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1982
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WEST UNIVERSITY REFINEMENT PLAN

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I. INTRODUCTION

The Plan Area

This is a plan for the West University Neighborhood area, which is an area of approximately 296 acres bounded by Franklin Boulevard and Broadway on the north; the University of Oregon on the east; 18th Avenue to Patterson and 19th Avenue to Willamette Street on the south; and Willamette Street to 11th Avenue, 11th Avenue to Pearl Street, and Pearl Street to Broadway on the west. The West University Neighbors (WUN) is recognized by the City as the official neighborhood group for this area.

The West University Neighborhood has no elementary or secondary schools and only one small developed park. The neighborhood contains Sacred Heart Hospital and Northwest Christian College and is bounded on the northwest by the Central Business District, on the east by the University of Oregon, and on the south by South Eugene High School. Two waterways, the Millrace and the Amazon Channel, bisect the neighborhood.

The plan area has experienced development pressures during the past two decades because of its location near the institutions and downtown and its commercial and high-density zoning. The plan area has also felt increasing transportation and parking pressure. The plan area is bisected and bordered by 12 busy streets and serves part of the parking need for the major concentration of employees and students in the metropolitan area.

The 6,500 residents and the 3,000 housing units in the West University area have special characteristics relative to the rest of the metropolitan area:

--The residential density is approximately 34 units per acre compared to a city-wide density of approximately 6 units per acre.
--Sixty-five percent of the residents are students.
--This area has the lowest average income in the city ($1,776 per year per household in 1970 compared to $5,335 for the city).
--The non-student households in the area have a lower average income than the city average household income ($10,080 per year per household in 1978 compared to $12,480 for the city).
--The adults have a high educational status, an average of 15.4 years completed compared to an average of 12.7 years for the city as a whole.
--Residents of this area are more transient than in the rest of the city.
   According to the 1970 census, 14 percent of the West University population had lived in their homes for five years or more, compared to 36 percent for the entire city.
--Ten percent of the residents are elderly, compared to 12 percent of the city's residents.
Residents in the West University Neighborhood pay a higher percentage of their incomes for housing and the housing on the average is smaller and in worse condition than in the balance of the city. (In 1973, 40 percent of the housing in the West University Neighborhood was considered substandard, compared to 11 percent for the entire city; according to the 1978 Housing Information Survey, 36 percent of West University residents pay more than 45 percent of their income for housing, compared to 16 percent of all city residents; and most housing units in the plan area have two or three rooms while most housing units in the city have four to six rooms.)

- Residents are mostly renters. (Ninety-six percent are renters compared to an average of 45 percent in the entire city.)
- Ten percent of the households have minority members, which is comparable to or slightly more than the city average.
- 11.3 percent of households include handicapped persons compared to 11.2 percent for the city.

The West University Neighborhood is one of the older areas in the City. The first donation land claim was taken out in what is now Eugene in 1846 near what is now Skinner Butte. Settlers in the West University and South University areas took out donation land claims in the 1840's and the 1850's. In the early 1850's, Hilyard Shaw, one of the settlers, constructed the Millrace. In 1862 the area between Alder and Jefferson and 1st and 15th was incorporated as "Eugene City." Platting of the West University area began in 1856 and was completed in the early 1900's. The University of Oregon was established in the 1870's. In 1895 a predecessor to Northwest Christian College was established and in 1924 a six-story hospital was opened on the present site of Sacred Heart Hospital. As part of the refinement planning process a historic inventory was taken in the plan area. The results of that inventory and a history of the neighborhood is printed as a separate document so that it will be readily available to the public.

Purpose

The West University Refinement Plan is a refinement of several broader policy documents including the Metropolitan General Plan, the 1974 Community Goals and Policies, and the Statewide Goals and Guidelines, as well as several City and metropolitan functional plans such as the Eugene/Springfield Area 2000 Transportation Plan (T-2000), Metropolitan Eugene Bikeways Master Plan, and the Eugene Housing Dispersal Plan.

The purpose of the refinement plan is to provide background information and policy direction for public decisions that are more specific to this smaller plan area. The refinement plan will be consulted in developing public facilities and services, as well as in public responses to private development requests. It is hoped that the private sector and institutions will consult and take guidance from the refinement plan in forming plans that have an effect on the plan area.
Two of the major institutions in the plan area, Sacred Heart Hospital and the University of Oregon, have expansion plans. Some smaller businesses in the area also have expansion plans, and many businesses outside the plan area, including many which rely on the hospital or the university for their business, have expressed a desire to locate there at some future time. Many major streets carry large volumes of traffic through and along the edges of the plan area. There is heavy parking pressure throughout the plan area. Many of the businesses and institutions in the area serve regional or statewide needs.

Plan Contents

This plan is divided into four elements: 1) Transportation and Parking; 2) Public Facilities and Services; 3) Neighborhood Design; and 4) Land Use, Housing, and Commerce. Each element has an introduction, findings, policies, and proposals. Findings are statements of fact that provide background data for the policies and proposals. Policies are adopted by the City Council as guidance for decision-making related to the plan area. City programs, actions, and decisions, such as zone changes, traffic pattern changes, and capital improvements, will be evaluated on the basis of their ability to implement these policies as well as other adopted City goals and policies. Because they are adopted by the council as the City's guide for action, policies are the most important statements in the plan. Proposals are suggestions for implementing policies of this plan. In general, they will be further reviewed and studied and may or may not be implemented in the form in which they appear in the plan. They are recognized as ideas which have been suggested, after some public discussion, as possible ways to implement the plan.

Each element also has maps that are part of the findings, policies, or proposals. The Land Use, Housing, and Commerce element has a Land Use Diagram that is part of the policies and, as such, is a guide to future land-use patterns in the plan area. The Transportation and Parking element has a Proposed Transportation System Map that suggests changes in the street system. The Neighborhood Design Element has a Street Design Map that proposes design concepts for certain public rights-of-way in the plan area.

This plan area is the location of the proposed Emerald Canal that would connect the Millrace with Amazon Creek. Although that project would have implications for each of the elements of this plan, the findings, policies, and proposals related to the Emerald Canal are located in the Neighborhood Design Element.

The last section of the plan describes plan implementation and revision processes and lists the priorities for specific actions to implement the plan.

This plan recognizes and builds upon goals adopted in the 1974 Community Goals and Policies and the Metropolitan Area General Plan and therefore does not contain separate neighborhood goals.
An Appendix to this plan is available as a separate document. The Appendix contains detailed results of surveys conducted, some analysis of issues, policies and proposals, and some graphic examples of the public and private development the plan recommends. The Appendix is printed separately so that the plan will be a smaller document that can be widely distributed and used.

Use of the Plan

This plan is a policy framework and not a zoning code or City ordinance. It provides a flexible guide for specific decision making. In itself, it does not set down decisions. The plan area is governed specifically by the Eugene Municipal Code. This plan recommends that certain aspects of the Eugene Code be amended and this plan should be used in conjunction with other plans and policies that apply in the plan area to help determine exactly which changes in the Eugene Municipal Code are appropriate.

This plan is a long-range, comprehensive plan and, as such, should be occasionally reviewed and updated. New priorities need to be set. Changes in conditions may dictate changes in policies. Technological advances or changes in the state of the art may cause changes in proposed solutions. Analysis and/or testing of proposed solutions to problems may prove that they should become City policy or should be dropped. Changes to the plan may be minor amendments or a comprehensive update. It is recommended that minor amendments be done whenever necessary and that a review of the plan be conducted in five years to determine if a major update is appropriate.

The Planning Process

This refinement planning process was begun in January 1977. A Planning Team with six neighborhood group representative positions, and one representative each from churches, campus area businesses, downtown area businesses, the University of Oregon, Northwest Christian College, and Sacred Heart General Hospital, was formed. In March 1977, the South University Neighborhood Association (SUNA) requested a refinement plan from the Planning Commission. The Planning Commission chose to add a part of SUNA to the West University Refinement Plan because the issues and opportunities are similar. The two-block strip of SUNA from 18th to 20th avenues was added to the planning area and one SUNA representative was added to the Planning Team.

Important steps during the planning process have included:

--Issue identification
--Data collection
--Plan development and revision
--Draft plan distribution

The draft West University Refinement Plan was mailed to each property owner, resident, and business in the plan area. Hearings were held in the plan area and the West University and South University neighborhood groups took action and referred the draft plan to the Eugene Planning Commission. The West University Neighborhood recommended that the plan be adopted with minor changes. The South University Neighborhood Association did not endorse the plan.
The Planning Commission held study sessions and two public hearings on the plan. After considering public testimony and the neighborhood groups' recommendations, the Planning Commission referred the draft plan to the City Council with their recommendations for amendments. The City Council held a public hearing, reviewed the recommendations from the neighborhoods and the Planning Commission, and on April 14, 1982, adopted a final version of the plan that includes only the West University portion of the plan area.
II. transportation and parking
II. TRANSPORTATION AND PARKING ELEMENT

Introduction

The Transportation and Parking Element of the West University Refinement Plan deals with the movement of goods and people within and through the West University Neighborhood. Consideration is given to a variety of modes of travel including mass transit, the automobile, bicycle, walking, and water travel.

The emphasis in this element is on travel and parking within the plan area and the travel needs of the thousands of people who live, work, and/or go to school in or near the neighborhood. Policy guidance for larger transportation issues is provided in other documents such as the Eugene-Springfield Area 2000 Transportation Plan (T-2000) and the Eugene Bikeways Master Plan. This plan proposes some changes in the street system that would require amendments to the T-2000 and Bikeways Plan.

The policies and proposals in this element are meant to improve the quality of life in the plan area as a place to live, work, and visit by providing for a transportation system that is efficient yet compatible with a livable urban environment.
West University Refinement Plan

1980 functional street classification & bike routes

Legend:
- Red: Principal arterial
- Orange: Minor arterial
- Yellow: Collector
- Black: Bike route

Scale in feet

0 200 400
Findings

1. The plan area contains ten minor arterials, one principal arterial, and several bikeways that serve regional transportation needs and are heavily traveled. The heavy traffic on the arterials creates an obstacle to bicycle and pedestrian travel through and within the area. (Refer to Street Classification, Bike Routes, Traffic Flow, and Bike Flow maps.)

2. The functioning of the plan area is impaired by the large amount of automobile traffic that passes through or uses the area for storage.

3. Development in the plan area, especially that involving intensification of use, causes increased traffic and parking pressures and changes in traffic patterns.

4. The Eugene-Springfield T-2000 Transportation Plan indicates that even with increased reliance on mass transit and alternative transportation systems, auto use of the arterials in the plan area will continue to increase. T-2000 projects indicated for the plan area include:

---contra-flow bus lane on Willamette Street from 20th to 11th east side;
---Pearl-High connector at 19th Avenue;
---intersection improvements on Franklin Boulevard;
---18th/19th Avenue couplet from Willamette to Hilyard;
---major transit station at 11th and Kincaid;
---minor transit station at 18th and Willamette;
---bus priority lane on 11th Avenue from Franklin to High;
---contra-flow bus lane on 18th from Willamette to Pearl;
---peak hour parking removal on west side of Willamette from 11th to 20th and on 11th from Pearl to Willamette;
---parking removal and restriping to three lanes on Hilyard and Patterson from Broadway to 13th, on Oak from 13th to 11th, and on 13th from Willamette to High; and
---bus turnouts and shelters on Franklin Boulevard and Willamette Street.

