Area Zone provides the opportunity to deviate from these clear and objective development standards through a discretionary design review process (a land use application process) where the development is reviewed based on design criteria to address compatibility of the development with its surroundings.

Regarding safety and crime, the special area zone provisions focus on the building form to create public space that includes more “eyes on the street” and activity along the street; fostering a safer environment for pedestrians. The planning process has included working with neighborhoods to address impacts from existing issues (i.e. cut-through traffic and parking issues) by working with street design elements to differentiate between the Walnut Station area and the adjacent neighborhood and including the specific area plan that encourages property access to be taken off of streets other than 15th Avenue. Additionally, the (alternative path) design review process also includes criteria to address potential impacts from traffic. Based on these findings, the proposal is consistent with these policies.

F. Transportation Element

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

Nodal Development is defined in the Metro Plan on page V-4 as follows:

Nodal development (node): Nodal development is a mixed-use, pedestrian-friendly land use pattern that seeks to increase concentrations of population 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 environments 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.*

Nodal developments will vary in the amount, type, and orientation of commercial, civic, and

employment uses; target commercial floor area ratios; size of building; and the amount and types of residential uses.

- F.2 Support application of the nodal development strategy in designated areas through information, technical assistance, or incentives.*
- F.3 Provide for transit-supportive land use patterns and development, including higher intensity, transit-oriented development along major transit corridors and near transit stations; medium- and high-density residential development within ¼ mile of transit stations, major transit corridors, employment centers, and downtown areas; and development and redevelopment in designated areas that are or could be well served by existing or planned transit.*
- F.4 Require improvements that encourage transit, bicycles, and pedestrians in new commercial, public, mixed use, and multi-unit residential development.*

Regarding Policies F.1 – F.4, as previously discussed, the Walnut Station Specific Area Plan, plan amendments and the special area zone provisions implement a nodal development approach and land use efficiency measure by integrating land use and transportation planning; it seeks to increase the use of alternative modes of transportation; reduce per-person vehicle miles of travel; and reduce demand for automobile-related transportation facilities. The regulations appropriately support a mixed use center in Walnut Station which is near the University of Oregon, established neighborhoods, and major existing and planned transportation facilities.

Regarding the 12 units per net acre, the market overview (StrategicEconomics. January 2006) estimates approximately 1,000 to 1,400 dwelling units in the subject area if the Walnut Station Special Area Zone provisions are implemented, which would result in approximately 17 to 25 units per net acre. The subject area already includes 129 units existing however there are two pending building permits that add 75 more dwelling units to the Walnut Station area. Given this evidence, it is reasonable to assume that at the project area will result in 12 units per net acre consistent with this nodal development objective. The market overview also finds that the Walnut Station area is highly likely to develop with commercial (less likely for office) developments. The study notes that the Walnut Station area demographics support an increase in multi-family (apartments, condominiums, rowhouses) due to the proximity to the University, to a desirable neighborhood (Fairmount) and bus-rapid transit. The market study notes that commercial would be well supported here due to the proximity to the populations previously mentioned as well as those from the new arena and existing lodging. The market study notes that the area has an underserved retail market, Franklin Boulevard lots are underutilized, and a major travel road through Eugene (Franklin) runs through this gateway area providing opportunities to and from Eugene. These are some of the supporting factors that contribute to establishing this area as a nodal development, mixed use area. Accordingly, the proposed amendments include amending the Metro Plan diagram to add the overlay designation of Nodal Development Area and Mixed Use Area to the entire project area, consistent with these policies.

- F.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 plans and implementing ordinances.*

TransPlan was adopted in 2001. Amending the Metro Plan to add the Nodal Development Area overlay designation to the Walnut Station Mixed Use Center area was initiated in 2003. The Walnut Station area boundaries were revised based on public comment and with those new boundaries, the project continued until present. The proposal is consistent with this policy.

F.7 *Increase the use of motor vehicle parking management strategies in selected areas throughout the Eugene-Springfield metropolitan area.*

F.8 *Implement TDM strategies to manage demand at congested locations.*

Regarding Policies F.7 and F.8, as previously mentioned, the proposed parking ratios for the Walnut Station area are consistent with the minimum parking ratios in nodal development areas throughout the City, which reflect a projected lower vehicle parking need based on the mixture of uses and emphasis on creating a pedestrian and alternative transportation friendly environment. There is also an allowance to further reduce parking requirements by using TDM (transportation demand management) programs through a land use application process. Therefore, the proposal is consistent with these policies.

