City of Eugene Planning Department

SOUTH WILLAMETTE
SUBAREA STUDY

January 1988

Introduction

During the Winter and Spring of 1986 the community debated the issue of whether or not to convert Willamette Street between 11th and 20th to two-way traffic. Reasons cited to support the proposed conversion included the need to restore Willamette as the main street of Eugene; the need to provide a formal entrance and improved access into downtown; that commercial activities along Willamette would improve with two-way traffic; and that an entry to downtown along Willamette would improve the identity of downtown.

Reasons cited in opposition to the conversion included the safety impact of two-way traffic and increased traffic volumes on those wishing to cross Willamette Street at the 12th and 15th Avenue bicycle crossings and for pedestrians at 16th Avenue; the loss of on-street parking and commercial loading in the 1700 block; the high costs associated with rebuilding/providing increased capacity at the 18th Avenue intersection(s); the negative impacts of two-way traffic and increased volumes on the residential uses and on property values between 18th and 20th Avenues; and the perceived negative impacts on adjoining areas associated with potential spillover traffic.

Two public hearings were held: a joint Planning Commission and Downtown Commission public hearing and a City Council public hearing. The Planning Commission and Downtown Commission recommended:

> **that Council direct staff to convert Willamette Street to two-way traffic between 11th and 13th in an expedient manner and identify an appropriate crossing for bicycles and pedestrians at 12th Avenue. Recognizing that it is the intent of the Commissions to reestablish Willamette as a major corridor into Downtown, the conversion of 13th to 20th is to be included for study in the Central Area Transportation Study...The following concerns are to be addressed as part of the study:**
>
> **1) Identify the financial implications of converting Willamette to two-way traffic between 13th and 20th;**
>
> **2) Investigate providing safe and appropriate crossings for automobiles, bicycles and pedestrians in the corridor;**
>
> **3) Consider the land use impacts of converting Willamette, particularly in the 18th to 20th area; and**
>
> **4) Consider the impacts of the conversion on adjoining neighborhoods.**

The City Council accepted the proposed recommendation of the Planning and Downtown Commissions and directed staff to proceed with converting Willamette Street to two-way traffic between 11th and 13th Avenues, including bicycle and pedestrian crossings, and to study the remainder of the issues during the Central Area Transportation Study.

Willamette Street was opened to two-way traffic between 11th and 13th Avenues in December, 1986. The project included a pedestrian/bicycle crossing at 12th Avenue. The South Willamette subarea study was published as Appendix A of the February 1987 Draft Central Area Transportation Study. It is intended to address all four items in the above recommendation: to consider the land use impacts of the conversion, particularly in the 18th to 20th areas, and on adjoining neighborhoods to identify safe bicycle and pedestrian crossings and to identify the financial impacts of converting Willamette Street to two-way traffic.

The Study Area

The area studied in this land use study was generally a block deep on each side of Willamette from 17th Avenue to 24th Place. Staff examined existing uses, existing zoning, and planned uses as called for in the Metropolitan Area General Plan Diagram. Existing use was compared with existing zoning and with planned use, and existing zoning was compared with planned use. Land use application activity was researched for the area over the last twenty years. In general, it was found that there was conformance between existing uses, existing zoning and planned uses. Results of the study, a summary of the analysis scenarios and recommendations are given below.

Existing Zoning

Zoning along the Willamette Street corridor is geographically separated into two general groupings: commercial and office zoning north of 19th, and residential zoning south of 19th. The major exceptions to this generalization are the Civic Stadium/ School District 4-J bus garage which is zoned Public Lands (PL) and the Parkway Willamette complex immediately south of Civic Stadium which is zoned for office use (GO). Commercial zoning begins again south of 24th Place (C-2).

The zoning along Olive Street is for low-density residential uses (R-1). North of 17th, along Olive the zoning provides for higher uses (R-2 and R-4). The zoning along Oak Street between 20th and 19th is primarily low-density residential (R-1). Moving north along Oak, north of 19th on both sides of the street for a half block is medium density residential zoning (R-3). The half block south of 18th is for office uses (GO), and property along Oak north of 18th is commercially zones (C-2). Please refer to Map A1 for current zoning.

Existing Land Use

Existing land use parallels zoning fairly closely with few non-conforming uses. There have been eight conditional use permits approved within this study area since 1967; three of these have been on the same parcel.

The west side of Willamette between 19th and 24th Avenue is in residential use. The block on the west side between 24th Avenue and 24th Place is a dental clinic, somewhat residential in character. On the west side, north of 19th, there exists a grouping of office uses in former residential units, and a single lot commercial use at 18th Avenue. The character north of 18th is predominantly mixed commercial and office.

The east side of Willamette is generally in office and commercial use from 19th north. Between 19th and 20th is a row of single family residences, except for an office use at the corner of 20th. Across 20th is also an office use, south of which are multiple-family dwellings. Moving southward, Civic Stadium and the Parkway Willamette complex reach to 23rd. 23rd to 24th Place is residential, except for the northeast corner of 23rd Place and Willamette which is in office use. South, across the street on 23rd, is another office use. The remainder of Willamette on both sides is primarily commercial extending beyond 29th Avenue. This study recommends that the lot on the southeast corner of Willamette and 24th Place be rezoned to General Office from C-2 in order to preserve the soft transition from the residential uses north of 24th Place to the commercial uses south of the subject parcel.

Land use in the block bounded by 19th, 20th, Oak and Willamette is low-density residential except for the office use mentioned above. The southeast corner of the next block northward is low-density residential, while the remainder of the block is in commercial and office uses. The southeast corner is also the subject of a recommendation, namely, that the Metro Plan be refined by this study to support the continuation of the medium-density zoning which is applied to these parcels. Property on the east side of Oak Street is residential from the alley south of 18th to Civic Stadium. Like the zoning, the area north of 18th between Oak and Willamette is in commercial and office use.

Planned Land Use

The Metro Plan Diagram sets out three general land use categories within the study area. Like zoning, these categories generally reflect and support existing uses.

The Metro Plan Diagram indicates a large commercial node in the 19th to 17th, Willamette to Oak area and residential uses along Willamette from 19th to 24th Place. The east side of Willamette is designated for medium-density residential uses, and the west side for low-density. The area south of the study area, on both sides of Willamette is designated for commercial use.

This study recommends that the medium-density residential designation for the School District-owned Civic Stadium and bus garage be supported. The reasoning is two-fold. First, the eventual use of the site for medium-density residential use supports the compact urban growth form concept of utilizing the existing infrastructure such as sewers and roads. The second reason is that residential use in this site is compatible with surrounding residential uses to the north, south and west.

Land Use Summary

In general, the existing zoning and planned use as indicated on the Metro Plan Diagram are compatible, with one large exception. The Plan Diagram indicates low-density residential uses on the west side of Willamette, generally from 24th Place to 19th Avenue. This same section along Willamette is zoned R-3 for

medium-density residential uses. Most of this entire strip is developed with low-density residential uses except for an apartment complex between 23rd and 22nd and a dental clinic between 24th Place and 24th Avenue. The dental clinic was developed through a conditional use permit in 1977.

Financial Implications

CATS scenarios **F2**, **F3**, and **F4** include Willamette Street as a two-way street between 13th and 20th Avenues. TRANSPLAN modelling of future traffic volumes on Willamette Street indicate the following conditions for each scenario:

TABLE A1
FUTURE TRAFFIC VOLUMES
Willamette Street Two-way Conversion

Willamette St.	Existing		F1		F2		F3		F4	
Section	NB	SB	NB	SB	NB	SB	NB	SB	NB	SB
13th - 18th	--	7400	--	9300	5200	10000	5700	10200	6700	5900
18th - 19th	--	10000	--	12000	5100	12200	5500	12300	10500	4800
19th - 20th	--	8200	--	9000	4800	9100	5200	9200	9600	4500

The circulation analysis section of the report indicated the following projects would be directly required by this conversion from one-way operation:

TABLE A2
RECOMMENDED STREET IMPROVEMENT PROJECTS
Willamette Street Two-way Conversion

Proj. #	Location	Description	Scenario F1	F2	F3	F4
1	Signal System *	Implement TRANSYT-7F, add 18th/19th to system	X	X	X	X
23	Willamette @ 19th	New Signal		X	X	X
24	Willamette St.	Remove Pkg B/S 17th-20th, 2SB, 1NB; Ped X-ings		X	X	
25	Willamette @ 13th	Signal Modification		X	X	X
30	Willamette St.	Rem Pkg E/S 17th-19th, 1NB,1SB+LTs; Ped X-ings			X	X
31	Willamette @ 20th	New Signal			X	X

*This is a portion of project #1 which would install new traffic controllers and the signals on east 18th and 19th with the city's central computer. This portion would only involve the intersections of Willamette, Oak, Pearl and High, which is considered essential for the proper functioning of the 18th and Willamette intersection.