5. The 1974 Community Goals and Policies includes the following policies:

---Heavy traffic should be limited to as few streets as possible.
---The use of one-way streets is to be avoided in residential neighborhoods whenever possible.
---Heavy traffic should be discouraged through residential areas.
west university refinement plan

traffic flow
average 24 hour traffic counts - 1980

legend
- less than 2,500
- 2,500 - 4,999
- 5,000 - 9,999
- 10,000 - 14,999
- 15,000 - 19,999
- 20,000 plus

Note: Where no colors are shown counts were not taken.
All counts are two-way, except where indicated.
6. Planned improvements for 30th and Hilyard will attempt to channel
downtown-bound traffic onto the Amazon Parkway, reducing through
traffic movements on Hilyard Street. This results in the need
for improvements to the intersection of Amazon Parkway and 19th.
Potential improvements may affect streets between the intersection
and downtown: Willamette, Oak, Pearl, and High.

7. Parking in the plan area has been identified by the neighborhoods, the
institutions, and businesses as a problem.

8. Off-street parking in and near the plan area is underused.*

9. Streets in the West University Neighborhood provide approximately
2,800 on-street parking spaces for students, employees, and residents
in the neighborhood. The West University Neighborhood Transportation
Study** revealed that:

--About 70% of the people parking on the streets are not residents of
the area.
--Nearly 60% of people parking over two hours on the streets during
the daytime are not residents of the area.
--Nearly 40% of respondents using on-street parking might use buses if
there were more frequent scheduling or more direct routes.
--About 20% of respondents using on-street parking said they might
walk or ride their bikes more if there were lighting and bike lane
improvements.
--About 70 percent of the people who parked on the streets were
parked within three blocks of their destination.

10. According to the First Survey*** residents primarily use transportation
modes other than the automobile. For all trips, except shopping
greater than 1/2 mile from residences, over half of respondents use
bicycles or walk.

RESIDENTS' TRANSPORTATION MODE BY TRIP TYPE

<table>
<thead>
<tr>
<th>MODE</th>
<th>SHOPPING (&lt;.5 mi.)</th>
<th>SHOPPING (&gt;5 mi.)</th>
<th>WORK</th>
<th>SCHOOL</th>
<th>OTHER</th>
</tr>
</thead>
<tbody>
<tr>
<td>Motor Vehicle</td>
<td>11.8%</td>
<td>52.9%</td>
<td>42.9%</td>
<td>3.3%</td>
<td>34.2%</td>
</tr>
<tr>
<td>Bus</td>
<td>2.0%</td>
<td>13.7%</td>
<td>2.9%</td>
<td>6.7%</td>
<td>5.3%</td>
</tr>
<tr>
<td>Bicycle</td>
<td>17.6%</td>
<td>17.6%</td>
<td>17.1%</td>
<td>30.0%</td>
<td>31.6%</td>
</tr>
<tr>
<td>Walking</td>
<td>68.6%</td>
<td>15.7%</td>
<td>37.1%</td>
<td>60.0%</td>
<td>28.9%</td>
</tr>
</tbody>
</table>

*Refer to the Appendix for an analysis of off-street parking supply and demand.

**The West University Neighborhood Transportation Study in the fall of 1978 was
conducted to obtain data for this plan. See the West University Refinement
Plan Appendix for a full report of the study.

***The First survey was conducted in March of 1978 to gain information for this
plan. See the West University Refinement Plan Appendix for full results of
the First Survey.
west university refinement plan

bicycle traffic flow

average 24 hour bicycle traffic counts 1978-1980

legend:
- 3000+
- 2000-2999
- 1500-1999
- 1000-1499
- 500-999
- 250-499
- less than 250

- where no colors shown, counts were not taken
- all counts two-way, except where indicated
- Pearl/High counts taken Nov. 1980; woonerf area, Feb. 1980; Alder and 12th, Sept./Oct. 1980
11. The First Survey revealed that employees in the plan area use their automobiles for a majority of trips:

**EMPLOYEES' TRANSPORTATION MODE BY TRIP TYPE**

<table>
<thead>
<tr>
<th>MODE</th>
<th>Shopping (&lt;.5 mi.)</th>
<th>Shopping (&lt;.5 mi.)</th>
<th>Work</th>
<th>School</th>
<th>Other</th>
</tr>
</thead>
<tbody>
<tr>
<td>Motor Vehicle</td>
<td>48.1%</td>
<td>77.4%</td>
<td>71.0%</td>
<td>57.1%</td>
<td>63.0%</td>
</tr>
<tr>
<td>Bus</td>
<td>-</td>
<td>6.5%</td>
<td>3.2%</td>
<td>-</td>
<td>3.7%</td>
</tr>
<tr>
<td>Bicycle</td>
<td>11.2%</td>
<td>9.6%</td>
<td>6.4%</td>
<td>14.3%</td>
<td>18.5%</td>
</tr>
<tr>
<td>Walking</td>
<td>40.7%</td>
<td>6.5%</td>
<td>19.4%</td>
<td>28.6%</td>
<td>14.8%</td>
</tr>
</tbody>
</table>

12. The bicycle accident rate on the Pearl Street striped lane (left side, 6th to 19th) is higher than the city-wide average for striped routes. About half of these accidents are caused by collisions of left-turning cars and bicycles. A similar problem on High Street has been identified and could increase as commercial uses and automobile traffic increase.

13. The demand for secure bicycle parking spaces exceeds the supply in and near the plan area, especially at businesses and the University of Oregon.

14. All respondents to the First Survey indicated that the following improvements would encourage them to use bicycles or walk more often:

---more bicycle lanes
---bicycles prohibited on sidewalks
---street lighting improvements
---bicycle racks on buses

15. The existing transit service provides a major transportation alternative for residents, employees, and students in the plan area. Bus lines serving the area are saturated at present and Lane Transit District is not presently able to add to the service because of a shortage of operating revenue and fleet availability.

16. The plan area has 31 bus stops, six of which have shelters.

17. Regarding the use of mass transit, the Transportation Study revealed that:

---Additional residents and employees in the area would be willing to use the transit system if scheduling were more convenient and trip times reduced.
---Thirty-eight percent of employee respondents or a potential 2,300 persons might use transit if system improvements are made.
---Forty-two percent of plan area households with cars, or a potential 750 households, said they might use buses more if there were system improvements.

18. Alleys currently comprise a part of the pedestrian system in the plan area.
Policies

Refer to the definition of policy on page 3.

1. The use of bicycles, mass transit, walking, carpooling, and other appropriate alternative modes of transportation, especially by employees in the plan area, shall be actively encouraged and provided for in order to reduce automobile dependence and alleviate traffic and parking problems.

2. The City will make the plan area a major target for developing and implementing the ride-sharing, carpooling, and other programs designed to reduce automobile traffic.

3. The City will give priority in the plan area to improvements of east-west bicycle movement.

4. The adverse effects of motor vehicle movement and parking shall be mitigated as much as possible.

5. 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, and arterial function with a role as primary pedestrian-bicycle ways.

6. Steps shall be taken to gain better usage of existing off-street parking facilities in the plan area.

7. Access to institutions in the plan area shall be taken from arterials where practical. Access to existing institutions which is taken from arterials shall continue to be so maintained.
Proposals

Refer to the definition of proposal on page 3.

1. Single-occupancy automobile use should be discouraged using methods such as:
   --providing incentives to use alternate modes such as transit, bicycles, carpooling, ride-sharing, etc.
   --making alternate modes more convenient than single-occupancy automobiles.
   --reviewing the land-use code for possibly making drive-in commercial uses conditional.
   --the City, neighborhoods, and institutions publicizing the plan area as one where it is not necessary or desirable to own a car because it is near shopping, schools, and employment, and served by bus lines and bike routes.

2. In order to improve facilities for bicycles, transit, and automobiles and eliminate existing and potential conflicts between those modes in the High-to-Willamette-Street area, opportunities for separation of through-automobile and bicycle movements should be provided. The following changes should be considered for implementation (refer to Proposed Transportation System Changes Map):
   --creation of a two-way bikeway on High Street with two-way automobile use.
   --substituting a Pearl-Oak connector for the currently proposed Pearl-High connector, which would necessitate reversing the flow on Pearl and Oak streets.
   --returning Willamette Street to a two-way street for transit, automobile, and bicycle use.

This proposal will be studied. If it is to be implemented, it will be designed so as to minimize any adverse effects on landowners and to consider the public and private investment in the existing system. Implementation of any portion of this proposal would require amendment of T-2000 and the Eugene Bikeways Master Plan. Also, if the Emerald Canal is built to connect the Millrace and the Amazon, this area would be affected. The interrelationship of the streets will influence and be influenced by the canal's location. Adoption of proposal 2 would help meet adopted City policies regarding limiting heavy traffic to as few streets as possible and discouraging heavy traffic and one-way streets in residential neighborhoods.
3. The University, Sacred Heart General Hospital, the West University Neighbors, and the City should actively pursue a comprehensive, coordinated parking program to creatively use all available parking facilities to their maximum capacity and avoid the need for massive new parking lots or structures. Components of such a program might include:

--using underused parking such as at motels, churches, and temporarily vacant lots for University parking.
--using a computerized matching system to match parking needs to available parking.
--if necessary, using a shuttle system to make outlying parking areas more attractive and accessible to users.

4. The possibility of a campus area special parking district should be explored.

5. The City should institute a residential preferential parking system in parts of the West University Neighborhood. The woonerf* area should be the first priority for a preferential parking system.

6. If additional multi-level parking structures are necessary, they should be designed for safety, efficiency, and compatibility with surroundings, taking into consideration the effect on residential areas, including traffic, visual, noise, and artificial lighting impacts, and design for possible later conversion to other uses should be encouraged.

7. The use of bicycles should be encouraged in the following ways:

--Employers should encourage the use of bicycles for work-related trips by providing employee "pool" bicycles.
--Businesses and major employers should provide secure, convenient covered bicycle parking.
--Lane Transit District should be encouraged to put bike racks on buses.
--The City should actively encourage bicycle commuting by offering bicycle commuting workshops.
--The City should continue to improve and expand the bike system.

*The area between Patterson, High, 13th, and 18th has been designated as the woonerf area. Refer to the Neighborhood Design Element for a discussion of the woonerf area.
8. East/west bicycle and pedestrian movement should be improved by one or more of the following:

--using appropriate traffic management techniques to enable smoother traffic flow on east/west bike routes such as 12th and 15th avenues.
--removing parking from arterial streets such as 13th and 18th avenues and making an on-street bike lane(s).
--using the Emerald Canal as a major northeast-southwest pedestrian and bicycle way.
--reassessing bicycle flow around Sacred Heart Hospital.