F.11 *Develop or promote intermodal linkages for connectivity and ease of transfer among all transportation modes.*

F.13 *Support transportation strategies that enhance neighborhood livability.*

F.14 *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.*

F.15 *Motor vehicle level of service policy:*

- a. *Use motor vehicle level of service standards to maintain acceptable and reliable performance on the roadway system. These standards shall be used for:*
 - (1) *Identifying capacity deficiencies on the roadway system.*
 - (2) *Evaluating the impacts on roadways of amendments to transportation plans, acknowledged comprehensive plans and land-use regulations, pursuant to the TPR (OAR 660-012-0060).*
 - (3) *Evaluating development applications for consistency with the land-use regulations of the applicable local government jurisdiction.*
- b. *Acceptable and reliable performance is defined by the following levels of service under peak hour traffic conditions: LOS E within Eugene's Central Area Transportation Study (CATS) area, and LOS D elsewhere.*
- c. *Performance standards from the OHP shall be applied on state facilities in the Eugene-Springfield metropolitan area.*

In some cases, the level of service on a facility may be substandard. The local government jurisdiction may find that transportation system improvements to bring performance up to standard within the planning horizon may not be feasible, and safety will not be compromised, and broader community goals would be better served by allowing a substandard level of service. The limitation on the feasibility of a transportation system improvement may arise from severe constraints, including but not limited to environmental conditions, lack of public agency financial resources, or land use constraint factors. It is not the intent of TSI Roadway Policy #2: Motor Vehicle Level of Service to require deferral of development in such cases. The intent is to defer motor vehicle capacity increasing transportation system improvements until existing constraints can be overcome or develop an alternative mix of strategies (such as: land use measures, TDM, short-term safety improvements) to address the problem.

F.18 *Improve transit service and facilities to increase the system's accessibility, attractiveness, and convenience for all users, including the transportation disadvantaged population.*

F.20 *Implement traffic management strategies and other actions, where appropriate and practical, that give*

priority to transit and other high occupancy vehicles.

- F.23 Require bikeways along new and reconstructed arterial and major collector streets.*
- F.26 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.*
- F.27 Provide for a continuous pedestrian network with reasonably direct travel routes between destination points.*
- F.28 Construct sidewalks along urban area arterial and collector roadways, except freeways.*
- F.17 Manage the roadway system to preserve safety and operational efficiency by adopting regulations to manage access to roadways and applying these regulations to decisions related to approving new or modified access to the roadway system.*
- F.34 Operate and maintain transportation facilities in a way that reduces the need for more expensive future repair.*

As previously noted, the Walnut Station amendments implement a nodal development approach by integrating land use and transportation planning; to increase the use of alternative modes of transportation; reduce per-person vehicle miles of travel; and reduce demand for automobile-related transportation facilities. The regulations appropriately support a mixed use center in Walnut Station which is near the University of Oregon, established neighborhoods, and major existing and planned transportation facilities. The multiway boulevard design concept for Franklin Boulevard will address the mobility and safety needs of modes of traffic and pedestrians. While the multiway boulevard is not being adopted, a typical street design for the multiway boulevard concept is included in the Walnut Station Special Area Zone standards and specific area plan for reference when the boulevard is ready for implementation. In addition, a special setback is being adopted along Franklin Boulevard in order to accommodate a multiway boulevard design. The special setback can accommodate a second future bus-rapid transit line in this area. The findings under Statewide Planning Goal 12 regarding transportation are incorporated herein by reference as demonstration of consistency with these policies.

G. Public Facilities and Services Element

- G.5 The cities shall continue joint planning coordination with major institutions, such as universities and hospitals, due to their relatively large impact on local facilities and services.*

Consistent with this policy, the City has facilitated and maintained consistent communication with University of Oregon staff on the Walnut Station project, and the University of Oregon has consistently participated on the stakeholders group and as a member of the Technical Advisory committee.

- G.23 Support the retention of University of Oregon and LCC facilities in central city areas to increase opportunities for public transit and housing and to retain these schools' attractiveness to students and faculty.*

The Walnut Station Specific Area Plan and special area zone provisions recognize and include provisions for future University of Oregon development, and compliment existing development. The existing bus rapid transit system is planned to be expanded with a second lane as part of the multiway boulevard concept, which could be accommodated through the proposed special setback along Franklin Boulevard. Additionally, the proposed

amendments include re-designating the former ODOT property, which is currently owned by a University of Oregon related owner, to a Commercial designation and re-zoning the site to S-WS Walnut Station Special Area Zone, consistent with the Walnut Station Specific Area Plan. The proposal supports the retention of the University of Oregon in its current location and expands on public transit and housing attractiveness, consistent with this policy.

J. Energy Element

- J.7 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.*
- J.8 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.*

As previously stated, the addition of the proposed Nodal Development Area Overlay Metro Plan designation to property within the subject area furthers implementation of the nodal development plan, an approach to integration of land use and transportation planning that seeks to increase the use of alternative modes of transportation, reduce per-person vehicle miles of travel and reduce demand for automobile-related transportation facilities. Increasing the use of alternative modes of transportation may result in energy savings. The addition of the Metro Plan's Mixed Use Area Overlay designation to property within the subject area also supports the Nodal Development Area Overlay designation. Designation of the Walnut Station area as a nodal development and mixed use area is appropriate and consistent with these policies given the proximity to the University of Oregon, existing neighborhoods and the bus-rapid transit system, and the special area zone provisions with emphasis on pedestrian friendly design.

K. Citizen Involvement Element

While none of these policies appear specifically applicable to this project, the findings under Statewide Planning Goal 1 are incorporated herein by reference.

Metro Plan Amendment Conclusion

Based on the findings above, the amendments are consistent with the Statewide Planning Goals and the remainder of the Metro Plan.