These projects are described in the circulation analysis section. The estimated project costs are shown below:

TABLE A3
WILLAMETTE STREET COSTS
($1,000's)

Proj. #	Description	F1	F2	F3	F4
1	Signal System - Add 18th/19th *	72.0	72.0	72.0	72.0
23	Willamette @ 19th - New Signal		75.0	75.0	75.0
24	Willamette St. 13th - 20th		68.0	68.0	
25	Willamette @ 13th - Signal Mod.		7.6	7.6	7.6
30	Willamette St. 17th - 19th				55.4
31	Willamette @ 20th - New Signal				75.0
	Total Cost	72.0	222.6	222.6	285.0

*This is a portion of project #1 which would install new traffic controllers and connect the signals on east 18th and 19th with the city's central computer. This portion would only involve the intersections of Willamette, Oak, Pearl and High, which is considered essential for the proper functioning of the 18th and Willamette intersection.

Willamette Street Crossings

The addition of approximately 5,000 northbound vehicles per day to Willamette Street between 13th and 20th Avenues will adversely affect the ability of pedestrians, bicycles, as well as vehicles to cross Willamette street. Not only will there be less time between vehicles in the traffic stream, but there will be two stream directions instead of one. The major crossings of Willamette street are: for bicycles at 15th Avenue, and for pedestrians (especially the elderly) at 16th Avenue.

Neither intersection alone meets signal warrants as set forth in the Manual on Uniform Traffic Control Devices. We should not expect that these two crossings could be combined in order to signalize one of the intersections. 15th Avenue is a well established crosstown bike route extending from the University of Oregon to the Fern Ridge Path; and the current elderly signed crossing links destinations which are south of 16th Avenue on both sides of Willamette.

The solution proposed in this study is to reduce the distance of the crossings and provide better sight distance by extending the curblines at both intersections 6-feet into the parking lanes on both sides of Willamette Street. This will reduce the distance of the crossing from 48-feet to 36-feet, and place the pedestrian or cyclist at a point where they can see beyond any parked vehicles. The estimated cost at each intersection would be $25,000 and is included in projects 24 and 30 listed above.

At the south end of the subarea study, the additional northbound traffic on Willamette Street makes the intersection of 19th and Willamette exceed the peak hour signal warrant. In scenario F4, the reversal of Oak Street to southbound flow require a signal at 20th and Willamette to allow these two southbound movements to combine.

Recommendations

This section of the study contains recommendations on land use and compatibility among major designations. The following recommendations were presented for consideration during the review of the CAT Study.

1) Rezone the lot on the east side of Willamette, south of 24th Place from C-2 to General Office, to support the transition from residential north of 24th Place to commercial south of the subject lot.

2) The southeast corner of the block between 18th and 19th, Oak and Willamette is currently zoned R-3 and occupied with low-density residential uses. This four lot area faces residential development across Oak Street and across 19th Avenue. The uses on the remainder of the block are office or commercial but are oriented toward Willamette or 18th Avenue. This study recommends that the Metro Plan be refined to support the continuation of medium-density zoning as an appropriate use for these parcels. Additionally, traffic projections for a two-way Willamette Street indicate a 3000 vehicle decrease on Oak between 18th and 20th, which also supports the continuation of the integrity of residential uses in the area.

3) The School District-owned Civic Stadium and bus garage property is appropriately designated for medium density residential development on the Metro Plan Diagram, but should remain zoned Public Land as long as the Civic Stadium use remains.

4) Commercial or office zoning along Willamette between 19th and 24th Place should not be expanded. The area should appropriately remain in residential uses as it is designated in the Metro Plan Diagram. The traffic volumes projected for a two-way Willamette in this section are approximately 12,000 vehicles per day, an increase of 4,400. This level of traffic is lower than several other arterial streets which are primarily residential: 18th Avenue, 11th Avenue between downtown and Garfield Street, and Patterson south of 24th. Staff feels that the projected increase in traffic volumes does not support the conversion of residential to office or commercial uses.

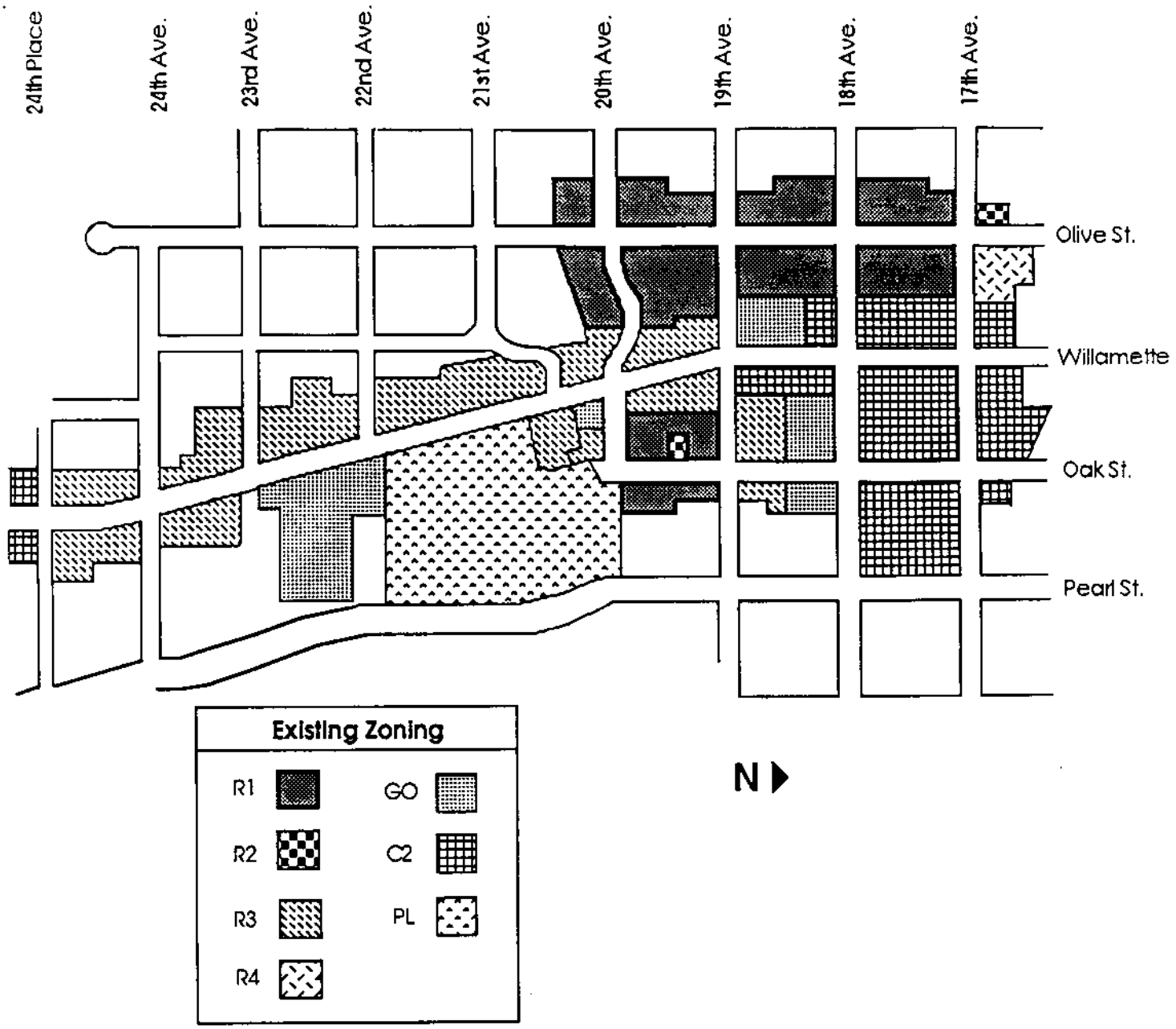
5) In recognition of existing mix of low, medium and high density residential uses and the current zoning on the west side of Willamette between 19th Avenue and 24th Place, this study recom

mends that the Metro Plan diagram be refined to reflect a high density residential designation on parcels currently zoned R-3 in the area.