9. Bicycle and pedestrian access to the Willamette River and other waterways from the plan area should be improved through one or more of the following:

--lighting the path to the Autzen foot bridge.
--developing the proposed Emerald Canal pedestrian way and waterway.
--improving the bike/pedestrian crossing of Franklin Boulevard at Onyx Street.
--using traffic management techniques such as improved pedestrian crossings on arterials.
--developing additional rights-of-way for pedestrian access to the river.
--improving the current connections to the river, especially the Hilyard Street access.

10. Lane Transit District (LTD) should be encouraged to proceed as quickly as possible with system improvements including:

--bus shelter installation, with sites chosen through a cooperative effort of LTD and the neighborhood group.
--more frequent buses.
--earlier and later buses.

11. Employment centers such as the University of Oregon, Sacred Heart General Hospital, Northwest Christian College, and downtown area businesses and government should provide incentives to employees for using mass transit such as:

--providing tokens at reduced cost.
--adjusting work hours to transit schedules.
--requiring job-related trips to be made by bus when possible and providing tokens for these trips.
--providing for reduced-cost monthly passes to employees.

12. The City, Lane Transit District, the University, and the downtown business association should explore the possibility of low-cost and frequent-interval shuttle buses on certain streets for shopping, to connect employment centers with parking areas, and to reduce transfer times between the downtown and hospital/University areas.
13. The Paratransit program should encourage employment centers such as the University of Oregon, Northwest Christian College, Sacred Heart General Hospital, and downtown commercial and government centers to participate in the paratransit program and provide incentives to users such as flex-time and reduced-cost preferential parking.

   Based on the Transportation Study, it appears that carpooling and vanpooling are especially appropriate for Sacred Heart General Hospital because the working hours are not conducive to mass transit use under Lane Transit District's current schedule.

14. The City should request that the State of Oregon pay in-lieu-of-tax payments to the transit district because the University of Oregon generates use of the transit service, but does not pay the payroll tax.

15. Pedestrian ways should include curb cuts at corners and/or other improvements that would facilitate use by handicapped persons.

16. The function of alleys as pedestrian ways should be enhanced.

17. The University of Oregon should clearly designate a campus entrance near its visitors' parking lot at Franklin and Agate through signing and promotional materials.

18. The City and the University should work toward coordination and implementation of the University of Oregon's and the City's transportation and parking plans through methods such as:

   --coordination and implementation of the University and City Bikeways Master Plans.
   --creation of an ex officio position on the Campus Planning Committee Transportation Subcommittee for a City representative.
   --creation of an official position on the City Bicycle Committee, appointed by and representative of the University of Oregon.
   --creation of a structure or process to coordinate and communicate parking problems, needs, and facilities.
EXISTING:
Willamette: one-way south beginning at mall; contra-flow for transit is proposed in T-2000.
Oak: one-way northbound
Pearl: one-way southbound; left bike lane
High: one-way northbound beginning at 19th; two-way north of 6th; left bike lane; difficult bike crossover between 7th & 6th

PROPOSED:
Willamette: a two-way shopping street with mix of cars, transit, and bikes
Oak and Pearl: one-way automobile streets for efficient movement of traffic
High: a two-way residential street with bike lanes, transit routes, and local car access

This map is a schematic depiction of proposal 2. Further study of feasibility and impacts on the regional transportation system is necessary. Map not drawn to scale.

west university refinement plan
proposed transportation system changes
III. public facilities and services
III. PUBLIC FACILITIES AND SERVICES ELEMENT

Introduction

This element considers the provision of publicly owned and operated urban facilities and services such as parks and recreation, schools, water, sewers, power, and fire and police protection.

The services and facilities in this element are necessary for the efficient functioning of this complex urban neighborhood, as well as the city as a whole. As this plan area becomes more densely populated and developed, it becomes increasingly important that the system of urban services and facilities be in place and working properly.

Services and facilities that are not publicly owned and operated such as churches, health care facilities, and social service agencies are also important to the functioning of an urban neighborhood, but are not within the scope of this element.
Findings

1. This plan area is one of the oldest in the City, and therefore has long been developed with basic urban services such as sewers, water, and public utilities.

2. City Engineering Division staff say that the sewer collection system in the plan area has some existing capacity problems.

3. According to Eugene Water & Electric Board (EWEB), the water and electricity facilities in the plan area are in adequate condition and have the capacity to serve current development. EWEB and the City have an ongoing and coordinated planning process, which includes coordinating water and sewer facilities for repair and capacity upgrading and the installation of electrical facilities. This process is adequate to meet increasing densities in the plan area.

4. The West University Neighborhood has a high crime rate relative to the City as a whole. The following chart compares the incidences and crime rates for crimes against people and residential burglary in West University and the entire city in 1979.

<table>
<thead>
<tr>
<th>CRIME</th>
<th>AREA</th>
</tr>
</thead>
<tbody>
<tr>
<td>Crimes Against People</td>
<td>West University</td>
</tr>
<tr>
<td></td>
<td>Number</td>
</tr>
<tr>
<td>Rape</td>
<td>8</td>
</tr>
<tr>
<td>Attempted Rape</td>
<td>2</td>
</tr>
<tr>
<td>Sodomy</td>
<td>4</td>
</tr>
<tr>
<td>Aggravated Assault</td>
<td>59</td>
</tr>
<tr>
<td>Residential Burglaries</td>
<td></td>
</tr>
<tr>
<td>Forced</td>
<td>49</td>
</tr>
<tr>
<td>Non-forced</td>
<td>80</td>
</tr>
<tr>
<td>Attempted</td>
<td>6</td>
</tr>
</tbody>
</table>

*Based on number of incidents per 10,000 population.
**Based on number of incidents per 1,000 dwelling units.
8. The West University has very little interior usable open space and range in parks compared to the city as a whole.

7. Agency Animal Control staff report that the plan area has a high incidence of animal control problems such as dog bites and animals fire problems areas.

6. The Eugene Fire Department serves the plan area with three stations (7th and Pearl, 17th and Agate, and 33rd and Donald). The response time to emergencies is about 90 seconds, compared to 3-5 minutes in some parts of the city. The department inspects apartment building because of the high density in the plan area, five trucks are routinely for fire danger every six months and individual residences on request.

5. The West University Crime Prevention Program started in 1979 and the burglaries and sex crimes.

4. Decreases in the crimes on which the program focused: residential.

3. Some of the high-density residential areas in the city. The plan area has the lower-density residential areas, compared to three trucks in most of the plan area, compared to three trucks in the area.
9. Until summer 1980 the plan area had no community gardens within its boundaries. Through the efforts of the neighborhood group a community garden area was started on private land near 13th and High.

10. The plan area has no elementary schools. The area is served by Condon and Edison grade schools, both of which are difficult to walk to from the West University area.

11. The plan area has no glass and metal recycling facilities.

12. The University is contiguous to the plan area and is an important source of services and facilities for area residents. The majority of residents (64 percent) are students and have full access to University facilities and services. Many University services and facilities such as the museums and libraries, open space, cultural and sports events, and community education classes are open to all neighborhood residents.

13. Utility poles presently are used as bulletin boards in the plan area and as such serve as a means of communication.

14. The major institutions in the plan area are tax-exempt, yet they benefit from a high level of costly urban services.
Policies

Refer to the definition of policy on page 3.

1. Except when contrary to established public policy, facilities and services needed for this plan area shall be provided through cooperative efforts of the public and private sectors including the City, the neighborhood group, the University of Oregon, Sacred Heart General Hospital, Northwest Christian College, business interests, social service agencies, and churches in the plan area. The City shall provide leadership in developing cooperation and communication.

2. In the provision of public facilities and services, the City will take into consideration that the plan area is the most densely populated in the city and is heavily used by non-residents and therefore has a greater need for public facilities and services investment than most areas of the city.

There is a concern that the public services and facilities investment in the plan area be comparable to that in outlying or newly developed areas, taking into consideration the number of people being served. This policy is meant to highlight the particular need for public investment in the West University Neighborhood.

3. The City will upgrade the storm and sanitary sewer collection system in the plan area through normal repair and upgrading.

4. The City and EWEB shall continue to coordinate water and sanitary sewer repair and upgrading.

5. In the provision of services and facilities in the plan area, special recognition and consideration shall be given to the need for retaining and upgrading the livability of this densely populated and centrally located area that contains concentrations of persons with special needs, particularly renters, students, low-income persons, group home residents, handicapped persons, and the elderly.

6. Programs to expand the accessibility of the neighborhood to handicapped individuals shall be planned and implemented.

7. Public Safety programs in the plan area shall be designed to ensure residents and businesses reasonable security for themselves and their property.

8. Adequate lighting for nighttime walking and bicycling and to reduce the fear of crime shall be developed and maintained.

9. Additional usable open space and recreation facilities shall be developed in the West University Neighborhood.
10. The City shall continue to support the West University Neighborhood group's operation of the West University Neighborhood Center and recognize its special importance because the West University has no elementary school within the neighborhood to provide facilities for community activities.

11. Recycling of solid wastes and energy conservation shall be encouraged in the plan area through stronger incentives and/or requirements.

12. The City shall support State legislation requiring in-lieu-of-tax payments for services provided to the University of Oregon and shall continue to collect fees for services from the institutions.
Proposals

Refer to the definition of proposal on page 3.

1. The provision of services and facilities in the plan area should be a cooperative effort of the private and public sectors with the City taking a leadership role to facilitate communication and cooperation.

2. Certain streets should be designed and developed as recreation facilities for residents.

3. The neighborhood crime prevention programs and the Eugene Police Department should continue efforts to encourage citizens to be involved in crime deterrence.

4. The City should support the neighborhood group's efforts to continue its outreach, information, and advocacy role for neighborhood residents.

5. To improve pedestrian mobility, especially for handicapped persons, sidewalks should be maintained and upgraded and steps should be taken to enforce the existing prohibition of vehicle parking on sidewalks.

6. Community garden space within the plan area should be developed.

7. Bulletin boards should be placed at activity centers such as businesses and parks.

8. Steps should be taken to control litter and garbage in the plan area. Trash cans should be available at activity centers.

9. Recycling should be encouraged. Apartment building owners should be encouraged to provide separation facilities. Recycling facilities for glass, metal, and paper should be available within reasonable walking distance for neighborhood residents.
IV. Neighborhood design
IV. NEIGHBORHOOD DESIGN ELEMENT

Introduction

The purpose of the Neighborhood Design Element is to identify, strengthen, protect, promote, and integrate social or human processes and physical or community form that are significant to the neighborhood. This element provides policy for saving and improving certain features of the neighborhood and proposes urban design concepts that would change and improve other features in the plan area.

Most of the terms used in this element have a generally accepted use or meaning, but it may be useful to discuss some of the urban design terms as they are presented here.

*Woonerf* is a Dutch word for a way to design streets and adjacent public rights-of-way to provide for shared use of the street by pedestrians and automobiles. It includes a special set of design standards and new traffic regulations. The plural is *woonerven*. In the West University Neighborhood the popular spelling is "WUNerf".