Refinement Plan Adoption/Amendments (City File RA 10-1)

Implementation of the Walnut Station Mixed Use Center is accomplished, in part, by the adoption of a new refinement plan: the Walnut Station Specific Area Plan. In addition, as the Walnut Station Mixed Use Center falls partially within the boundaries of two existing refinement plans, amendments are necessary to these plans to reconcile the three plans. The existing plans are the Fairmount/University of Oregon Special Area Study, which encompasses the portion of Walnut Station located south of Franklin Boulevard, and the Riverfront Park Study, which is applicable to the portion of Walnut Station located north of Franklin Boulevard. The refinement plan amendments associated with this request consist of:

- Adoption of Walnut Station Specific Area Plan, including a land use diagram and policies, to establish the Walnut Station Mixed Use Center.

- Amendments to the Fairmount/University of Oregon Special Area Study text, polices and land use diagram to remove approximately 16 acres of the Walnut Station Mixed Use Center from the study.
- Amendments to Riverfront Park Study text to clarify that the Riverfront Park Special Area Zone and development standards do not apply within the Walnut Station Specific Area Plan boundaries.

As a result of these amendments, the Walnut Station Specific Area Plan will be the guiding planning document for the Walnut Station area. This plan contains a number of recommendations regarding design standards for streets; locations, width and design of sidewalk and bike facilities; information on infrastructure needed for development to occur, and specific design and development standards, such as for building form, parking and landscaping, as well as recommendations for parks and the millrace, in the context of the planning process that occurred. Design and development standards resulting from the process are being adopted and codified to implement the Walnut Station Mixed Use Center. Only the land use diagram and select policies adopted as part of the Walnut Station Specific Area Plan will be applicable as mandatory approval criterion for certain land use applications, the remaining portions of the plan are to be used to provide context for future planning decisions and a guide for development of future actions.

Eugene Code (EC) Section 9.8424 requires that the following criteria (in bold and *italics*) be applied to Refinement Plan Amendments and Refinement Plan Adoptions:

- (1) *The refinement plan amendment is consistent with all of the following:***
(a) *Statewide planning goals.*

The findings above, at EC 9.7730(3)(a), incorporated herein by reference, demonstrate the project's consistency with the applicable Statewide Planning Goals, consistent with this criterion.

- (b) *Applicable provisions of the Metro Plan.***

The findings above, at EC 9.7730(3)(b), incorporated herein by reference, demonstrate the project's consistency with the applicable provisions of the Metro Plan, consistent with this criterion.

- (c) *Remaining portions of the refinement plan.***

The criterion applies to the amendments of the Fairmount/University of Oregon Special Area Study (1982) and the Riverfront Park Study (1986), and requires determination of whether the amendments to those plans related to the Walnut Station area are consistent with the remaining portions of the plans.

Fairmount/University of Oregon Special Area Study

The amendments to the Fairmount/University of Oregon Special Area Study include both text, policy and diagram amendments to remove of the Walnut Station area from the plan boundaries, and to reflect that the Walnut Station Specific Area Plan and Walnut Station Special Area Zone include this area. The area subject to these amendments consists of approximately 16 acres located east of Villard Street, between East 15th Avenue and Franklin Boulevard.

A total of 13 policies, plus numerous text and three maps (Map 3 "Land Use Study Areas," Map 4 "Generalized Existing Land Use" and Map 6 "Land Use Diagram") have been revised to reconcile the removal of the portion of Walnut Station area from the plan. For instance, policies and text that specifically reference the former Oregon Department of Motor Vehicles site, which is located within the Walnut Station area, have been revised to eliminate references to this site, and the land use diagram has also been revised to not include this site.

The following text to be added to the end of Introduction Section of the Fairmount/University of Oregon

Special Area Study further explains how the removal of the Walnut Station area is consistent with the remaining portions of the plan, particularly those portions pertaining to providing a transition between residential and non-residential:

“With the adoption of the Walnut Station Specific Area Plan, the City Council removed from the Fairmount / University of Oregon Special Area Study most of the area north of East 15th Avenue. The Land Use Diagram (Map 6) reflects the Fairmount/University of Oregon Special Area Study boundaries after the removal of Walnut Station area’s Commercial, Office and Low or Medium Residential areas. In moving these properties from the Fairmount/University of Oregon Special Area Study to the Walnut Station Specific Plan and Special Area Zone, careful consideration was given to the Metro Plan Diagram as refined by the Fairmount/University of Oregon Special Area Study and to the zoning conditions at that time. As East 15th Avenue acts as a transition from primarily commercial zoning and uses, special emphasis was placed on East 15th Avenue as a transition edge. Development standards adopted for the Walnut Station Special Area Zone include a height step-down to three stories along East 15th Avenue, and an increased setback from 0 to 10’ to match residential properties across the street and design standards were included to provide a residential scale. Policies relevant to these properties were also included in the Walnut Station Specific Area Plan.”