6) The zoning and planned use designations for the remainder of the study area should remain as is. In particular, the area on the east side of Willamette Street between 19th and the Civic Stadium property is an appropriate area for medium density residential development. The area on the east side of Willamette between 19th and 18th is appropriately designated and zoned as commercial.

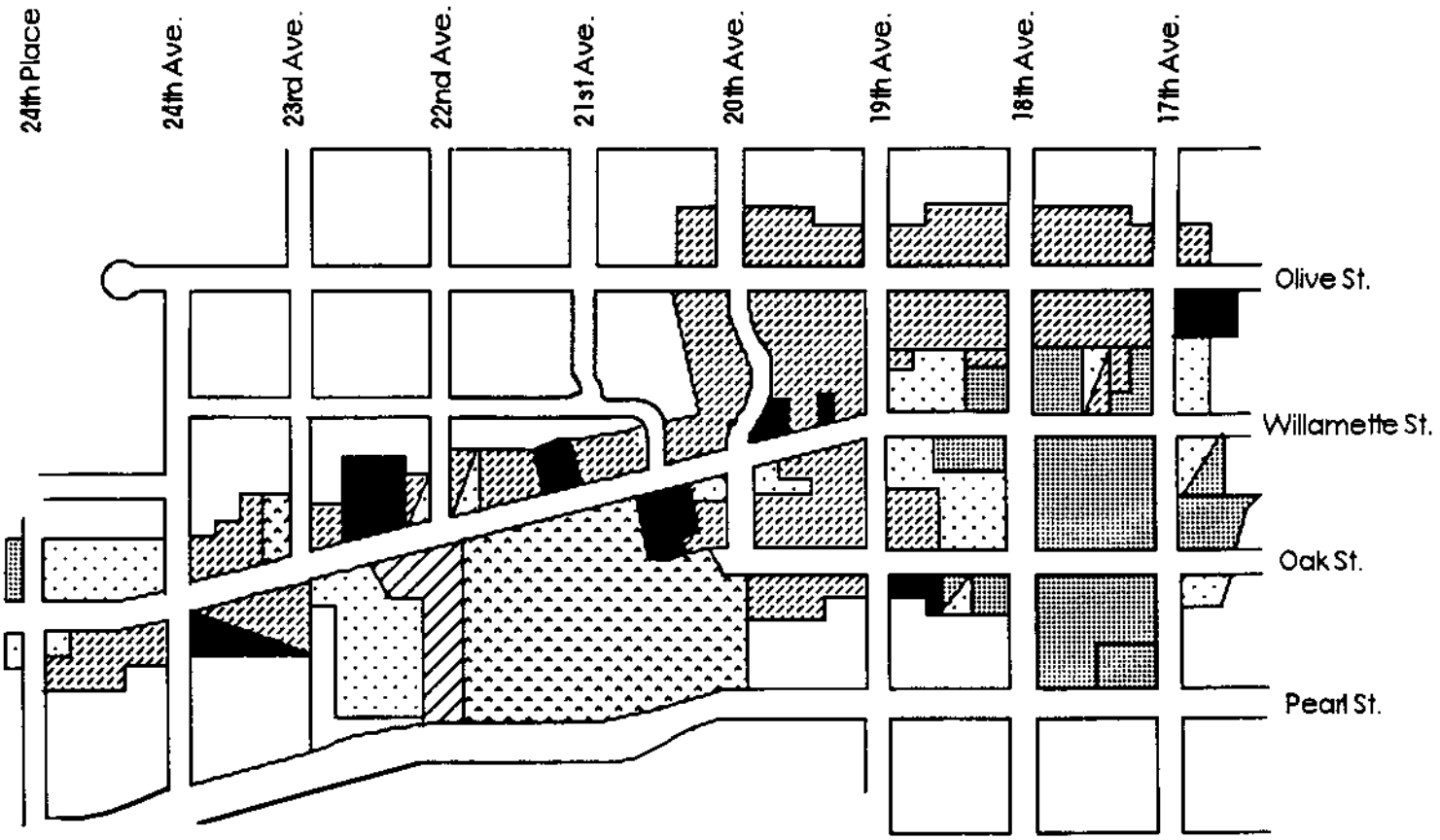
7) Should Willamette become two-way, it is recommended that it be designed to provide a sufficient level of service so as to minimize spillover traffic onto Olive Street, and the numbered streets north of 18th.

8) In order to address testimony concerned about the ability for bikes to cross Willamette at 15th and for pedestrians to cross at 16th, it is recommended that if Willamette is to be converted to two-way, crossings should be designed and implemented as part of the project. Staff should work with the bicycle and pedestrian community to design appropriate solutions.



South Willamette Subarea Study

A-1 Existing Zoning



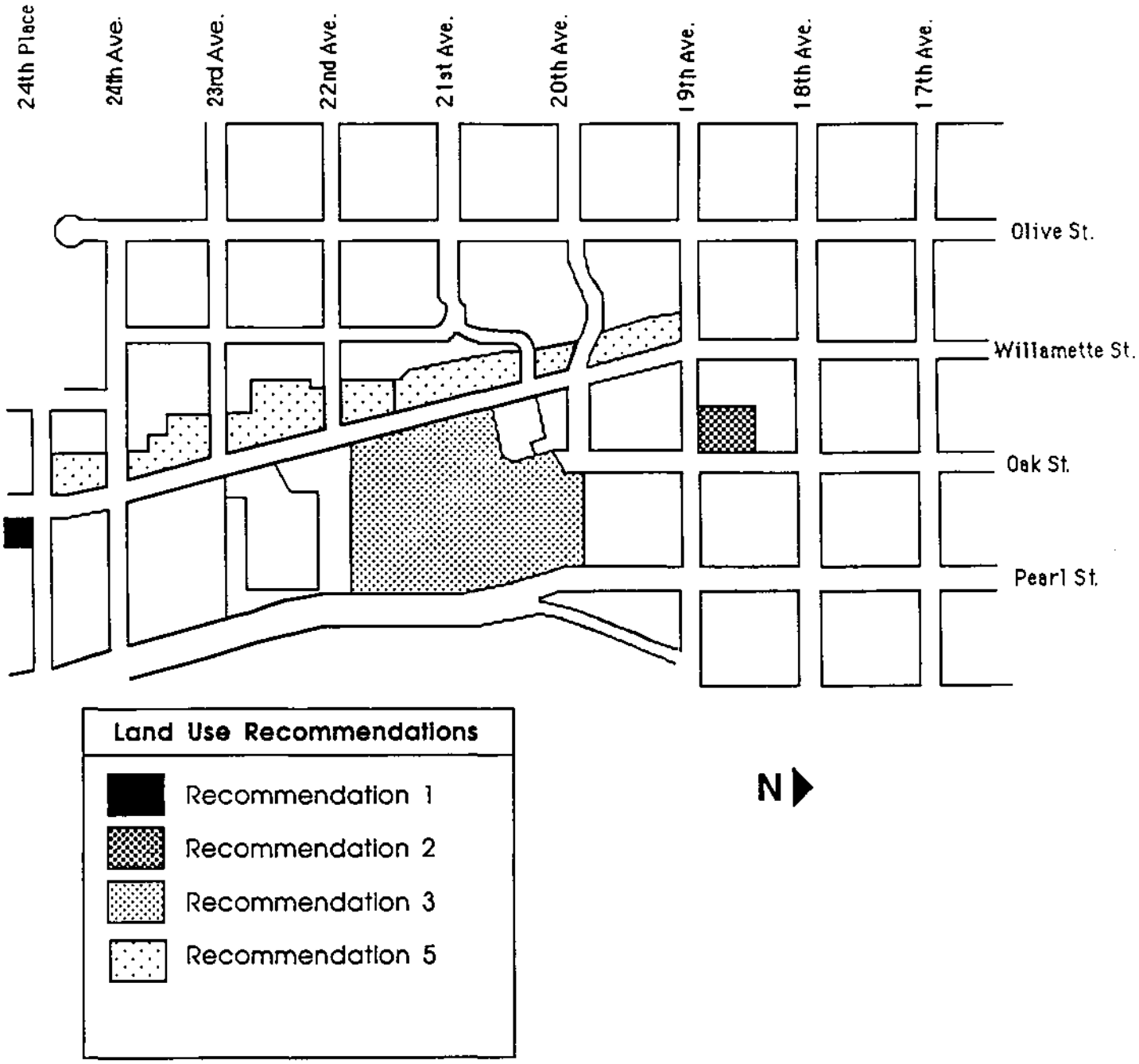
Existing Land Use

- Low Density Residential (1-2 units)
- Medium Density Residential
- General Office
- Commercial
- Public Land/Social Institutions
- Vacant

N

South Willamette Subarea Study

A-2 Existing Use



South Willamette Subarea Study

A-3 Summary of Land Use Recommendations

ATTACHMENT B
SOUTH WILLAMETTE SUBAREA STUDY
December 7, 1987

Deletions from the text are indicated in (brackets); additions are underlined.