*Waterways* is the term used here to refer to the Millrace and Amazon Creek. This plan refers to a third waterway, a canal, which, if built, would connect the existing two, thus forming a waterway system that, as proposed, would serve several purposes: flood control, transportation, recreation, and a visual amenity.

*Activity Centers or Nodes* are special places where activity or concentrations of use occur. They often are strategic points such as those places where paths cross. Examples of activity centers in the plan area are Max's Tavern, Sacred Heart General Hospital, the shopping area at 18th and Pearl, and the area at 13th and Kincaid.

*Edges* are borders and usually are linear. In this plan area, the edges are defined by streets and also on two sides by the University campus edge. Edges can be hard, such as a wall or street busy with automobile traffic, or they may act as a kind of seam binding two areas together.

*Barriers* are things that separate or prevent passage. Some of the busy streets in this plan area, such as Franklin Boulevard, Hilyard, Patterson, Oak, and Pearl streets, act as barriers to pedestrian and bicycle movement.

This element takes policy guidance from sections of the Metropolitan Area General Plan, the 1974 Community Goals and Policies, and the Statewide Goals and Guidelines. A particularly applicable section of the Community Goals and Policies is the policy which states in part that the City should "create an environment of beauty for its people ... by following plans which emphasize our natural resources... We should strive for the beauty that is provided by the harmonious relationship of parts: natural topographical features, parks, and parkways, living areas, working areas, arterial systems, peripheral open space."

The need for a neighborhood design element is based partly on a need to retain and increase livability while recognizing City goals to increase density in the central areas. The emphasis is not on architectural principles, but on ways to vitalize and humanize the neighborhood.
Findings

1. The West University neighborhood identity is formed by a number of physical features including the following, most of which are shown on the Urban Design Features Map:

   -- a mix of single- and multi-family dwellings.
   -- large older structures that were originally built as residences.
   -- a variety of small businesses.
   -- two waterways, the Amazon Slough and the Millrace.
   -- alley cottages.
   -- murals at neighborhood borders.
   -- pockets of usable open space such as the WUN Park, the courtyard near 13th and Hilyard, and alleys.
   -- an alley grid system that is approximately three-fourths paved.
   -- a grid street system that acts as paths, edges, and barriers.
   -- a large number of mature street trees.
   -- Sacred Heart General Hospital.
   -- the University of Oregon campus.
   -- Northwest Christian College.
   -- twelve historic landmarks that have been recognized by placement on the City, State, and/or Federal Historic Registers.
   -- a large number of potential historic landmarks.

2. Over 40 percent of land space in the plan area is used for automobile movement, service, and storage. Of the land in the plan area, about 8 percent, or 24 acres, is used as parking lots and about one-third, or 95 acres, is the public right-of-way including streets, sidewalks, and green strips.

3. Some of the land area in the West University Neighborhood is in the 100-year floodplain (see Urban Design Features Map).

4. At the present time, the two waterways in the neighborhood, the Millrace and Amazon Creek, are not used to their full potential and do not have adequate public access.

5. Nearly 90 percent of respondents in the First Survey* stated that noise pollution is an important or very important problem or issue in the neighborhood.

*See West University Refinement Plan Appendix for full results of the First Survey, West University Refinement Plan.
Policies

Refer to the definition of policy on page 3.

1. Elements that enhance neighborhood identity, character, or the "image" of the plan area, as well as livability, shall be maintained and/or encouraged whenever possible. Examples include:

- murals
- street trees
- street furniture
- small-scale businesses including street vendors
- ornamental paving
- solar energy
- mass transit use
- pitched roofs, wood-framed windows, wood exterior siding
- small, intensely developed usable open spaces
- waterways
- alley cottages
- older homes
- a distinctive street lighting system
- mixed-use buildings
- community gardens

2. Elements that are detrimental to neighborhood identity, character, and livability, such as large parking facilities and the use of motor vehicles, shall be discouraged.

3. The City shall continue to implement a program of historic preservation to identify and restore structures and other landmarks of historic significance in the plan area.

4. The City shall encourage preservation of existing older structures in the plan area that merit saving because of structural soundness or historic or architectural merit, using methods such as rehabilitation and housemoving.

5. Design elements that encourage walking, such as pedestrian paths, street trees, benches, low-level lighting, trash cans, mailboxes, and planters shall be encouraged.

6. Care shall be taken to maintain or improve pedestrian and bike crossings on streets that form edges or barriers.

7. The City shall protect and enhance the Millrace and Amazon Creek.

8. The City shall study the feasibility of connecting the Millrace and Amazon Creek with a canal that would provide opportunities for site repair, redevelopment, flood control, recreation, transportation, and improving the environment.

9. The City shall recognize that in order to best use scarce open space in the plan area, certain streets shall be considered for recreational and other uses.

It will be necessary for the City to take specific steps to legally authorize the use of streets for non-transportation purposes and to minimize liability.
10. Certain streets (see Street Design Map) will become a woonerf area and will be developed by the City or private developers to provide for shared use by pedestrians, bicycles, and local automobile traffic. This concept will be implemented incrementally over time to test its feasibility. The woonerf treatments will not be applied to the bordering arterial streets--18th, 13th, Patterson, and High--and thus will provide an incentive for traffic to use those arterials. The woonerf concept is not the same and should not be confused with street diverters or barricades. It will not restrict access to any area within its boundaries. Initial implementation could include:

--Through automobile traffic should be limited or excluded; vehicles whose origin or destination is in the woonerf should be permitted.
--Entrances and exits to the woonerf should be easily distinguishable from other streets, using more than just traffic signs.
--The number of parking spaces may be restricted, but must be sufficient for the needs of the residents.
--Recreation facilities such as basketball hoops, picnic facilities, and street games should be available to encourage diverse use of the public rights-of-way.

See also the indented note under Policy 9 in this element.

11. If experience shows that the woonerf concept works in this neighborood, then more extensive and permanent street treatments will be implemented as funding permits. These may include:

--permanent recreation facilities.
--roadways that are narrowed and identified by special paving with the passage of two cars permitted by the use of pull-out areas.
--design details and street furniture that serve the residents of the area.
--community gardens.
--clustered parking.
Proposals

Refer to the definition of proposal on page 3.

1. The City, in conjunction with Lane Transit District, the neighborhood groups, the US Postal Service, and the private sector, should develop or enhance service nodes or activity centers in or near high-density residential areas. Service nodes should have the following types of amenities:

- landscaping with grass, flowers, shrubs, trees
- room for activities such as street performances, bake sales, etc.
- places to sit
- sun access
- rain protection
- public telephones
- bus stops
- shade
- play structures
- art work
- bulletin boards
- food vendors
- wind protection
- access to shops
- public toilets
- bike parking
- drinking fountains
- waste disposal baskets
- letter drops
- accessibility for handicapped

2. Streets that form the edges of the West University Neighborhood should be considered important for forming neighborhood identity. Certain places, such as the eastern end of 11th Avenue, should be enhanced as gateways to the neighborhood. Other edges, such as Willamette Street, should be improved and be designed as a connection to other neighborhoods, not a barrier to reaching them.

3. Certain streets (see Street Design Map) should be designed to emphasize the efficient movement of automobiles, trucks, and buses, and should be developed by the City and private developers in the following manner:

- Parking strip development should emphasize separation of pedestrians and traffic flow and noise control. (See Appendix for design examples.)
- Trees should be of uniform species and evenly spaced.
- If necessary, parking should be removed and access limited to further the purpose of efficient movement of automobiles.
- Lighting should be energy-efficient and should be designed to emphasize the vehicle use of the street.
- Major bus stops should be designed as pull-outs with a different paving material and should have benches, shelters, bike parking, route information, telephones, plantings, and bulletin boards.
- Processional ways should be designed to accommodate special events such as parades and road runs.
- Higher residential density should be permitted along processional ways with usable open space required as part of the development.
4. Certain streets and other pathways (see Street Design Map) should have design characteristics for pedestrians, buses, and/or bicycles, such as the following:

--speed control surfaces in areas where bike traffic will be mixed with heavy pedestrian use.
--a variety of edge design, both hard and soft.
--energy-efficient, low-level lighting that enhances the waterways making them usable at night.
--public facilities such as benches, picnic areas, and rest rooms at selected sites.

5. The Millrace/Emerald Canal/Amazon waterways system, if built, should have the following characteristics:

--walkways and/or bikeways along the length of the waterways.
--easy access from street level to water level.
--open space along the waterways that is accessible to the public.
--new development that is both sensitive in its design and relationship with the waterways.
--varied uses along the edges, including picnic areas, cafes, small retail businesses, offices, parking lots, residences, etc.
--street/water crossings that are identified in a special way.
--high-intensity uses that are balanced with public recreation space.
--speed control surfaces in areas where bike traffic will be mixed with heavy pedestrian use.
--a variety of edge design, both hard and soft.
--energy-efficient, low-level lighting that enhances the waterways making them usable at night.
--public facilities such as benches, picnic areas, and rest rooms at selected sites.

6. The City should consider means for using the financial benefits of the canal to develop the Emerald Canal and to subsidize new low-income housing and other public benefits near the canal.

7. If the proposed Emerald Canal is built, any proposed development along it should be subject to a special review process to guarantee the public benefits associated with the canal and associated development.

8. House moving should be encouraged to save worthy structures, infill, and retain neighborhood character.

9. Institutional edges should be designed as soft edges or seams using design concepts such as the following:

--shops on the street level of large buildings.
--green spaces or other facilities that can be shared by institutional and non-institutional users.
--the scale of development should be similar on both sides of the edge.
west university refinement plan

street design
V. land use housing and commerce
V. LAND USE, HOUSING, AND COMMERCE

Introduction

The West University Neighborhood is located between the central business district of Eugene and the University of Oregon, and includes Northwest Christian College and Sacred Heart General Hospital. About half of the plan area is zoned for commercial uses and half is zoned for residential uses. There is a small amount of Public Land and Historic zoning. The housing stock consists of older single-family dwellings mixed in with a variety of apartment structures, duplexes, group homes, and apartments above commercial establishments. The percentage of owner-occupants has decreased dramatically since 1960 and is currently about four percent. The commercial building stock includes buildings of all types and ages from former residences to new commercial structures.

West University is unique in the city because of the large percentage of commercially zoned land. Commercial uses in the plan area are important to both the neighborhood, the community, and the region and therefore should be retained and upgraded. The Land Use Diagram identifies areas of commercial zoning that are appropriate for serving the region or the community and areas that should be more clearly neighborhood-oriented. Certain areas are defined as not appropriate for non-residential uses and some areas are designated commercial and housing.

This element proposes how the land in the area should be used or shared by the competing interests of institutions, businesses, public services, and housing and how the residential uses should be protected and upgraded so that their co-existence and compatibility with other uses is ensured. This element covers three separate but overlapping subject matters: land use, housing, and commerce.

The land use policies and proposals include a Land Use Diagram and some proposed changes in the Land Use Chapter of the Eugene Municipal Code. For the most part existing zoning and land uses are recognized and reinforced while guidance is provided for future developments.