The amendments to the Fairmount/University of Oregon Special Area Study are consistent with the remaining portions of the plan, as the text, policies and maps pertaining to the Walnut Station area have been revised to remove this area from the plan and reflect the incorporation of this area into the Walnut Station Specific Area Plan. With these amendments, any inconsistencies are reconciled and the remainder of the plan can function independently. Furthermore, the relevant policy language from the Fairmount/University of Oregon Special Area Study is incorporated into the new Walnut Station Specific Area Plan so that they continue to apply to the area, and reflect the considerations given the area previously in the Fairmount/University of Oregon Special Area Study.

Riverfront Park Study

The amendments to the Riverfront Park Study are limited to revisions of two policies to remove the ability of the S-RP Riverfront Park Special Area Zone from being applied within the area of the plan also included in the Walnut Station Specific Area Plan. As the Riverfront Park Study does not include a land use diagram that provides guidance for future land use patterns, no diagram amendments are necessary. The area subject to these amendments is the portion of Walnut Station located north of Franklin Boulevard.

The relevant policies, Land Use Policies 1 and 2, require that the Special Development District (later renamed the Riverfront Park Special Area Zone) apply to University owned land in that area, and allow the City to consider applying the Special District zoning for other properties within the Riverfront Park Study area only at the request of affected property owners. Both policies are amended to include the statement “*except for property included in the boundaries of the Walnut Station Specific Area Plan boundaries*” to ensure that although the area remains within the Riverfront Park Study, it is clear that the S-RP Riverfront Park Special Area Zone does not apply.

As amended, the policies will remain applicable to the remaining properties in the Riverfront Park Study that are not included in the Walnut Station area, and thus consistent with the remainder of the plan. The remaining policies in the plan were evaluated for consistency with the amendments described above, and the majority of which are not affected by the amendments. Of those policies, the several were determined to be applicable to the proposal and are further addressed below. Based on the following evaluation, the amendments are consistent with the remaining portions of the plan.

TRANSPORTATION POLICIES (Pages 6-8)

- 2. The City shall work with the Lane Transit District, the University of Oregon, and employers in the Riverfront area to maximize the use of alternate modes of transportation. Facilities and programs will be developed to work toward the goal of accommodating a substantial number of the trips made to new development within the Riverfront Park Study area through modes other than the single-occupancy automobile.*

One of the fundamental principles of the Walnut Station Mixed Use Center provisions is to facilitate a nodal development approach of integration of land use and transportation planning. The proposal seeks to increase the use of alternative modes of transportation, reduce per-person vehicle miles of travel and reduce demand for automobile-related transportation facilities. The regulations appropriately support a mixed use center in Walnut Station, which is poised for such a mixed use development. Additionally, the station area is adjacent to the University of Oregon and established neighborhoods. The existing major existing bus-rapid transit line is proposed to be expanded as part of the planned multiway boulevard facility concept which would convert the existing auto-oriented Franklin Boulevard to a multi-modal transportation system, providing for alternative transportation systems. As such, the proposal is consistent with this above policy.

- 4. The City shall pursue construction of projects intended, by design and timing, to avoid Level of Service "E" in the Franklin Boulevard corridor.*

Although the Walnut Station Specific Area Plan includes the multiway boulevard concept for Franklin Boulevard, the plan does not include implementation of the multiway boulevard as a requirement of development. As noted in the Goal 12 Transportation Planning Rule analysis above, with mitigation, if the multiway boulevard concept is pursued, it will, by design avoid the Level of Service "E" consistent with this policy.

- 7. The City, in cooperation with the University and developers, shall develop a plan for a comprehensive bicycle path network for the Riverfront Study area including: 1) the South Bank Bike Trail; 2) the Mill Race Bike Path (included in the Eugene Bikeways Master Plan); and 3) new paths providing access between Franklin Boulevard and the south Bank Trail and to destinations within the study area.*

The refinement plan amendments do not impact the effect of this policy. In January 2008, in cooperation with numerous stakeholders Eugene completed its Pedestrian and Bicycle Strategic Plan. The Plan used a community visioning process to develop goals and strategies to improve walking and bicycling. An updated Bike/Pedestrian Master Plan is required to develop infrastructure improvements that support the Strategic Plan. As part of the strategic plan in response to Fairmount Neighbors input several bike access along the Millrace that also provides access between Franklin Boulevard and the South Bank Trail are planned. An update to the Bike/Pedestrian master plan will be completed to allow construction of these bike paths consistent with this policy.

The Walnut Station Specific Area Plan recommends an east/west connection somewhere along the millrace, however the bicycle/pedestrian master plan process will determine the final alignment, consistent with this policy.

ENVIRONMENT POLICIES (Pages 9-10)

- 1. The City of Eugene shall protect the riparian strip along the southern bank of the Willamette River within the study boundaries by: 1) directing future development away from this environmentally sensitive area; 2) establishing a buffer strip beginning at the top of the bank and extending a minimum of 35 feet to the south; 3) establishing a deeper setback to protect the east Millrace outfall and the*

heavily used bicycle/pedestrian area around the south approaches of the Autzen Bike Bridge; and 4) developing, with the University of Oregon and the Eugene Water & Electric Board and other major property owners along the river's banks, an active management plan intended to enhance the environment of the natural vegetation along the river's edge.