REVISIONS

1. Recommendation No. 5

(To bring existing zoning and use into general compliance with the designations on the Metro Plan Diagram, this study recommends that the west side of Willamette be rezoned to R-2/10 units per acre between 19th and 22nd Avenues. The blocks between 22nd and 24th, which include the apartment complex and dental clinic between 24th Avenue and 24th Place, should remain zoned R-3.) In recognition of the existing mix of low-, medium-, and high-density residential uses and the current zoning on the west side of Willamette between 19th Avenue and 24th Place, this study recommends that the Metro Plan Diagram be refined to reflect a high-density residential designation on parcels currently zoned R-3 in the area.

ERRATA

1. Correct typographical errors, pages 3 and 4.

2. Insert correct map page reference, page 3.

PL512

ORDINANCE NO. 19523

AN ORDINANCE ADOPTING THE SOUTH WILLAMETTE SUBAREA PLAN.

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

1. On April 14, 1986, the Eugene City Council, on the recommendation of the Planning Commission and Downtown Commission, directed the development of a Central Area Transportation (CAT) Study including a review of the impacts of conversion of Willamette Street to two-way traffic between 13th and 20th on zoning and land use along Willamette Street.

2. In the summer of 1986, the Eugene Planning Commission began developing the CAT Study including the South Willamette Subarea Study to address the land use concerns.

3. In February, 1987, the draft CAT Study and the South Willamette Subarea Study were released for public review.

4. On February 16, 1987, the Department of Land Conservation and Development was forwarded a copy of the draft CAT and South Willamette Subarea Study. On February 19, 1987, residents and property owners in the South Willamette Subarea Study area, and other interested parties were sent a letter informing them of the availability of the draft Study, and a notice of the public hearing dates. Throughout February and March, 1987, staff attended several neighborhood and community group meetings to discuss the draft Study. On March 11, 1987, the residents, property owners and interested parties were sent a postcard inviting them to a public information session, and reminding them of the public hearing dates. On April 8, 1987 staff held a public information session at City Hall between 11:30 a.m. and 1:30 p.m. and between 4:30 p.m. and 6:30 p.m. on the draft Study.

5. On April 17, 1987, the Eugene Planning Commission held a public hearing on the draft Study. The Planning Commission held work sessions on May 11, May 17, and a joint meeting with the Downtown Commission on May 28 on the draft Study. On June 1, 1987, the Planning Commission forwarded the CAT Study and Appendix A (the South Willamette Subarea Study) to the City Council.

6. On June 8, 1987, the Eugene City Council held a public hearing on the Draft CAT Study including Appendix A, and the recommendation forwarded by the Planning Commission.

7. On July 27, 1987, the Eugene City Council considered the adoption of the Draft CAT Study Appendix A (South Willamette Subarea Study). The City Council referred the South Willamette Subarea Study back to the Planning Commission for additional review and comments on Recommendation # 5.

8. On September 21, 1987, the Eugene Planning Commission held a work session to review Recommendation # 5 of the South Willamette Subarea Study and conducted a tour of the affected area. At the conclusion of the work session, the Planning Commission forwarded a revised Recommendation # 5 to the Eugene City Council.

9. On December 7, 1987, the Eugene City Council conducted a tour of the South Willamette Subarea and held a work session to review the revised recommendation approved by the Planning Commission.

10. Based on the above records and findings, the City Council concludes that the February, 1987 Draft CAT Study's Appendix A, South Willamette Subarea Study, as amended and reprinted as the South Willamette Subarea Study, is consistent with the Eugene-Springfield Metropolitan Area General Plan and other applicable plans and policies, and therefore consistent with Statewide Land Use Planning Goals.

NOW, THEREFORE,

THE CITY OF EUGENE DOES ORDAIN AS FOLLOWS:

Section 1. Based on the above findings which are incorporated herein, the recommendations set forth in the South Willamette Subarea Study, attached hereto as Exhibit A, are hereby adopted as a refinement of the Eugene-Springfield Metropolitan Area General Plan for the area covered in the South Willamette Subarea Study.

Section 2. The Revisions and Errata of December 7, 1987, as set forth in Exhibit B, attached hereto and incorporated herein by reference, are adopted as revisions to be incorporated in the South Willamette Subarea Study.

Section 3. The amended Map A-3, Summary of Land Use Recommendations for the South Willamette Subarea Study, is attached hereto, marked Exhibit C, and by this reference is incorporated herein.

Section 4. The City Council hereby adopts as additional findings the supporting text, maps, and tables contained in the South Willamette Subarea Study attached hereto and incorported herein by reference.

Passed by the City Council this
7th day of December, 1987

/s/ Gary P. Long
City Recorder

Approved by the Mayor this
7th day of December, 1987

/s/ Brian B. Obie
Mayor

COUNCIL ORDINANCE NUMBER 20455

COUNCIL BILL NUMBER 5023

AN ORDINANCE TO REDESIGNATE AND REZONE "SOUTH WILLAMETTE PROPERTIES" FOR GENERAL OFFICE USE BY: AMENDING THE EUGENE-SPRINGFIELD METROPOLITAN AREA GENERAL PLAN DIAGRAM; AMENDING THE SOUTH WILLAMETTE SUBAREA PLAN DIAGRAM AND TEXT; AND AMENDING THE EUGENE ZONING MAP

ADOPTED: March 8, 2010

SIGNED: March 10, 2010

PASSED: 8/0

REJECTED:

OPPOSED:

ABSENT:

EFFECTIVE: April 10, 2010

ORDINANCE NO. 20455

AN ORDINANCE TO REDESIGNATE AND REZONE "SOUTH WILLAMETTE PROPERTIES" FOR GENERAL OFFICE USE BY: AMENDING THE EUGENE-SPRINGFIELD METROPOLITAN AREA GENERAL PLAN DIAGRAM; AMENDING THE SOUTH WILLAMETTE SUBAREA PLAN DIAGRAM AND TEXT; AND AMENDING THE EUGENE ZONING MAP.

THE CITY OF EUGENE DOES ORDAIN AS FOLLOWS:

Section 1. The Metro Plan Diagram land use designation for the property located at 2440 Willamette Street and identified as Tax Assessor's Map 18-03-06-41, Tax Lot 3100 is amended from High Density Residential to the Commercial land use designation, as depicted on Exhibit A attached hereto and incorporated herein by this reference.

Section 2. The South Willamette Subarea Study is amended as follows:

A. Recommendations 4 and 5 on pages 7 - 8 of the Study are revised as follows:

4) Except for the area described in Recommendation 9, commercial or office zoning along Willamette between 19th and 24th Place should not be expanded. The area should appropriately remain in residential uses as it is designated in the Metro Plan Diagram. The traffic volumes projected for a two-way Willamette in this section are approximately 12,000 vehicles per day, an increase of 4,400. This level of traffic is lower than several other arterial streets which are primarily residential: 18th Avenue, 11th Avenue between downtown and Garfield Street, and Patterson south of 24th. Staff feels that the projected increase in traffic volumes does not support the conversation of residential to office or commercial uses.

5) Except for the area described in Recommendation 9, in recognition of existing mix of low, medium and high density residential uses and the current zoning on the west side of Willamette between 19th Avenue and 24th Place, this study recommends that the Metro Plan Diagram be refined to reflect a high density residential designation on parcels currently zoned R-3 in the area.