The housing policies and proposals recognize current city housing policies requiring high density near the downtown and University; dispersal of households of particular income levels; and a variety or mix of housing types, residents, and ownership/rental opportunities. Changes are proposed in the residential land use regulations to make high-density neighborhoods more livable and acceptable as a choice for a broad range of households such as families, single people, owner-occupied, handicapped persons, and central-city working people, as well as students, renters, and low-income persons. Policies to save and increase residential uses in all parts of the plan area are instituted.
Findings

1. A variety of land uses exists in the plan area that can be generalized to subareas. Refer to Generalized Existing Subareas Map.

2. Major land uses in the neighborhood are commercial, institutional, and low-, medium-, and high-density housing. None of the area is zoned for low-density residential use, while approximately 50 percent of the area is zoned for medium- and high-density residential uses (R-3 and R-4 zoning districts). See Existing Zoning Map.

3. The plan area was subdivided and developed as single-family prior to zoning in 1948, but was then zoned multi-family and commercial, resulting in relatively small lot sizes for the current zoning. The average lot size in the area is 6,098 square feet and 42 percent of all parcels are less that 4,000 square feet.

4. The zoning and residential densities in the plan area coincide with the Metropolitan General Plan Diagram, which indicates that the area is presently planned for commercial, institutional, and high-density residential uses.

5. The structures in the West University Neighborhood are fairly evenly distributed among single-family/duplex, multi-family, and commercial.

<table>
<thead>
<tr>
<th>Structure Type</th>
<th>No. of Structures</th>
<th>No. of Residential Units (Group Qtrs. Excluded)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Single-Family and Duplex</td>
<td>389 (38%)</td>
<td>490</td>
</tr>
<tr>
<td>Multi-Family (including Group Qtrs.)</td>
<td>314 (31%)</td>
<td>2,365</td>
</tr>
<tr>
<td>Commercial (including Sacred Heart)</td>
<td>287 (28%)</td>
<td></td>
</tr>
<tr>
<td>Other (education, civic, etc.)</td>
<td>30 (3%)</td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td>1,020 (100%)</td>
<td>2,855</td>
</tr>
</tbody>
</table>

Sources: Lane County Geographic Information Base (1979)
Housing Information Survey (1978)

6. The 34 units per gross acre residential development density in the West University Neighborhood is within the range shown in the Metropolitan General Plan, but is less dense than permitted by the zoning districts.

   R-4 permits a maximum of 109 units per gross acre and R-3 permits 36. According to the Metropolitan General Plan, anything over 20 units per gross acre is high density.

7. The current R-3 zoning requirements in the Eugene City Code are such that nearly all of the required open space may be provided in the required 12-foot front- and 5-foot side-yard setbacks.

8. Under the existing Land Use Code, street frontage is required for all parcels and lots; therefore, lots and parcels with only alley access are not permitted.
9. Of the 99 acres zoned for residential use, 76.7 acres (77 percent) are being used residentially. The breakdown of the 22.3 non-residentially used acres is as follows:

--10.4 acres are being used commercially, mostly for medical clinics or professional offices.
--2.9 acres are being used for civic or educational purposes, mostly churches. There are four churches in residentially zoned land.
--7.1 acres are public rights-of-way for roads, parking, or water.
--1.9 acres are undeveloped.

10. Sixty-four percent of clinic and hospital services land in the plan area, a total of 5.5 acres, is located in residential zoning districts.

11. There is recent pressure for more clinics and professional offices in residential zones because of the relatively inexpensive land and proximity to health and business centers. Housing is not able to compete economically with these commercial uses.

12. The Neighborhood Analysis, 1978 Update identifies the West University Neighborhood as blighted and therefore in need of public and private conservation and redevelopment efforts.

13. Compared to the balance of the city, the West University and other central city neighborhoods have a smaller percentage of home sales and rehabilitations that are financed by banks and savings and loan institutions.

14. The percentage of substandard buildings in West University is relatively high but decreasing. In 1973 and 1977, the number and percentage of substandard buildings were as follows:

```
SUBSTANDARD BLDG. CONDITIONS

<table>
<thead>
<tr>
<th>PERCENTAGES</th>
<th>Single Family; Duplex</th>
<th>Multi-Family</th>
<th>Other</th>
</tr>
</thead>
<tbody>
<tr>
<td>City 1973</td>
<td>11</td>
<td>18</td>
<td>9</td>
</tr>
<tr>
<td>WUN 1973</td>
<td>40</td>
<td>28</td>
<td>9</td>
</tr>
<tr>
<td>WUN 1977</td>
<td>32</td>
<td>21</td>
<td>6</td>
</tr>
</tbody>
</table>

Source: City Of Eugene 1973 & 1977 Windshield Surveys
```
15. Currently the Land Use and Housing codes and certain of the parking regulations are enforced by the City on a complaint basis only.

16. The majority of residential structures in West University were built before 1939 or during the 1960's.

AGE OF HOUSING STOCK

Source: Lane County Geographic Information File and 1970 Census

17. The number and percentage of owner-occupied units in the plan area have decreased to the current level of about four percent.

OWNER OCCUPANCY IN THE PLAN AREA

<table>
<thead>
<tr>
<th>Year</th>
<th>1960</th>
<th>1970</th>
<th>1980</th>
</tr>
</thead>
<tbody>
<tr>
<td>Number and percent owner-occupied</td>
<td>389(22%)</td>
<td>182(7%)</td>
<td>113(4%)</td>
</tr>
<tr>
<td>Total units</td>
<td>1,808</td>
<td>2,444</td>
<td>3,037</td>
</tr>
</tbody>
</table>

Sources: L-COG Research Division from 1960 Census, 1970 Census, and 1980 Lane County Department of Assessment and Taxation Real Property Roll.
18. The average number of people per household in the plan area is smaller than the city as a whole, and the housing unit size is smaller on the average.

19. The cost of housing in the plan area is less on the average than in the city as a whole, but, because of locational advantages, is greater than comparable housing in the entire city.

20. In 1970, residents in the West University area paid proportionately more of their income for housing compared to the city as a whole.

<table>
<thead>
<tr>
<th>Housing Cost as a Percent of Income</th>
<th>City</th>
<th>West University Area</th>
</tr>
</thead>
<tbody>
<tr>
<td>0 - 24 percent</td>
<td>37.3</td>
<td>27.5</td>
</tr>
<tr>
<td>25 - 34</td>
<td>36.2</td>
<td>26.6</td>
</tr>
<tr>
<td>35 - 44</td>
<td>10.5</td>
<td>9.5</td>
</tr>
<tr>
<td>45 or more</td>
<td>16.1</td>
<td>36.4</td>
</tr>
</tbody>
</table>

Source: 1978 Housing Information Survey.

21. This plan area contains seven group care homes* for special populations, 25 percent of the city-wide total, housing approximately 110 persons.

22. The plan area contains 28 student group quarters**, 60 percent of the city-wide total, housing approximately 1,400 persons.

23. The University of Oregon projects that there will be no major increase in enrollment over the next ten years, but University staff project some need for expanded facilities within the campus boundaries to correct an existing shortage and to accommodate changes in educational and research program emphasis.

   In 1980 there is no master expansion plan. The University has adopted a plan which consists of a planning process and planning principles rather than a more traditional master plan.

*Group care home, according to the Eugene Code, means any home or private institution maintained and operated for the care, boarding, housing, and training of four or more physically, mentally, or socially handicapped persons or delinquent or dependent persons, by any person who is not the parent or guardian of and who is not related by blood, marriage, or adoption.

**Includes fraternities, sororities, student cooperatives, dormitories, and student boarding houses.
24. Sacred Heart Hospital staff has indicated that there are no current (1980) plans to expand their facility past the hospital boundaries shown on the Land Use Diagram.

25. Northwest Christian College does not expect a major increase in enrollment over the next ten years and does not plan to expand their facilities beyond their boundaries as shown on the Land Use Diagram.

   NCC has an adopted long-range plan, the "Master Development Plan for Northwest Christian College." NCC also has a set of planning goals and concepts, "Planning Goals, Concepts, and Facilities Space Program."

26. The Eugene Renewal Agency expects that downtown retail area expansion will occur to the west of the present retail area and not intrude into the West University Neighborhood.

27. The University of Oregon, Sacred Heart General Hospital, and Northwest Christian College own a total of 22 acres of land in the plan area.

   | Northwest Christian College | 8.4 |
   | Sacred Heart Hospital      | 10.1 |
   | University of Oregon       | 3.5 |

28. The University of Oregon dormitories, married-student housing, fraternities, sororities, and co-ops house 30 percent of the approximately 16,500 students enrolled.

29. Prior to the Refinement Planning and Neighborhood Improvement Program processes, there were no formalized methods of coordination and communication between the neighborhoods and the institutions on matters of mutual concern. Since these processes began in 1977, communication and coordination processes have improved.

   For example, the West University Planning Team and the Crime Prevention Advisory Committee have institutional representatives. The institutions and neighborhoods have also initiated discussions on specific issues such as land uses, housing, and transportation.

30. A number of commercial structures in the plan area have apartments in them, usually on the second floor.

31. The West University Neighborhood is unique in that much of its commercial area serves regional rather than neighborhood needs.

32. Much of the commercially zoned property in the plan area, particularly that south of 13th Avenue and west of High Street, is not presently used to its potential as commercial land.
33. The plan area contains one small grocery store that is a non-conforming use.

34. The plan area had 7,031 private-sector employees in 1980, which is about 12 percent of the city's and county's private services and retail trade employment.

35. Of the 86.2 net acres zoned for commercial uses in the plan area (C-2, C-3, RP), 39.6 acres (46 percent) is used commercially and 17.8 acres (21 percent) is used for parking. The remaining commercially zoned land is used as follows:

- 12.2 acres (14 percent) is multi-family housing
- 9.7 acres (11 percent) is single-family and duplex housing
- 4.1 acres (5 percent) is undeveloped
- 2.8 acres (3 percent) is other, including churches, civic, education.

36. Commercial uses in WUN are divided as follows:

<table>
<thead>
<tr>
<th></th>
<th>Acres</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Retail trade</td>
<td>15</td>
<td>29</td>
</tr>
<tr>
<td>Services</td>
<td>37</td>
<td>71</td>
</tr>
<tr>
<td>Total</td>
<td>52</td>
<td>100</td>
</tr>
</tbody>
</table>

This finding differs from the previous finding because 10+ acres are used commercially, but zoned residentially.

37. Health care and education are important and growing industries in the local economy. Three major institutions in or adjacent to this plan area, University of Oregon, Sacred Heart Hospital, and Northwest Christian College, employ a total of over 7,000 persons and have total yearly operational expenditures in excess of $114 million. The plan area contains the offices of about 175 physicians and dentists and numerous other members of the health care industry. It is estimated that between 62 and 441* additional physicians will wish to locate in WUN by the year 2000. Sacred Heart Hospital has 401 beds in 1982 and estimates it may need to expand to as many as 610 beds by the year 2000.

38. Approximately 2,500 people are employed in the health care industry in WUN, representing a payroll in excess of $60 million.

39. The plan area contains approximately 700 small firms.

*Estimates by Economic Consultants Oregon, August 1981.
Policies

Refer to the definition of policy on page 3.