In this area, the riparian strip refers to the narrow vegetative strip along the steep south bank of the river. This policy is intended to protect the riparian strip along the river which will result in: 1) preservation of valuable natural elements; 2) riverbank stabilization; and 3) protection of developable property from potential debris during major flooding (a rare possibility). This policy also recognizes that development within the Riverfront Park Study area provides unique opportunities to create more of an urban edge along portions of the river through sensitive location of buildings along the river, and that location of some public improvements can occur within the buffer and riparian strip. For example, a bicycle/pedestrian path could appropriately be included within the buffer strip and a public plaza and public access improvements could appropriately extend to the river through the riparian strip.

The Walnut Station area is separated from the "riparian strip" referred to in this policy by the Southern Pacific Railroad Tracks. The City of Eugene has adopted Goal 5 (/WR Water Resources Conservation Overlay Zone) and Willamette River Greenway provisions that regulate development along the Willamette River. The proposed plan amendments and special area zone provisions will not amend those provisions.

Restoration of the riparian edge by removing invasive species and replanting native species was recommended during early phases of the Walnut Station project. The boundary of the Walnut Station Mixed Use Center was subsequently clarified to not include the area north of the railroad tracks, but does include Franklin Park which could be considered part of the riparian strip along the river. The Walnut Station Specific Area Plan does recommend restoration of Franklin Park as a natural area which will include invasive species removal and replanting of native species consistent with this policy.

- 2. The existing Millrace which passes through a portion of the study area is an important environmental and historic city feature. Development occurring in the Riverfront Park shall maintain or improve visual and bicycle/pedestrian access to and along the Millrace, expanding its use for public recreation while at the same time recognizing its role as a storm runoff channel.*

The existing Millrace that passes through the Walnut Station area is identified and protected as a Goal 5 resource with a 40 foot conservation setback. Development within the resource area and setback is regulated by the /WR Water Resources Conservation overlay and is limited in areas that have not been developed. The Walnut Station Special Area Zone provisions include an emphasis on providing adequate transition from Walnut Station to the Millrace. For instance, the provisions reduce heights in transition areas near the Millrace. Additionally, the Walnut Station Specific Area Zone provisions provide the opportunity to deviate from these clear and objective development standards through a discretionary design review process (a land use application process) where the development is reviewed based on design guidelines address compatibility of the development with its surroundings.

Millrace treatment was approached with many options including Millrace providing a South bank promenade, enhancing the north bank for habitat, providing a multi-use path and providing building step backs. The Millrace stormwater function will be used as a way to enhance water quality flowing back into the Willamette River, allow for consolidated stormwater treatment and the creation of Green Streets.

In the process of developing transitions to the Millrace, stakeholders drafting the form-based code considered requiring development to "face" the millrace, consistent with the vision for this area. Requiring a multi-modal access lane along the Millrace was also considered. Due to the uncertain future of the millrace in regards to

the University of Oregon continuing to pump water through it, the recommendation in the Walnut Station Specific Area Plan is to study the entire Millrace before any additional regulations are applied to the area.

Given the proposed treatment and future study recommend above in regard to the Millrace, this proposal is consistent with the above policy.

3. *Development occurring in the Riverfront Park area shall be designed to preserve a significant cluster of black locust, English oak, and redleaf plum trees located just east of the current location of the bicycle path.*
4. *Development in the Riverfront Park area shall, when possible, maintain and enhance the public's physical access to the river and the riparian strip along its banks.*

The Walnut Station Mixed Use Center area is mostly separated from the trees and "riparian strip" referred to in this policy by the Southern Pacific Railroad Tracks. Franklin Park could be considered as part of the "riparian strip" but is also separated from the Willamette River and its banks by the railroad tracks. The City of Eugene has adopted Goal 5 (/WR Water Resources Conservation Overlay Zone) and Willamette River Greenway provisions that regulate development along the Willamette River. The proposed plan amendments and special area zone provisions will not amend those provisions.

In summary, the proposal is found to be consistent with the remaining provisions of the Fairmount/U of O Special Area Study and the Riverfront Park Study.

- (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 do not address an error in the publication of the applicable refinement plans, new inventory materials related to statewide planning goals, new or amended state or federal laws, regulations or policies or a change of circumstances not anticipated at the time of plan adoption. Therefore, criteria EC 9.8424(2)(a), (b), (d) and (e) above are not applicable to these amendments. Regarding subsection (c), the refinement plan actions address new or amended community policies, as further described below.

In 2001, the Eugene City Council adopted amendments to TransPlan, the Metro Plan and the land use code to implement a nodal development strategy. The new Metro Plan policies and amended land use diagram support nodal development and call for the city to apply the nodal development strategy in selected areas that have identified potential. The Walnut Station area/Franklin Boulevard Corridor was identified as one of these potential nodal development areas in TransPlan, and designation of the area as a Nodal Development Area was initiated in 2003. The Walnut Station Mixed Use Center implements the nodal development strategy, as further described under the findings addressing consistency with the Metro Plan policies at EC 9.7730(3)(b), consistent with this criterion.

Refinement Plan Amendments Conclusion

Based on the findings above, the actions are consistent with the refinement plan amendment criteria.