B. Add a new Recommendation 9 to page 8 of the Study as follows:

9) The property located at the northwest corner of Willamette Street and 24th Place should be zoned for GO General Office Use.

C. Revise Map A-3 Summary of Land Use Recommendations to add a new category to the map legend for "Recommendation 9" and to apply Recommendation 9 to the land referenced in section 1, above, as shown on Exhibit B attached hereto and incorporated herein by this reference.

Section 3. The zoning for the land referenced in Section 1 above is rezoned from R-3 Limited High Density Residential to GO General Office, as depicted on Exhibit C attached hereto and incorporated herein by this reference.

Section 4. The findings set forth in Exhibit D attached hereto are adopted as findings in support of this Ordinance.

Section 5. 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.

Passed by the City Council this

8th day of March, 2010

Elizabeth Forest

Acting City Recorder

Approved by the Mayor this

10th day of March, 2010

Kitty Piercy

Mayor

Exhibit A

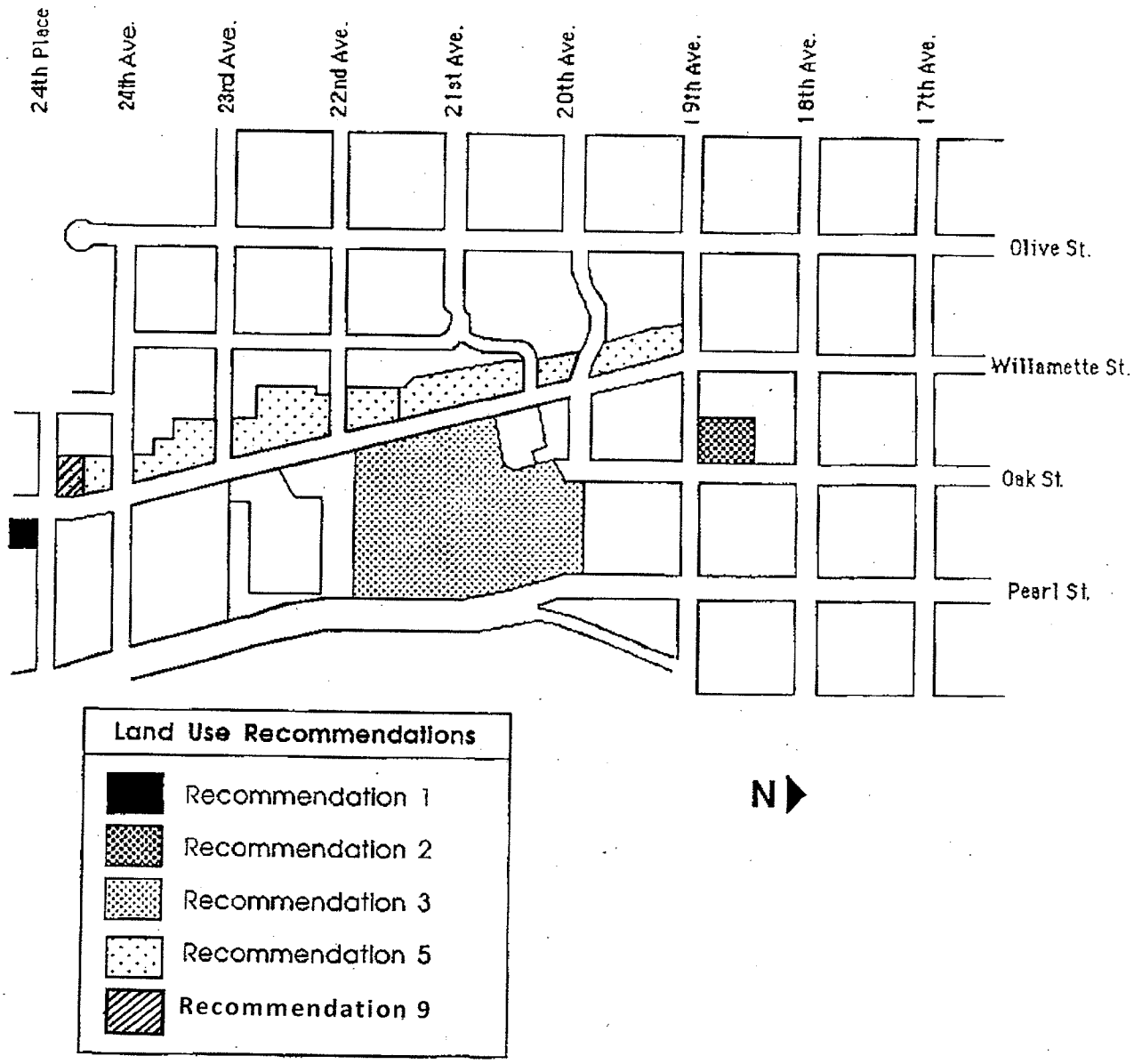
Metro Plan Diagram Amendment for
South Willamette Properties, LLC (City File MA 09-5)

Property proposed for change from High Density Residential to Commercial

0 125 250 500 Feet

N W E S

Exhibit B



South Willamette Subarea Study

A-3 Summary of Land Use Recommendations

Exhibit C

Zoning Map Amendment for
South Willamette Properties, LLC (Z 09-3)

Property proposed for change from R-3 Limited High Density Residential to GO General Office

0 125 250 500 Feet

N W E S

Exhibit D

Findings

South Willamette Properties, LLC
(MA 09-5, RA 09-1, Z 09-3)

Metro Plan Diagram Amendment (MA 09-5)

The proposed amendment changes the current Metro Plan land use diagram designation of the subject property, approximately .5 acre in area, from High Density Residential to Commercial.

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

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

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

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

The City of Eugene land use code implements Statewide Planning Goal 1 by requiring that notice of the proposed amendments be given and public hearings be held prior to adoption. Consideration of the amendments began with a City of Eugene Planning Commission public hearing on December 8, 2009.

Subsequent to deeming the applications complete, the City mailed notice of the proposed plan amendments to the Department of Land Conservation and Development on October 22, 2009, as required by the Eugene Code and in accordance with State statutes. Referrals concerning the pending applications were sent on October 23, 2009 to the City of Springfield, Lane County, the affected neighborhood group, the Friendly Area Neighbors, and to City departments.

The Planning Commission public hearing was noticed, in accordance with Eugene Code requirements, to the City of Springfield and Lane County, and community groups and individuals

who have requested notice, as well as property owners and occupants within 500 feet of the subject property, and the Friendly Area Neighbors. Notice was also posted in accordance with Eugene Code. On November 18, 2009, notice of the Planning Commission public hearing was published in the *Register-Guard.* 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. Therefore, the proposed ordinance is consistent with Statewide Planning Goal 1.

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

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

The Eugene-Springfield Metropolitan Area General Plan (Metro Plan) is the policy tool that provides a basis for decision-making in this area. The Metro Plan was acknowledged by the State in 1982 to be in compliance with statewide planning goals. These findings and application record show that there is an adequate factual basis for the decisions concerning the proposed amendments. Goal 2 requires that plans be coordinated with the plans of affected governmental units and that opportunities be provided for review and comment by affected governmental units. To comply with the Goal 2 coordination requirement, the City coordinated the review of the proposed amendment with all affected governmental units. Specifically, notice was mailed to the State Department of Land Conservation and Development, Lane County, and the City of Springfield. There are no Goal 2 exceptions required for the proposed amendment. 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 the proposed amendment as the subject property and amendment 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. Because the subject property is entirely within the acknowledged urban growth boundary, Goal 3 is not relevant and the amendment does 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 the proposed amendment as the subject property and amendment does not affect any forest plan designation or use. Goal 4 does not apply within urban growth boundaries and, therefore, does not apply to the subject property, which is within Eugene's urban growth boundary (OAR 660-006-0020). Therefore, Goal 4 is not relevant and the amendment does 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.*

Oregon Administrative Rule OAR 660-023-0250(3) provides that local governments are not required to apply Goal 5 in consideration of a post acknowledgement plan amendment (PAPA) unless the PAPA affects a Goal 5 resource. The subject property does not include a Goal 5 resource site. The proposed amendment does not create or amend a list of Goal 5 resources, does not amend a plan or code provision adopted in order to protect a significant Goal 5 resource or to address specific requirements of Goal 5, does not allow new uses that could be conflicting uses with a particular Goal 5 resource site, and does not amend the acknowledged Urban Growth Boundary. Therefore, Statewide Planning Goal 5 does not apply to the proposed amendment.