1. The City of Eugene will use the Land Use Diagram and policies of this plan along with other City policies in making land use and other decisions regarding the plan area. The Land Use Diagram is a generalized map and graphic depiction of the policies and proposals of this plan and the Community Goals and Policies. It is a supplement to and a refinement of the General Plan Diagram.

2. There will continue to be an opportunity for residents, businesses, and property owners to be involved in land-use decisions that affect them.

3. The City of Eugene will update its Land Use Code and that effort shall particularly take into account the need to:

   --reduce non-residential uses permitted in the R-3 and R-4 zones.
   --redefine usable open space.
   --enable infilling on newly created small lots.
   --enable alley access as the primary access to newly created lots.
   --reduce the minimum lot size.
   --increase the flexibility of development standards (for example to enable more efficient use of open space, shared open space, shared parking, and more extensive use of public rights-of-way).
   --review parking requirements for residential development with the purpose of reducing the required number of spaces per unit in the plan area.
   --amend the commercial zoning in the City Code to provide a greater range of commercial zones.

4. The City shall develop mechanisms for shared planning and/or consolidation of small parcels under multiple ownership for development so that better site planning and use can occur.

   Results might include shared parking, better sun exposure for solar energy use, shared open space, and saving mature vegetation.

5. The City will actively enforce the Land Use, Housing, and Parking sections of the Eugene City Code in the plan area.

6. The existing non-conforming small grocery store in the plan area shall be allowed to remain in operation as a non-conforming use.

7. Efforts shall be made to save existing structures that merit saving because of structural soundness and/or historical significance.

8. Efforts shall be made to save existing residential structures in the plan area. These efforts shall include rehabilitation, housemoving, and infilling.
9. The City will encourage residential uses in all parts of the plan area.

The intent of this policy is to provide housing opportunities in all zoning districts in the plan area, but not to the exclusion of other uses in non-residential zones.

10. The City and the neighborhood groups will encourage and promote owner occupancy in the plan area.

11. The City and the neighborhood shall study ways to encourage a variety or mix of structure types providing both owner and rental opportunities and appealing to a diverse population.

12. The City shall update its Housing Code so that:

-- the standards, such as for light and ventilation and minimum room and space dimensions, etc., are more appropriate for existing structures;
-- the language is made more understandable; and
-- the Housing Code is consolidated for easier use.

The Housing Code covers health and safety issues in existing housing, not standards for new construction. It should not be confused with the State of Oregon Structural and Fire and Life Safety Code, commonly called the building code, which covers new construction. This policy is intended to make the City Housing Code more applicable to existing housing, more readily available, and easier to use and enforce. One intended result is a reduction of the substandard housing in the plan area.

13. The City shall encourage housing that is wheelchair-accessible.

14. The City shall prevent the number and scale of group care facilities from becoming so concentrated in the plan area that 1) the area loses its attractiveness as a residential setting and 2) the residents of group care homes are no longer living in a residential setting.

15. The City will prevent non-residential uses, permitted in residential zones south of 13th Avenue as a result of the conditional use permit process, from becoming so concentrated or numerous that the area loses its attractiveness as a residential area.

16. The City shall create formalized land-use planning mechanisms for such uses as hospitals and colleges in order to provide for coordination of institutional development plans with transportation, land use, and other policies and plans of the larger community and the neighborhoods.

17. The City will facilitate the development of a formalized process for ongoing coordination between the institutions and adjacent neighborhoods on matters of mutual concern.
18. The City will encourage the State System of Higher Education to provide more adequately for student housing at the University of Oregon.

19. The City will assist the health care and education industries to grow and to continue to provide services and employment to the extent allowed by balancing all City goals, recognizing that they are important contributors to the local economy.

20. The R-4 land on 12th Avenue directly to the west of Sacred Heart Hospital is an appropriate site for clinics to locate through the conditional use permit process if they meet the following criteria. The first three criteria will be used as guidelines and the fourth will provide a defined limit:

   --Proximity to the hospital (sites closest to the hospital preferred)

   --Intensity (preference will be given for developments maximizing efficient use of land, for example, through structures of three stories or more)

   --Location on an arterial (developments with access from an arterial are preferred)

   --Retain residential predominance (at least 50 percent of the R-4 land area between 11th and 13th and Patterson and High streets shall be residential in use)

21. All new development in the R-4 zoned land north of 13th Avenue in the plan area shall be subject to site review so that it is efficient, workable, safe, compatible with surroundings, and considerate of historic and natural features.

22. New clinics shall not be allowed in the residentially zoned areas south of 13th Avenue in this plan area.

23. The five existing clinics and hospitals in the R-3 area south of 13th Avenue in the plan area will be allowed to expand through the conditional use permit process onto land under their development control as of December 1, 1981.

24. Commercially zoned property in the plan area shall be used more intensely in the future.
Proposals

Refer to the definition of proposal on page 3.

1. The City should amend its zoning code to recognize that required lot size should be tied to the zoning and the proposed development scale. The following might result:
   --a larger minimum development site requirement for multi-family housing and/or mixed-use developments.
   --a reduced minimum lot size for single-family dwellings in multi-family residential districts.

2. The City Code should be amended so that small alley-access lots can be created in certain developed areas of the city.

3. The following uses should not be permitted as conditional or outright uses in the R-3 zoning districts: clinics, colleges, hospitals, private clubs, lodges, meeting halls, and public and private parking garages.

4. The following uses should not be allowed as conditional or outright uses in the R-4 zoning district: hotels, motels, motor hotels, tourist courts, conference centers, and public parking garages. The following uses should be allowed only as conditional uses in the R-4 zoning district: clinics, private parking areas, and churches.

5. The City's commercial zoning districts should be revised and consideration should be given to:
   --including a zone for commercial uses that are small scale, pedestrian-oriented, and not necessarily located in clusters.
   --creating a zoning district that falls between the present C-1 and C-2 in range and intensity of uses, with particular attention to limiting auto-oriented uses.
   --allowing housing outright in the commercially zoned areas in this plan area.

6. In the City Zoning Code, the definition of the word "abut" should be revised so as to include properties which are not only contiguous to, but which would be contiguous if it were not for intervening streets, alleys, or other public rights-of-way.

7. Residential development in the West University Neighborhood area should be exempt from the City's systems development charge.

8. The City should develop a system of incentives and regulations to encourage developments that better meet City and neighborhood goals such as more options for owner occupancy, mixing income levels, usable open space, and increased energy and resource conservation.

9. The City should institute review procedures and standards for large developments in medium- to high-density zones to ensure livability and minimize possible adverse environmental impacts. Large developments should be defined by the number of living units and/or development site size. Flexible development standards should be employed.
10. The City should use criteria such as the number of bedrooms or the total population in addition to units per acre to define density.

11. Consideration should be given to eliminating setback standards in medium- to high-density zones in favor of performance standards such as corner vision clearance, sun exposure, usable outdoor-living areas, and compatibility with the surroundings. In considering setback standards, recognition should be given to whether the street is designated as an arterial or residential street.

12. The City should consider a rental licensing program as a revenue source for code enforcement.

13. Conversion of large single-family dwellings or non-residential structures to multiple smaller units should be encouraged as a way to increase density in a way that is preferable to redevelopment.

    This proposal suggests that retaining large single-family dwellings and converting to more units is preferable to redevelopment. This proposal does not suggest that all such structures should be converted to apartments. Implementation of this proposal will require flexible development standards in some instances.

14. The City and the neighborhood groups should work together to encourage preventive maintenance in the plan area.

15. The City should consider adopting a dispersal policy for granting conditional uses in residential zones south of 13th Avenue.

16. Ownership should be promoted through creative ownership mechanisms such as cooperatives, a home purchase program for renters, and condominiums.

17. The City should take an active role in preventing discrimination in residential lending.

18. The mixed use of structures, such as housing above commercial uses, should be encouraged.

19. The City should consider public improvement and site design criteria to apply to residential uses located on arterials.

20. The City should give assistance to the three neighborhood groups surrounding the University for forming a process of two-way communication and advice on matters of mutual concern to the neighborhoods and the University such as land use, transportation, and housing.

21. Institutional edges should be developed as soft edges that relate to and are compatible with the community and adjacent uses.

    Refer to the Land Use Diagram and the Neighborhood Design Element for additional information on soft edges.
22. The residential parking ratio should be reduced to one space per unit.

23. The City and WUN should find ways to assist new and existing small businesses in the plan area such as but not limited to:

-- maintaining an efficient transportation system
-- identifying sources of venture capital
-- beautifying the public areas near businesses
-- providing assistance in addressing parking concerns.
See text on adjacent pages for explanation of land use areas.

west university refinement plan

land use diagram

generalized future land use patterns
**Land Use Diagram**

The Land Use Diagram consists of a map and explanatory text that represents generalized future land use patterns for the plan area. These proposed land use patterns are based on a number of factors, including:

- the type of development which already exists in the area
- the condition of existing structures
- the type of zoning or other land use regulations already applied to the area
- the policies and proposals developed during the refinement planning process
- goals and policies previously adopted by the City which have bearing on the plan area, in particular, the 1974 Community Goals and Policies and the Eugene/Springfield Metropolitan Area General Plan

The Land Use Diagram and its accompanying text will be used along with policies of the West University Refinement Plan, as well as other adopted goals, policies, and plans to evaluate individual land use proposals. It will also be used to determine the need for public facilities and services to better serve the area and as a guide for private development.

The Land Use Diagram is not a zoning map. In nearly every case, there is more than one zoning district that could be applied and still provide for the suggested land use patterns. This Land Use Diagram reinforces existing zoning patterns and does not call for any zoning reclassifications. This plan diagram is a refinement of the Metropolitan Area General Plan and, like the General Plan, must be used in conjunction with the plan text and other adopted City plans and policies to evaluate individual land use proposals.

Certain areas on the Land Use Diagram are shown as crosshatched. These areas are sensitive because they are edges or transition areas between very different uses. Edges are often hard or distinct, such as a wall or a busy automobile-dominated street, or edges may act as a kind of seam, binding two unlike areas together. The crosshatching is used to represent areas where it is particularly critical that two areas or types of uses come together as a soft edge or seam, rather than a hard edge. A soft edge relates to and is compatible with the community and adjacent uses. The crosshatched or soft edge areas on the Land Use Diagram should ideally be implemented with a blending of the two areas whose colors are in the crosshatching. Ways of implementing the crosshatched or soft edge areas include mixed uses within structures, mixed uses within blocks, mutually usable open space, and/or design features that are mutually supportive.

Because the Land Use Diagram is not intended as a zoning map, a certain amount of flexibility will be used in its implementation. The overall land use designation for an area allows for exceptions resulting from previous planning and approved developments.
1. Millrace Residential Area with Historic Features

This area, which surrounds the Millrace from Alder to its west end near Ferry Street, is currently zoned R-4 and developed with high-rise housing, fraternities, and sororities. The Millrace itself and the Patterson House, 751 East 11th Avenue, are on the State Inventory of Historic Sites and Buildings. The area contains over a dozen other structures which have been identified as potentially having historic merit. The existing R-4 zoning is appropriate. All development in this area should be the subject of site review to address the following factors:

---compatibility with surroundings
---efficient, workable, and safe interrelationships among building, parking, circulation, open space, and landscaped areas.
---due consideration to the preservation of attractive and distinctive historic or natural features.
---signs and illumination in scale and harmony with the site and area.
---adequate provision for flood control and storm drainage.
---safe and efficient ingress and egress.