Code Amendments (City File CA 10-1)

To implement the Walnut Station Specific Area Plan, as well as the related Metro Plan and other refinement plan amendments, the following amendments to the land use code (Chapter 9 of the Eugene Code) are included:

- Establishment of the S-WS Walnut Station Special Area Zone
- Establishment of a Design Review land use application process and related approval criteria
- Requirement for a Neighborhood/Applicant Meeting prior to submittal of a Design Review application
- Addition of Adjustment Review criteria specific to Walnut Station
- Addition of the Walnut Station Specific Area Plan as an adopted plan
- Revisions of other development standards and criteria for consistency with the S-WS Walnut Station Special Area Zone.

Eugene Code Section 9.8065 requires that the following approval criteria (in bold and *italics*) be applied to a code amendment:

- (1) ***The amendment is consistent with applicable statewide planning goals adopted by the Land Conservation and Development Commission.***

The findings at EC 9.7730(3)(a) above, incorporated herein by reference, demonstrate compliance with the applicable statewide planning goals, consistent with this criterion.

- (2) ***The amendment is consistent with applicable provisions of the Metro Plan and applicable adopted refinement plans.***

The findings at EC 9.7730(3)(b) addressing consistency with the Metro Plan and the findings at EC 9.8424(1)(c) addressing consistency with applicable refinement plans, are incorporated herein by reference as demonstration of compliance with this criterion.

- (3) ***The amendment is consistent with EC 9.3020 Criteria for Establishment of an S Special Area Zone, in the case of establishment of a special area zone.***

As the amendments include the establishment of the S-WS Walnut Station Special Area Zone, this criterion is applicable. Consistency with EC 9.3020 is addressed below.

EC 9.3020 Criteria for Establishment of an S Special Area Zone. Before adopting an ordinance adopting an S Special Area Zone, the city council shall find that the proposal is in compliance with the following criteria:

- (1) ***The area to which the S Special Area Zone is being applied meets at least one of the following criteria:***
- a. ***is identified in the Metro Plan or in a refinement plan as appropriate for nodal development or for a special range of uses or development that can best be achieved with the use of a special area zone, or***
 - b. ***Possesses distinctive buildings or natural features that require special consideration to ensure appropriate development, preservation, or rehabilitation. In order to be considered distinctive, it must be demonstrated that:***
 - i. ***The area is characterized by buildings that merit preservation in order to protect their special features; or***
 - ii. ***The area contains natural features that have been identified by the city as worthy of special treatment or preservation.***

Approval of the establishment of the S-WS Walnut Station Special Area Zone is dependent upon approval of the concurrent Metro Plan diagram amendment (MA 10-1) to add the Nodal Development Area and Mixed Use Area Overlay designations to the entire Walnut Station area and upon approval of the concurrent refinement plan amendments (RA 10-1) designating the area as appropriate for nodal development/mixed use development. Findings addressing the identification of the site as a potential nodal development area, and addressing consistency with the Metro Plan and applicable refinement plans, at EC 9.7730(3)(b) and EC 9.8424 are incorporated herein by reference as demonstration of compliance with this criterion.

To facilitate the nodal development or mixed use concept, the code amendments include the adoption of a form-based code. Form-based codes foster predictable built results and a high-quality public realm by using physical form (rather than separation of uses) as the organizing principle for the code. Such codes typically include illustrations of development standards and principles. While this is a departure from the rest of the city's code and requires the creation of a special area zone, a form-based code was chosen following reasons:

- Eugene's current policies and growth management strategies call for mixed use development, but the current code does not necessarily facilitate or encourage that type of development in this area.
- The mix of uses contemplated in the Walnut Station area lends itself to a set of code provisions that allow for a broad range of uses rather than compartmentalizing uses by district or sub-district.
- Significant issues for nearby residents and property owners are often focused on the form of development – i.e., the height, size and appearance of new development. The form-based code provides specific standards for these aspects of the development and includes a clear set of graphics to illustrate the standards so they are clear at the outset.
- Facilitating mixed use development addresses other planning objectives, including meeting development targets to support transit, creating a pedestrian friendly environment, encouraging and providing opportunities for people to use transit and other alternative modes of transit, and creating buildings that allow for a flexible set of uses.

The Walnut Station Special Area Zone will facilitate nodal or mixed use development, as identified in the Metro Plan and applicable refinement plans, consistent with this criterion.

- (2) *An analysis of the area demonstrates how the uses and development standards of the S Special Area Zone ordinance will facilitate implementation of the planned use of the property or the preservation or rehabilitation of distinctive buildings or natural features of benefit to the community.***

The Walnut Station Mixed Use Center project included an early visioning process which established a shared vision for the area as a vibrant pedestrian friendly mixed use center. The planned uses for the properties, their development and the development intensities arose out of this process. Eugene's current land use code allows for a mixture of commercial and residential uses within a commercial zone; however, this mix of uses is only permitted if specific requirements are met, which are perceived as barriers to mixed use development. These barriers precipitated the analysis of other approaches to developing land use regulations, and form-based codes arose as a potential tool to facilitate mixed use development, while also addressing compatibility with surrounding residential neighborhoods and natural resource areas. Form-based codes emphasize requirements related to building form and de-emphasize restrictions on the types of activities which take place within buildings, and the form-based code for the Walnut Station Special Area Zone follows this model. Uses are still regulated, but within broad categories. All uses identified as permitted outright and conditionally in those use tables will be allowed in the Walnut Station area. A list of prohibited and conditional uses was also agreed to. These measures are a means to facilitate implementation of the planned uses.