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. The proposal does not amend the metropolitan area's air, water quality or land resource policies. The site is currently developed with an office building and associated parking, and it can be reasonably expected that any future development of the site comply with applicable environmental laws. Nothing in the proposal or the character of the site or potential future uses indicates a future development that would compromise air, water and land resources. Based on this, the amendments are consistent with Statewide Planning Goal 6.

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

Goal 7 requires that local government planning programs include provisions to protect people and property from natural hazards such as floods, landslides, earthquakes and related hazards, tsunamis and wildfires. The subject property is not located within known areas of natural disasters or hazards. The subject property is outside the flood zone and is not subject to hazards normally associated with steep slopes, wildfires, or tsunamis. The property has already been developed through the applicable permit reviews for compliance with adopted building codes and fire codes. Therefore, the proposed amendment is consistent with Statewide Planning Goal 7.

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

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

future public recreational facilities. The proposed amendment is, therefore consistent with Statewide Planning Goal 8.

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

The Oregon 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 designate industrial and commercial lands sufficient to meet short and long term needs (OAR 660-009-0025). In addition, OAR 660-009-0010(4) provides that, when a city changes its plan designations of lands in excess of two acres from an industrial use designation to a non-industrial use designation, or an other employment use designation to any other use designation, pursuant to a post acknowledgment plan amendment, it must address all applicable planning requirements and (a) demonstrate that the proposed amendment is consistent with the parts of its acknowledged comprehensive plan which address the requirements of OAR 660 Division 9; or (b) amend its comprehensive plan to explain the proposed amendment pursuant to OAR 660 Division 9; or (c) adopt a combination of (a) and (b) consistent with the requirements of Division 9.

The proposed amendment changes the designation of less than two acres of land, and the proposed change is *from* residential *to* an "other employment use designation." Therefore, in this instance, OAR 660-009-0010(4) does not apply.

The 1992 Eugene Commercial Lands Study (ECLS) is acknowledged for compliance with the requirements of Goal 9 and its Administrative Rule. Further analysis of the proposed amendment relative to the ECLS is provided below in the findings at EC 9.7730(3)(b), which are incorporated herein by reference.

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

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

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

There is sufficient evidence to show that the subject property was not included in the RLS supply analysis. The RLS states that it assumed that 32 percent of residential land would be used for non-residential uses, and that lands used for non-residential uses, such as commercial, were subtracted from the available amount of buildable land. According to the applicant's narrative (page 7 of the Metro Plan narrative), the subject property has been developed with a non-residential, office use since the 1960s. City records confirm that the property has been in a non-residential use since prior to the residential lands supply analysis. Because the subject property was not included as residential land in the RLS, the proposed amendment does not affect the residential land supply and is, therefore, consistent with Goal 10.

Based on the findings above, the amendment is consistent with Statewide Planning Goal 10.

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

The area affected by the amendments is located inside the City limits. The existing level of public facilities and service is adequate to serve the needs of existing and future development. The site is currently developed with an office building and a parking lot, and is fully served. If the property is redeveloped in the future, existing City land use regulations ensure that provision of public facilities and services is addressed in the context of any future development proposal. The proposed amendment does not significantly affect the planning or development of future public facilities or services. Based on this, the amendment is consistent with Statewide Planning Goal 11.

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

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

To address the TPR, the applicant submitted a Traffic Impact Analysis (TIA), dated August 14, 2009, and a letter with revised analyses and tables on November 18, 2009, both prepared by Access Engineering. City Public Works staff were consulted in the scoping and development of the TIA and generally agree that the analysis methods used in the TIA materials are acceptable. The TIA included analysis of the intersections of Willamette Street at 24th Avenue and Willamette Street at 24th Place. Willamette Street is classified as a minor arterial; 24th Avenue and 24th Place are both classified as local streets. All are improved streets.

The TIA evaluates the current performance of the above transportation facilities, the performance of these facilities at year of opening, and in 2015, relative to current zoning/designations and proposed zoning/designations. The end of the planning period in the City's adopted transportation system plan (TransPlan) is 2015. Regarding planned transportation facilities required to be addressed by OAR 660-012-0060(1), referral comments from Public Works staff indicate that there are no planned facilities in this area.

In evaluating impacts, the TIA uses a "reasonable worst-case" scenario for an R-3 High Density Residential development as compared to a "reasonable worst-case" scenario for GO General Office uses, based on the maximum allowable density of dwelling units and floor area, respectively, and anticipated trip generation and distribution during the AM and PM Peak Hours. Based on the TIA, reasonable worst-case scenario development on the site under an R-3 zoning is anticipated to generate 32 trips in the PM peak hour (the period of greatest impact), and 51 trips under a GO zoning.

Determination of Significant Effect

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

In determining whether there is a significant effect, Level of Service (LOS) is used to identify and analyze each facility for the minimum level of performance standard. As identified in TransPlan, LOS A represents the least congested conditions and LOS F the most congested. Under TransPlan policies, LOS D is the minimum adopted performance standard for the City of Eugene outside of the Central Area Transportation Study (CATS) area and nodal development areas. Although the applicant's narrative makes numerous references to CATS, where LOS E is the minimum standard during peak hour traffic conditions, the subject property is located outside of those boundaries, which end at 19th Avenue. Therefore, the CATS mobility standards are not applicable here.

As the applicant's TIA concludes, the proposed plan amendments will not significantly affect existing transportation facilities under OAR 660-012-0060(1)(a), relative to the functional classification of an existing or planned transportation facility, or under OAR 660-012-0060(1)(b), relative to standards implementing a functional classification system.

Regarding subsections OAR 660-012-0060(1)(c), the proposed amendments will not significantly affect existing transportation facilities. As shown in Table 6 of the applicant's November 18, 2009 revised TIA analysis, the Willamette/24th Avenue intersection currently operates at LOS A in the

AM peak hour and LOS B in the PM peak hour, and the Willamette Street/24th Place intersection currently operates at LOS A in both the AM and PM peak hours. As shown in Table 8 of the November 18, 2009 materials, both intersections are projected to continue to perform at these same levels of service in 2015 under the current residential designation, and under the proposed plan designation. As the proposed amendment will not reduce the performance of an existing or planned transportation facility below the minimum acceptable performance standard or worsen the performance of an existing or planned transportation facility that is otherwise projected to perform below the minimum acceptable performance standard, no transportation facilities are significantly affected and therefore, no mitigation is required pursuant to OAR 660-012-0060(2).

It is noted that, although Table 8 of applicant's November 18, 2009 materials shows that the eastbound movements of the Willamette/24th Place intersection are projected to perform at an LOS F in 2015 as a result of the amendment, the overall intersection is projected to perform at LOS A. An important factor in calculating intersection performance is the measure(s) of effectiveness, which is the basis for determining level of service. For a signalized intersection it is average stopped delay (vehicles waiting during red displays or the Volume to Capacity ratio), while unsignalized intersections are evaluated for average total delay (seconds per vehicle summed for all movements on all approaches and averaged). The applicant's materials show the Willamette/ 24th Place intersection (an unsignalized intersection) delay per approach, per movement, which shows eastbound left turns at LOS F; however, when the sum of all delay is averaged, the intersection will achieve LOS A, which is performing within TransPlan standards.

Based on the available evidence, the proposal complies with Statewide Planning Goal 12 as implemented through OAR 660-012-0060.

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

Statewide Planning 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. The proposed site is located in a developed, urban area, where any future development of the property can make efficient use of energy with direct and efficient access to the existing transportation system and other urban services. In addition, the applicant's written statement (page 8 of the Refinement Plan narrative) describes how the amendment may promote re-use of existing development and building materials, thereby conserving energy. To the extent that Goal 13 is applicable to the proposed change in designation, the applicant's related findings are incorporated herein by reference. Based on the 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 proposed amendment does not affect the transition from rural to urban land use, as the subject property is within the City limits. Therefore, Statewide Planning Goal 14 does not apply.