The historic structures and the Millrace should be saved and improved so that historic aspects of the area are retained. The historic merit of this area should be researched to determine which structures are of historic merit and whether the area should be designated historic.

This area is crosshatched with the Institutional Area in the block between Alder and Kincaid, from 11th to Franklin. Refer to the NCC/Millrace Crosshatch text below.

2. NCC/Millrace Crosshatch

The NCC/Millrace crosshatch area, which extends from 11th to Franklin, between Alder and Kincaid, is residential in use, except for a used car lot on Franklin. The College has identified this as an area for redevelopment/expansion and has acquired most of the property. The area north of the Millrace is zoned C-2, Community Commercial, and the area south of the Millrace is R-4, High Density Residential. NCC has a long-range plan to redevelop the entire area for college uses. It is desirable that any development respect and relate to the Millrace as a special place and take advantage of the waterway in an active or passive way. Development should allow for pedestrian access to and along the water. Eleventh Avenue has been identified as an important corridor because it is a gateway to the neighborhood and the city and because of its richness and the variety of structures and uses. Development along 11th should relate to the street as well as to the Millrace. This crosshatched area has six structures that have been identified as potentially having historic merit. Research on these structures should be conducted in connection with research regarding the historic merits of the Millrace area. The R-4 zoned portion of this area should be subject to site review to address the factors listed above under the Millrace Residential Area.

Refer also to Millrace Residential Area with Historic Features and Institutional Area.
3. Institutional Area

The institutionally used areas (Sacred Heart Hospital, Northwest Christian College, and the University of Oregon) currently are in a variety of zoning districts, including commercial, high-density residential, and public land. In the past, institutional expansion has been a problem because of restrictions placed on the institutions by these zoning districts and because expansion has been met with some community opposition. Establishing an institutional area provides public recognition of institutional boundaries and should help to alleviate some of the problems associated with expansion. The 13th Avenue portion of the block bounded by Hilyard, Patterson, 13th and 12th avenues and the 11th Avenue front of the half-block north of Sacred Heart General Hospital should be developed as a mixed-use, soft edge with particular attention to development at the street level. These soft edges are intended to integrate necessary hospital, parking, and clinic uses with commercial and service uses. The Northwest Christian College area between 11th and Franklin from Kincaid to Alder is shown as crosshatched with the Millrace Area. It is not intended that an institutional area exclude other uses in any case.

Refer also to NCC/Millrace Crosshatch, Hospital/Commercial Crosshatch on 11th, and Hospital/Commercial Crosshatch at 13th and Hilyard.

4. Campus and Hospital Commercial Area

Since 1948 this area has been zoned for and used as a business district to primarily serve the University of Oregon and Sacred Heart Hospital. This pattern is appropriate and desirable and should continue because it provides needed goods, services, and employment opportunities for students, patients, and employees in the area. No zone change is necessary for this to continue. At 13th and Hilyard and along 11th Avenue between Alder and Hilyard this commercial area overlaps with the institutional area. These areas are described below in Sections 5 and 6.

5. Hospital/Commercial Crosshatch on 11th

The crosshatched area on the half-block north of the hospital between Alder and Hilyard is currently zoned C-2, C-3, and R-4. The uses are mixed, including two single-family residences, a clinic, commercial establishments with apartments above, a hospital support building, and parking. Because of its proximity to the hospital, this area is being considered by the hospital for institutional development. Institutional development should be integrated with other uses to form a soft edge along 11th Avenue. This might be accomplished by mixed uses within buildings, mixed uses within the half-block, preservation of historically significant buildings, development of mutually usable open space, or some combination thereof. Development should relate to the street and create a place that is inviting to pedestrians, has spots of interest, and has opportunities for activities. Research should be conducted regarding the three structures identified as potential historic landmarks. They are located on the northeast and northwest corners of the half-block.

Refer also to Institutional Area and Campus and Hospital Commercial Area.
6. Hospital/Commercial Crosshatch at 13th and Hilyard

This area is zoned and used commercially. The hospital has identified this as an area for expansion and has acquired most of the properties. The quarter-block southwest of 13th and Hilyard (Sacred Heart Parking Structure) has been developed as a mixed-use soft edge with retail uses on the first floor and parking above. It is desirable that commercial uses on the half-block north of 13th from Hilyard to Patterson be retained. If redevelopment becomes necessary, the ground level street-front should be used for commercial/retail that is supportive of the residential and institutional uses in the neighborhood.

Refer also to Institutional Area and Campus and Hospital Commercial Area.

7. East 11th Commercial and Housing Area with Historic Features

The area along 11th from Patterson to High is currently a community commercial and housing mix that is dominated by commercial uses. The structures represent a mixture of older former residences and newer commercial type structures. The area is zoned for commercial uses and this zoning pattern should continue.

Because 11th Avenue is an important arterial and the area is in commercial use, it is appropriate that the area continue as a mixed-use area serving the community with some residential uses included. Community uses and medical clinics are appropriate here because of the street designation (minor arterial) and the proximity to the hospital and the downtown.

East 11th Avenue was the first major street connecting the downtown and the University and became a fashionable place to live, lined with large private residences with big front yards. In 1948 when the City was first zoned, 11th Avenue was zoned for commercial uses and in the late sixties the street was widened. There are sixteen structures along this section of 11th that have been identified as potentially of historic merit. Structures of historic merit, including the Calkins House at 11th and Patterson, should be retained and made available for a variety of uses. Because of the historic role the street played as a connection to the University and its current role as a major thoroughfare with important historic features, the historic merit of the area and its landmarks should be researched to determine an appropriate way to save the valuable reminders of the city's and neighborhood's past.

8. East 12th High-Density Residential and Clinic Area

This area is zoned R-4, is predominantly characterized by large older homes, and is used in a variety of ways including apartments, offices, clinics, group homes, and single-family dwellings. This section of 12th Avenue is a major bicycle route with relatively little car traffic. It is also a quiet, shaded, pedestrian corridor between the institutional area and downtown.

Because of this area's proximity to Sacred Heart Hospital, it has a locational advantage for clinics. Because of its location, character, and the existing housing stock, it is also an important housing resource. In order to recognize its importance for both uses, the existing R-4 zoning should be retained and clinics should be allowed as conditional uses. Clinic uses should be allowed through the conditional use permit process and the following guidelines should be used in granting clinic uses:
--proximity--sites closest to the hospital preferred
--preference given to maximizing efficient use of land such as through
structures of three stories or more
--developments located on an arterial preferred

The above criteria are guidelines and it is not necessary that all three cri-
teria be met for a clinic use to be granted. The residential predominance
should be retained in the R-4 zoned area between 11th and 13th and Patterson
and High. At least 50 percent of this R-4 land area should be residential in
use. At such time as 50 percent of this R-4 land becomes non-residential in
use, no more conditional use permits for non-residential uses will be granted.

Development in this area should be the subject of site review to address the
following factors:

--compatibility with surroundings;
--efficient, workable and safe interrelationships among building,
parking, circulation, open space, and landscaped areas;
--due consideration to the preservation of attractive and distinctive
historic or natural features;
--signs and illumination in scale and harmony with the site and area;
--adequate provision for flood control and storm drainage;
--safe and efficient ingress and egress.

The City's preservation and rehabilitation policies and programs should be used
to retain a majority of the existing structures.

9. East 13th Commercial and Residential Area

The section of 13th between Patterson and High was zoned R-4 in 1948 and was
rezoned to a commercial district in 1955 and 1961, a time when strip commercial
zoning patterns were prevalent. It is currently zoned C-2 Community Commercial.
The development has remained largely residential with some commercial uses
that serve the neighborhood including small grocery stores, a laundry, and
taverns.

It is appropriate that the C-2 zoning district as it applies in this plan area
be re-evaluated and consideration be given to removing certain auto-oriented
uses, adding housing as an outright use, and reducing the residential parking
requirements. The traffic and parking necessary to support community commercial
development allowed in the existing C-2 zoning district would not be compatible
with the existing residential and neighborhood commercial character.

The Willcox Building at the southwest corner of 13th Avenue and Ferry Street
was designated historic by the City in 1980. Implementation of this Land Use
Diagram should include consideration of the Willcox Building so the uses per-
mitted will enable the building to be used to its potential.
10. Hilyard to Patterson Area

The area between Hilyard and Patterson from 18th to the alley south of 13th is currently zoned R-3 and is developed with mostly single-family dwellings and apartment buildings. This area should be a buffer between the campus high-density housing area and the woonerf residential area to the west. The area is residential in character and should remain so. No new clinics will be allowed in this area. Serenity Lane, like the other existing clinics and hospitals south of 13th Avenue, may remain and expand as a conditional use onto land under development control as of December 1, 1981.

11. Campus High-Density Residential Area

The one-block strip to the west and south of campus should continue to be high-density residential to serve campus living needs. It is important that the amendments to the R-4 district in the zoning code be made to improve and/or retain environmental and residential quality. No new clinics will be allowed in this area. The existing clinic at 1461 Hilyard Street will be allowed to expand through the conditional use process onto land under its development control as of December 1, 1981.

The area of fraternities, sororities, and cooperatives along Alder and on 15th near campus has 14 structures that are of potential historic merit. This area should be retained as primarily campus-residential and research regarding the historic merits of the area and the structures should be conducted so that historic designation may occur where merited.

12. South Eugene High School Residential Area

Because of its proximity to shopping, schools, transportation and recreation facilities, the area between 18th and 19th, from Patterson to Amazon Creek, is appropriate for high-density residential uses. No new clinics will be allowed in this area. The existing clinic at the southwest corner of 18th and Mill may remain and expand as a conditional use onto land under development control as of December 1, 1981.

13. Central Residential Area

Because of the traffic patterns in the plan area, this 15-block section between 13th and 18th, from Patterson to High, is the only sizable residential area that is not bisected by a busy street. It is, therefore, desirable to retain its residential character by not allowing new non-residential uses such as clinics. The three existing clinics in this area (1667 High, 1400 Mill, and 1405 Mill) may remain and expand as conditional uses onto land under development control as of December 1, 1981. A Special Development District or other mechanism should be employed that will allow for creative uses of public rights-of-way and that will emphasize the area's quiet residential character. Flexible development standards to encourage alley treatments, pedestrian lighting, multiple use of streets, green spaces, cluster parking, service nodes, and infill housing are necessary and desirable for this area. (Refer to the Neighborhood Design Element for additional information on the woonerf concept.)
Most of this area was platted in the late 19th century. In 1948, because of its proximity to the downtown and University, it was zoned R-3 and that designation remains today. The existing zoning should be retained. Currently, the residential development is about half single-family dwellings and half apartments, and the area includes several clinics and churches.

See also the Woonerf/Commercial and Housing Crosshatch Area.