The development standards proposed for the Walnut Station Special Area Zone address building height by creating a “step down” effect from the Franklin Boulevard corridor which is proposed to have a seven story or 90-foot height maximum, to the neighborhood to the south and the millrace and river to the north, where there is a three story height maximum. Development standards were developed which focused on creation of pedestrian friendly buildings.

Further specific analysis of the area is included in the Walnut Station Specific Area Plan which is incorporated here by reference. This new refinement plan for the area provides detailed information on land uses; specifies the locations, classifications and design standards for streets; specifies the locations, width and design of sidewalk and bike facilities; provides information on infrastructure needed for development to occur, including phasing and allocation of infrastructure costs; and specifies design and development standards, such as for building form, parking and landscaping, that will apply to new development.

The need for this special area zone is to develop a zoning tool that allows for mixed use development and implementation of the planned use of the properties within the Walnut Station area. Based on the above findings, this criterion is met.

- (3) Except for areas zone S-H Historic Special Area Zone, the area to be classified S Special Area includes at least ½ acre in area.***

The areas proposed for S-WS zoning totals approximately 80 acres, consistent with this criterion.

- (4) The application of the zone to the properties proposed for inclusion in the S Special Area Zone and the required provisions of a special area zone ordinance are consistent with the criteria for approval of a zone change, according to EC 9.8865 Zone Change Approval Criteria.***

The findings below at EC 9.8865 Zone Change Approval Criteria demonstrate consistency with this criterion and incorporated herein by reference.

Code Amendments Conclusion

Based on the above findings, the code amendments will comply with the applicable criteria.

Zone Change (City File Z 10-1)

Properties in the Walnut Station Mixed Use Center are currently zoned R-1 Low-Density Residential, R-2 Medium Density Residential, PL Public Land, I-3 Heavy Industrial, S-RP Riverfront Park Special Area zone and C-2 Community Commercial (see Exhibit A to the ordinance). As part of this request, all properties will be re-zoned to the S-WS Walnut Station Special Area Zone, which is established under the concurrent amendments to the land use code (CA 10-1). All properties that have the existing /WR Water Resources Conservation Overlay Zone will retain that overlay. The /SR Site Review Overlay Zone will be removed from one property along Villard Street. The /SR overlay was added to this property in 1971 to address access and traffic circulation, buffering and landscaping, and lighting impacts. City records indicate that the subject property has been in use a parking lot for property to the north (currently Villard Street Pub) since 1972.

Eugene Code Section EC 9.8865 requires that the following approval criteria (in bold and italics) 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.

As noted previously, the Metro Plan diagram currently designates the subject properties for low density residential, medium density residential, parks and open space and commercial. Approval of the zone change is dependent upon approval of the Metro Plan diagram amendment (MA 10-1) to re-designate ten properties to commercial, and add the Nodal Development Area and Mixed Use Area Overlay designations. As a result, the entire Walnut Station Mixed Use Center will be designated for Commercial except for two park properties, which will remain designated Parks and Open Space. As established previously, the S-WS Walnut Station Special Area Zone is designed to implement the Metro Plan designations of Commercial and Parks and Open Space, as well as the Nodal Development Area and Mixed Use Area overlays designations. The findings under EC 9.7730(3)(b), above, incorporated herein by reference, demonstrate the zone change's consistency with the Metro Plan. Regarding removal of the /SR Site Review Overlay Zone, there are no Metro Plan policies or other text related to the application or removal of the /SR Site Review Overlay Zone relative to the subject property, or would otherwise present a conflict with this removal. Based on the above findings, the proposed zone change is consistent with this criterion.

(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.

The Fairmount/University of Oregon Special Area Study and the Riverfront Park Study are currently the applicable adopted refinement plans for this area. As part of the implementation of the Walnut Station Mixed Use Center, the Walnut Station Specific Area Plan, a new refinement plan, is being adopted for the area. Concurrently, the Fairmount/University of Oregon Special Area Study and the Riverfront Park Study are being amended to reflect that the new refinement plan incorporates the Walnut Station area. Approval of the zone change is dependent upon the approval of these refinement plan diagram and text amendments (RA 10-1).