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

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

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

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

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

The Metro Plan diagram amendment to re-designate the property from High Density Residential to Commercial will not create an internal conflict with the remainder of the Metro Plan. The applicant has provided findings to show how the proposed amendment is consistent with the goals and objectives contained in the Metro Plan. Although those goals and objectives are not directly applicable to the proposal, the applicant has also provided findings (starting at page 13 of Metro Plan narrative) that describe how the proposal is consistent with four Economic Element policies, and one Transportation Element policy. Policies that are directly applicable to the proposed amendment are discussed further below.

A. Residential Land Use and Housing Element

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

The proposed amendment will convert .5 acre of land designated as High Density Residential land to the Commercial land designation. As noted in the findings relative to Statewide Goal 10 (under EC 9.7730(3)(b) above), which are incorporated herein by reference, the subject property was already developed in non-residential uses prior to the adoption of the RLS and, therefore, was not considered as buildable residential land in the RLS. It has remained in office use and has never been available for a transition into residential development. Further, the proposed Commercial designation will enable zoning, such as the applicant's proposed zoning to General Office, that would still allow for residential development. Based on this, the proposal is consistent with the above policy.

B. Economic Element

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

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

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

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

The applicant has submitted findings to support the conclusion that the proposal is consistent with the above Economic Element policies of the Metro Plan. These policies are not directly applicable in that they do not constitute mandatory approval criteria, i.e. direction to "demonstrate a positive interest in" or "encourage" does not provide sufficient objective direction to constitute a mandatory approval criterion under which an application may be evaluated. Further, Policy B.6 applies only to undeveloped land. However, to the extent that these policies apply to the proposed amendment, the applicant's findings (at pages 13, 14, and 15 of the Metro Plan narrative) are incorporated herein by reference as evidence of consistency with these policies.

The 1992 Eugene Commercial Lands Study (ECLS) contains several policies aimed at maintaining the supply of viable commercial lands. The proposed amendment would change the property's plan designation from one that supports limited commercial use (High Density Residential) to another that supports a wider range of commercial uses (Commercial). Both designations would also allow high density residential construction. As a result, the potential change in the level of commercial use on this .5-acre property would have an insignificant impact on the total supply of commercial land. Several policies in the ECLS support, in general, a Commercial designation of the subject property. These policies are discussed below.

Promote redevelopment of existing commercial areas and compact, dense growth by encouraging businesses to revitalize and reuse existing commercial sites. (Policy 6)

Promote neighborhood-oriented commercial facilities and community commercial areas rather than additional major retail centers. (Policy 11)

Concentrate development in existing commercial areas to minimize traffic impacts on the rest of the city. (Policy 12)

While these policies do not constitute mandatory approval criteria, to the extent that these policies are applicable to the proposal, the following findings are provided: The proposed amendment to Commercial would further the reuse and revitalization of an existing medical health facility as envisioned by Policy 6, as it would allow the site to accommodate a range of commercial and office development. With regard to Policies 11 and 12, the subject property is already developed as a medical health facility, and is located in an area of mixed commercial and residential uses. There are existing commercial uses immediately to the north of the subject property (an office building also zoned R3) and to the south of the property (zoned C2 Community Commercial). One block to the south is an area zoned GO; two blocks to the north is a large office complex zoned GO. The proposed amendment would open the site to a broader range of neighborhood- and community-commercial uses that have the potential to directly serve the surrounding neighborhood. This would also encourage the concentration of commercial development in the South Willamette area, rather than in outlying major retail centers.

> *Further strip commercial activity along Willamette Street will be discouraged. Strip commercial is defined as commercial facilities which are largely oriented to automobile traffic, such as retail uses found in the C-2 General Commercial District. Small-scale General Office District developments are not considered strip commercial (Policy 22).*

The proposed amendment will facilitate a zone change to GO General Office and, therefore, will increase the range of commercial and office uses allowed on the site. The existing facility on the site is not an auto-oriented use, and the proposed zoning of GO General Office does not allow large-scale, auto-oriented retail establishments or "strip commercial" uses. Under GO zoning, retail sales are allowed only when located in a building that already contains office or residential uses. The proposed amendment will promote continued use of the existing facility for primarily general office uses, consistent with this policy.

C. Transportation Element

The applicant's narrative addresses (page 15 Metro Plan narrative) Transportation Policy F.15, related to motor vehicle level of service standards. As discussed above in the findings under Statewide Planning Goal 12 – "Transportation," which are incorporated herein by reference, the proposal demonstrates compliance with adopted LOS standards and with Statewide Planning Goal 12 – "Transportation." In demonstrating compliance with adopted LOS standards, the proposal also is shown to be consistent with Metro Plan policy F.15.

Based on the findings above, the proposal is consistent with the Metro Plan Amendment criteria.

Refinement Plan Amendments (RA 09-1)

The applicable refinement plan is the 1988 South Willamette Subarea Study (SWS). Although the applicant's application materials make several references to the Central Area Transportation Study

(CATS), CATS is not applicable to this site. The SWS extends south to 24th Place, while the southern boundary of CATS is 19th Avenue. The SWS was adopted as a refinement to the Metro Plan, although it originated out of CATS.

The proposed amendment will amend the SWS text ("Recommendations" page 7) and land use diagram (Map A-3) to change the High Density Residential designation of the subject property to General Office. The specific amendments are discussed further below.

Eugene Code (EC) Section 9.8424 requires that the following criteria (in *bold and italics*) be applied to a Refinement Plan amendment:

(1)(a) The refinement plan amendment is consistent with the Statewide planning goals.

The findings under EC 9.7730(3)(a), above, are incorporated herein by reference. Based on those findings, the amendment is consistent with this approval criterion.

(1)(b) The refinement plan amendment is consistent with the applicable provisions of the Metro Plan.

Applicable provisions of the Metro Plan are evaluated under EC 9.7730(3)(b), above with respect to the proposed refinement plan amendments and Metro Plan amendment. The findings under EC 9.7730(3)(b) are incorporated herein by reference. Further, the proposed refinement plan land use diagram amendment from High Density Residential to General Office is consistent with the proposed Metro Plan land use diagram amendments from High Density Residential to Commercial. Based on the above findings, the amendment is consistent with this approval criterion.

(1)(c) The refinement plan amendment is consistent with the remaining portions of the refinement plan.

The proposal to amend the SWS text and land use diagram to re-designate the subject property from a designation of High Density Residential to General Office is determined to be consistent with remaining portions of the refinement plan. The basis of this conclusion is addressed in more detail below.

The SWS contains eight recommendations that are specific to geographic areas of the South Willamette sub-area, and not all are directly applicable to the proposed amendment. However, nothing in the proposal would directly conflict with remaining recommendations. The applicable recommendations are discussed below.

> *Recommendation #1: Rezone the lot on the east side of Willamette, south of 24th Place from C-2 to General Office, to support the transition from residential north of 24th Place to commercial south of the subject lot.*

Although Recommendation #1, to rezone the lot across the street from the subject property to General Office, is not directly applicable to the proposed amendment, it is relevant in that General Office is suggested as an appropriate transition between residential and commercial. North of the subject property is an area zoned R-3 Limited High Density Residential, to the west (across the alley) is R-2 Medium-Density Residential, and to the south (across 24th Place) is C-2 Commercial zoning. The proposed plan amendment to General Office would provide a transition between residential uses and the start of community commercial uses to the south. Further, the height limit of 50 feet in the GO zone (the same height limit in the R-3 zone) maintains a buffer between residential uses and C-2 Community Commercial to the south. Based on this, the proposal is not inconsistent with Recommendation #1.

> *Recommendation #4: Commercial or office zoning along Willamette between 19th and 24th Place should not be expanded. The area should appropriately remain in residential uses as it is designated in the Metro Plan Diagram. The traffic volumes projected for a two-way Willamette in this section are approximately 12,000 vehicles per day, an increase of 4,400. This level of traffic is lower than several other arterial streets which are primarily residential: 18th Avenue, 11th Avenue between downtown and Garfield Street, and Patterson south of 24th. Staff feels that the projected increase in traffic volumes does not support the conversion of residential to office or commercial uses.*

> *Recommendation #5: In recognition of existing mix of low, medium and high density residential uses and the current zoning on the west side of Willamette between 19th Avenue and 24th Place, this study recommends that the Metro Plan diagram be refined to reflect a high density residential designation on parcels currently zoned R-3 in the area.*

As noted previously, the subject property has been developed as a medical health facility with associated parking since prior to the adoption of the 1988 SWS. It is located in an area of mixed residential and commercial uses. The block in which the property is located, between 24th Avenue and 24th Place, contains three parcels, all of which are currently developed in similar medical, commercial or office uses. To the south of this block are C-2 Community Commercial uses; to the north of this block, residential uses begin. A General Office designation for the subject property would have little visible effect with regard to existing site improvements or the vicinity and, based on the findings under Statewide Goal 12, the amendment would not result in any significant change in traffic. While the change in designation would allow a range of office uses on the site, the R-3 High Density Residential zone to the north would remain primarily residential under the proposed amendment. A General Office designation on the subject property does not conflict with the intent of the original recommendations with regard to residential uses as the property is not in residential use, nor does it expand commercial uses in the area, as the property is already developed with a use that would be allowed in the proposed designation. Therefore, the proposed amendment is consistent with the remaining provisions of Recommendations #4 and #5.

The applicant proposes to amend Recommendations #4 and #5 such that they will not apply to the subject property, and to clarify that the property should be designated as General Office.

Although the applicant's specific text amendments are not recommended, alternative language is proposed below to achieve the same purpose, and to distinguish the amendment as applicable only to the subject property. Proposed changes to Recommendations #4 and #5, and an additional Recommendation #9 are provided below (additions are underlined and deletions shown with ~~strikeout~~).

> ***Recommendation #4:*** *Except for the area described in Recommendation #9, ~~C~~commercial or office zoning along Willamette between 19th and 24th Place should not be expanded. The area should appropriately remain in residential uses as it is designated in the Metro Plan Diagram. The traffic volumes projected for a two-way Willamette in this section are approximately 12,000 vehicles per day, an increase of 4,400. This level of traffic is lower than several other arterial streets which are primarily residential: 18th Avenue, 11th Avenue between downtown and Garfield Street, and Patterson south of 24th. Staff feels that the projected increase in traffic volumes does not support the conversion of residential to office or commercial uses.*
>
> ***Recommendation #5:*** *Except for the area described in Recommendation #9, ~~I~~in recognition of existing mix of low, medium and high density residential uses and the current zoning on the west side of Willamette between 19th Avenue and 24th Place, this study recommends that the Metro Plan diagram be refined to reflect a high density residential designation on parcels currently zoned R-3 in the area.*
>
> ***Recommendation #9***
> *The property located at the northwest corner of Willamette Street and 24th Place should be zoned for GO General Office use.*

With additional policy Recommendation #9 to address the subject property, the proposed amendment is consistent with Recommendations #4 and #5 as they will remain, because the amendment does not change any other aspect of these policy recommendations as they apply to other properties between 19th Avenue and 24th Place. Based on the above findings, the proposal is found to be consistent with the remaining provisions of the SWS.

(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 amendment does not address an error in the publication of the SWS, new inventory materials related to statewide planning goals, or new or amended state or federal laws,

regulations or policies. Therefore, criteria EC 9.8424(2)(a), (b), and (d) above are not applicable to this request. To the extent that the applicant's findings under these criteria are relevant or applicable, they are incorporated herein by reference.

Regarding subsection (c), the proposed amendment has been found to comply with the applicable Metro Plan and refinement plan approval criteria; therefore, the proposed Metro Plan amendment constitutes a new community policy in the context of this criterion.

Regarding subsection (e), the proposed refinement plan amendment addresses a change of circumstances. It is noted that the applicant's narrative (page 17 of Refinement Plan narrative) describes several changes in circumstances relative to the proposal. To the extent that those changed circumstances are addressed by the proposed amendment, the applicant's findings are incorporated herein by reference. However, the factors described below are more directly relevant to the proposed amendment.

The 1988 SWS recognized that there was an existing medical facility ("dental clinic") between 19th Avenue and 24th Place, the area subject to Recommendations #4 and #5. Since the adoption of the 1988 SWS, there have been several changes in circumstances that have affected the viability of the subject property for medical office uses in the R-3 zone.

The site was developed in medical clinic or office uses as early as the 1960s. At the time, the subject property was zoned RG Residential Garden, which allowed medical facilities in the zone without any special permit, i.e. without a conditional use permit. (General office uses were not allowed, nor are they currently allowed in the R-3 zone.) Since then, there have been amendments to the land use code that require a conditional use permit for medical health facilities in the R-3 zone. In addition, the land use code now requires that non-residential uses in residential zones, such as medical facilities and churches, comply with minimum residential densities. These density requirements can be a barrier to major upgrades or conversions of existing non-residential uses, further limiting the ability of these non-residential uses to adapt over time.

In addition, the SWS did not anticipate trends in the local economy that would affect the viability of certain types of medical health facilities. Since 1988, the characteristics of medical services and facilities have changed, in terms of their size and location (e.g. small, multi-tenant facilities located close to downtown hospitals versus large, single-tenant facilities). The applicant notes (page 6 of Refinement Plan narrative), that "Even as the applicant is unable to market the property for other types of office uses, existing and new medical development is being drawn toward and is relocating to the area of the new Riverbend Hospital in Springfield." The applicant further notes (page 11 of the Metro Plan narrative): "It is necessary to expand the types of Office/Professional uses that can utilize the existing office building as demand for medical facilities in the Eugene area shrinks." This supports the conclusion that there has been a change in circumstances since the adoption of the 1988 SWS.

In conclusion, the proposed amendment addresses changed circumstances that were not anticipated at the time the SWS recommendations were adopted. It is, therefore, recommended that text changes and map changes be adopted that address these changed circumstances. The applicant has provided proposed text amendments. However, it is necessary to provide alternative language to adequately clarify the status of the subject property as distinct from other properties addressed in the SWS recommendations. Proposed changes to Recommendations #4 and #5, and an additional Recommendation #9 are provided above under the findings at EC 9.8424(1)(c).

Based on the findings above, the proposal is consistent with the refinement plan amendment criteria.

Zone Change (Z 09-3)

The applicant proposes to rezone a .5 acre property that is currently zoned R-3 High Density Residential, to GO General Office. EC 9.8865 requires that the following criteria (in ***bold and italic***) be applied to a Zone Change.

(1) The proposed change is consistent with applicable provisions of the Metro Plan. The written text of the Metro Plan shall take precedence over the Metro Plan diagram where apparent conflicts or inconsistencies exist.

Approval of the zone change is dependent upon approval of the Metro Plan diagram amendment to re-designate .5 acre of High Density Residential to Commercial. The findings under EC 9.7730(3)(b), above, are incorporated herein by reference. Those findings address the applicant's consistency with the Metro Plan.

(2) The proposed zone change is consistent with applicable adopted refinement plans. In the event of inconsistencies between these plans and the Metro Plan, the Metro Plan controls.

Approval of the zone change is dependent upon approval of the refinement plan diagram and text amendments to re-designate .5 acre of High Density Residential to General Office. The findings under EC 9.8424(1)(c), are incorporated herein by reference. Those findings address the application's consistency with the applicable South Willamette Subarea Study.

(3) The uses and density that will be allowed by the proposed zoning in the location of the proposed change can be served through the orderly extension of key urban facilities and services.

The discussion of compliance with Statewide Planning Goal 11 – "Public Facilities and Services," and Goal 12 – "Transportation" in the findings regarding the Statewide Planning Goals (see below)

are incorporated herein by reference. With the findings established and referenced herein, the proposal complies with this criterion.

(4) The proposed zone change is consistent with the applicable siting requirements set out for the specific zone in:
(a) EC 9.2150 Commercial Zone Siting Requirements.

The siting requirements apply to C-1 Neighborhood Commercial and C-4 Commercial/Industrial. There are no applicable siting requirements for the proposed GO General Office zone; therefore, this criterion does not apply.

(5) In cases where the NR zone is applied based on EC 9.2510(3), the property owner shall enter into a contractual arrangement with the city to ensure the area is maintained as a natural resource area for a minimum of 50 years.

The NR zone is not requested. Therefore, the above criterion is not applicable.

Conclusion:

Based on the available information and materials in the record, and the above findings, the proposal is found to be consistent with the applicable approval criteria.