Included in the Walnut Station Specific Area Plan is a land use diagram that designates all of the properties within the Walnut Station area for S –WS Walnut Station Special Area Zone, consistent with this zone change request. The Fairmount/University of Oregon Special Area Study land use diagram is being amended to remove the area included in the Walnut Station Mixed Use Center and text is amended to ensure consistency with this proposal. Policy text in the Riverfront Park Study is being amended to ensure consistency with this proposal by not allowing properties within the Walnut Station area to be re-zoned to the Riverfront Park Special Area Zone. Although the Riverfront Park Study includes a land use map, it is not intended to guide future development and rather provides a snapshot of land uses at the time the study occurred. The findings at EC 9.8424(1)(c) are incorporated here by reference as further demonstration of consistency with the applicable adopted refinement plans. Regarding the removal of the /SR Site Review Overlay Zone from one property, there is no policy basis in any of the applicable refinement plans to support the retention of the overlay, nor does the applicable land use diagram designate the property for the /SR Site Review Overlay Zone. It is further noted that the land use code has undergone extensive updates since 1971, and that the current code provisions, along with the S-WS Walnut Station Special Area Zone, adequately address factors related compatibility, including access and circulation, landscaping and buffering, and lighting. As such, the /SR Site Review Overlay Zone is no longer warranted. Based on the above findings, this criterion has been met.

(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 minimum level of key urban facilities and services are defined in the Metro Plan as including wastewater service, stormwater service, transportation, solid waste management, water service, fire and emergency medical services, police protection, City-wide parks and recreation programs, electric service, land use controls, communication facilities, and public schools on a district wide basis (Metro Plan, Glossary page V-3).

Wastewater, stormwater, and transportation facilities are currently available or can be extended in an orderly and efficient manner within a reasonable time frame as needed, consistent with this criterion. The discussion of compliance with Statewide Planning Goals 11 and 12 (Public Facilities and Transportation, respectively) in the findings above at EC 9.7730(3) is incorporated herein by reference as further demonstration of compliance with this criterion. All other services mentioned above are available to all properties within Eugene's Urban Growth Boundary and are therefore available to serve the subject property. Removal of the /SR Site Review Overlay Zone would not affect the provision of these key urban services. Based on the above findings, this criterion is satisfied.

- (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.**
 - (b) EC 9.2430 Industrial Zone Siting Requirements.**
 - (c) EC 9.2510 Natural Resource Zone Siting Requirements.**
 - (d) EC 9.2610 Park, Recreation, and Open Space Siting Requirements.**
 - (e) EC 9.2681 Public Land Zone Siting Requirements.**
 - (f) EC 9.2735 Residential Zone Siting Requirements.**
 - (g) EC 9.3055 S-C Chambers Special Area Zone Siting Requirements.**
 - (h) EC 9.3105 S-CN Chase Node Special Area Zone Siting Requirements.**
 - (i) EC 9.3205 S-DW Downtown Westside Special Area Zone Siting Requirements.**
 - (j) EC 9.3305 S-E Elmira Road Special Area Zone Siting Requirements.**
 - (k) EC 9.3605 S-JW Jefferson Westside Special Area Zone Siting Requirements.**
 - (l) EC 9.3705 S-RP Riverfront Park Special Area Zone Siting Requirements.**
 - (m) EC 9.3805 S-RN Royal Node Special Area Zone Siting Requirements.**
 - (n) EC 9.3905 S-W Whiteaker Special Area Zone Siting Requirements.**
 - (o) EC 9.4205 /EC East Campus Overlay Zone Siting Requirements.**
 - (p) EC 9.4715 /WP Waterside Protection Overlay Zone Siting Requirements.**
 - (q) EC 9.4776 /WQ Water Quality Overlay Zone Siting Requirements (only for the purposes of adding the overlay zone. See EC 9.4786.).**
 - (r) EC 9.4915 /WR Water Resources Conservation Overlay Zone Siting Requirements (only for the purposes of adding the overlay zone. See EC 9.4960.).**
 - (s) EC 9.4815 /WB Wetland Buffer Overlay Zone Siting Requirements.**
 - (t) An uncodified ordinance establishing a site specific S-H Historic Special Area Zone, a copy of which is maintained at the city's planning and development department.**

As part of the implementation for the Walnut Station Mixed Use Center, the S-WS Walnut Station Special Area Zone is being established in the land use code. Approval of this zone change is dependent upon the approval of these code amendments (CA 10-1).

The S-WS Walnut Station Special Area Zone includes siting requirements, which require, in addition to the approval criteria at EC 9.8865, that the site to be rezoned must be included within the Walnut Station area depicted on the codified map showing the S-WS Walnut Station Special Area Zone and Frontage Districts. Consistent with these requirements, all properties to be rezoned are depicted on the referenced map, and compliance with the approval criteria at EC 9.8865 is established in these findings. The City is required, as part of the rezoning process, to identify the frontage district designation applicable to the property, and has met this obligation by including this information within the code amendments establishing the zone. Regarding the removal of the /SR Site Review overlay zone from one property and the retention of the /WR Water Resources Conservation Overlay Zone, there are no siting requirements related to the /SR Site Review Overlay Zone, and the /WR Water Resources Conservation Overlay Zone siting requirements only apply for the purposes of adding the overlay zone. Based on the above findings, the zone change will comply with the applicable

criterion

- (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.*

As the requested zone change does not involve the application of the NR zone, this criterion is not applicable.

Zone Change Conclusion

Based on the available information, the zone change will comply with the applicable criteria.

CONCLUSION: Based on the available information and materials in the record, and the above findings, the proposal is found to be consistent with the applicable approval criteria.