14. Woonerf/Commercial and Housing Crosshatch Area

The crosshatched area on the half-block west of the woonerf between 19th and 13th Avenues is currently zoned R-P, Residential-Professional District, and the uses are mixed, with a residential predominance. Because this is the buffer or transition area between the residential woonerf and the commercial and housing area to the west, it is important that the non-residential development is compatible with residential uses. Methods by which this might be accomplished include mixed uses within buildings, mixed uses within blocks, mutually usable open spaces, opportunities for public activities, and design features that relate to the residential community. The existing R-P zoning district development standards provide for the transitions and compatibility.

15. High to Willamette Commercial and Housing Area

The High to Willamette commercial and housing area is commercially zoned and existing uses are mixed, including single- and multi-family housing, mixed use structures, and a wide variety of commercial uses. It is appropriate that this area continue to be zoned commercially and that steps be taken to enable and encourage new and existing housing. These steps should include making housing an outright use and reducing the residential parking requirement.

To protect the integrity of the residential area to the east, the woonerf boundary from 13th to 18th should be considered the border between mixed uses to the west and residential uses to the east. This area will be considered as a location for the proposed Emerald Canal and should incorporate commercial, office, park, and residential uses. Mixed-use developments should be encouraged.

16. Downtown and Franklin Boulevard Commercial Area

The commercial area of the neighborhood adjacent to the downtown and along Franklin Boulevard should be the most intensely developed part of the plan area. Development should be sensitive to the special place created by the First Christian Church and the stone building that was originally the Alpha Tau Omega (ATO) Fraternity House. The site of the parking lot directly across from the church at 12th and Oak and next to the stone building should be considered as an urban park that would protect the view of the two buildings. Development directly to the east of the church should be limited in height so as to develop a view of the church from the neighborhood.

The downtown development should be as intense as possible (e.g., parking in structures) so that residential areas are protected from intrusion by the downtown.

17. 18th and Willamette Commercial Area

This area is zoned C-2 and serves as a community commercial cluster. This pattern is appropriate and should be continued.
VI. IMPLEMENTATION

Implementation of this refinement plan will require a partnership effort of the City, the neighborhood group, the institutions, and the private sector. The City's role is to initiate public action and to ensure that private development requiring City review is compatible with this plan. The neighborhood's roles is to coordinate citizen action and advise the City and private developers. The neighborhood may also provide services or develop facilities directly.

The institutions should coordinate with the adjacent neighborhoods and the City regarding matters of mutual concern such as housing, transportation, parking, land use, and development plans. It is hoped the private sector will use this plan and its Appendix to guide development plans.

The West University Neighborhood Improvement Program

Community Development funds made available to the West University Neighborhood through the Neighborhood Improvement Program (NIP) represent a major funding commitment for programs and projects in the neighborhood. The West University NIP began in July 1979 when it was allocated $55,000 of the City's Community Development Block Grant from the Federal government. That year's allocation funded housing rehabilitation loans, housemoving seed money, a low-level lighting study and demonstration project, outreach, crime prevention, and park acquisition and development. Prior to that, Block Grant funds were used to acquire and improve a small community center.

During the second NIP year, beginning in July 1980, the West University Neighborhood was allocated over $400,000 for projects that include pedestrian-scale lighting, crime prevention, outreach, park land acquisition, parks development, street improvements, curb cuts, weatherization, housemoving, and other housing programs. During the final two NIP years, July 1981 to June 1983, West University will receive about $275,000 and $75,000 respectively.

In addition to Block Grant project funds, a large percentage of the City's housing rehabilitation loan and grant money is available to West University during the NIP cycle.

This four-year program is a result of a commitment by the City to concentrate Community Development Block Grant funds in older central-city areas, such as West University, to encourage neighborhood revitalization. This substantial funding commitment will only begin the process of revitalization in West University. Other actions will be needed over a period of many years to improve West University and maintain it as a viable residential and commercial area of the City.
Priorities for Implementation

Following are the implementation priorities (not in priority order):

--site review zone change for R-4 area north of 13th Avenue
--amend the C-2 Community Commercial Zoning District as it applies to the plan area to allow housing as an outright use
--amend the R-3 Multiple-Family Residential and R-4 High-Rise Multiple-Family Residential zoning districts to limit non-residential uses
--reduce the residential parking requirements
--neighborhood beautification through nodal developments
--development of a pedestrian-scale lighting system
--test and possibly create a woonerf area
--improve east-west bicycle movement
--implement a preferential parking program

The Future

The means of implementing the refinement plan that are discussed above are not intended as a complete list. Implementation will occur over a period of time as programs and regulations change. As circumstances in the neighborhood or the City change, the refinement plan should be amended. It is recommended that minor amendments to the plan occur when necessary and that a review of the plan be conducted in five years to determine whether a major update is appropriate. This refinement plan is not intended to be a static document. Instead, it is intended to provide a policy framework for future programs and projects within the West University Neighborhood.
RESOLUTION NO. 31644

A RESOLUTION ADOPTING THE WEST UNIVERSITY REFINEMENT PLAN AND AMENDMENTS THERETO.

The City Council of the City of Eugene finds that:

In January, 1977, the Eugene Planning Commission began a refinement study of the Eugene-Springfield Metropolitan Area General Plan for the West University Neighborhood, an area defined by Franklin Boulevard and Broadway on the north; 18th to Patterson, Patterson to 19th Avenue, and 19th Avenue to Willamette Street on the south; the University of Oregon on the east; and Willamette Street to 11th Avenue, 11th Avenue to Pearl Street, and Pearl Street to Broadway on the west.

A planning team was formed to work with City staff in developing the refinement plan. Membership on the planning team included six representatives of the West University Neighborhood organization, and one representative each of downtown businesses, campus area businesses, Sacred Heart Hospital, Northwest Christian College, the University of Oregon, and churches in the plan area.

In March, 1977, the South University Neighborhood Association requested a refinement plan for their neighborhood. The Planning Commission elected to add a portion of the South University Neighborhood Association area located between 18th and 20th Avenues and Agate and Patterson Streets to the West University Refinement Plan area because the issues were similar. A representative of the South University Neighborhood Association was added to the planning team at that time.

In April, 1981, a draft West University Refinement Plan was mailed to all property owners and all addresses within the plan boundaries.

The neighborhood associations held public hearings on the refinement plan draft on April 13 and 15, 1981. On May 7, 1981, the West University Neighbors adopted the draft refinement plan with certain recommendations for modifications thereof. On May 20, 1981, the South University Neighborhood Association voted to not support the draft refinement plan.

The Eugene Planning Commission held public hearings on the West University Refinement Plan draft on June 2 and 16, 1981. After work sessions to consider the plan and proposed revisions, the Planning Commission held an additional public hearing on November 10, 1981, to provide an opportunity for further public testimony. The Planning Commission took action at its meeting of November 30, 1981, to recommend a revised version of the West University Refinement Plan for adoption by the City Council.
The City Council held a public hearing on the West University Refinement Plan on January 25, 1982, and considered recommendations from the Planning Commission, the West University Neighborhood organization, the South University Neighborhood Association, and members of the public.

The Planning Commission and City Council have reviewed the West University Refinement Plan. Based on the findings therein and the public testimony, the City Council finds that the West University Refinement Plan is consistent with the Eugene-Springfield Metropolitan Area General Plan, the 1974 Community Goals and Policies, and the Statewide Planning Goals.

Now, therefore, based on the above findings,

BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF EUGENE, a Municipal Corporation of the State of Oregon, as follows:

Section 1. The policies set forth in the West University Refinement Plan are hereby adopted as a refinement of the Eugene-Springfield Metropolitan Area General Plan for the West University Neighborhood Area, and any explanatory text following the policies is recognized as clarifying and explaining the intent of the policies.

Section 2. The Land Use Diagram included in the West University Refinement Plan is hereby adopted as a refinement of the Eugene-Springfield Metropolitan Area General Plan Diagram, and the explanatory text discussing each segment of the Diagram is recognized as clarifying and providing further explanation of the intent of the Metro Plan Diagram.

Section 3. The proposals set forth in the West University Refinement Plan are hereby recognized as potential means of reaching or implementing adopted policies, but are not adopted as City policy.

Section 4. The Revisions and Errata of April 14, 1982, as set forth in Exhibit A, attached hereto and incorporated herein by reference, are adopted as revisions to be incorporated in the West University Refinement Plan.

Section 5. The List of Priorities for Implementation, dated April 14, 1982, as set forth in Exhibit B, attached hereto and incorporated herein by reference, is recognized as providing direction to indicate what implementation activities will be emphasized first.

Section 6. The City Council hereby adopts as additional findings, the supporting text, maps, graphs, and tables contained in the West University Refinement Plan and the West University Refinement Plan Appendix.

The foregoing Resolution adopted the 14th day of April, 1982.

[Signature]
City Recorder

Resolution - 2.
COUNCIL ORDINANCE NUMBER 20447

COUNCIL BILL NUMBER 5014


ADOPTED: December 14, 2009

SIGNED: December 16, 2009

PASSED: 7/1

REJECTED:

OPPOSED: Clark

ABSENT:

EFFECTIVE: January 16, 2010
ORDINANCE NO. 20447


THE CITY OF EUGENE DOES ORDAIN AS FOLLOWS:

Section 1. Section 9.0500 of the Eugene Code, 1971, is amended by adding the following definitions in alphabetical order to provide:

9.0500 Definitions. As used in this land use code, unless the context requires otherwise, the following words and phrases mean:

Bedroom. Within a multiple-family dwelling, a bedroom is any room that either:
(A) Is designated as a bedroom on a development plan submitted to the city;
(B) Is included in the number of bedrooms stated in an advertisement, rental or sales contract, marketing material, loan application, or any other written document in which the owner, or an authorized agent of the owner, makes a representation regarding the number of bedrooms available in the dwelling; or
(C) Meets all of the following:
   1. Is a room that is a "habitable space" as defined by the current Oregon Structural Specialty Code (OSSC) or Oregon Residential Specialty Code (ORSC);
   2. Meets the OSSC or OSRC bedroom requirements for natural light, ventilation, and emergency escape and rescue windows;
   3. Is a room that is accessed by a door on an interior wall and that does not provide access to another room except for a bathroom, toilet room, closet, hall, or storage or utility space.

Subsidized Low-Income Disabled Housing. Subsidized low-income housing exclusively for low-income individuals with physical or mental disabilities and/or low-income families with physical or mental disabilities. For the purposes of this definition, low-income means having income at or below 80 percent of the area median income as defined by the U.S. Department of Housing and Urban Development.

Subsidized Low-Income Housing. A controlled income and rent housing project of any dwelling type(s) exclusively for low-income individuals and/or families where all units are subsidized. For the purposes of this definition, low-income means having income at or below 80 percent of the area median income as defined by the U.S. Department of Housing and Urban Development.

Subsidized Low-Income Senior Housing. Subsidized low-income housing exclusively for low-income individuals of age 62 and older. For the purposes of this definition, low-income means having income at or below 80 percent of the area median income as defined by the U.S. Department of Housing and Urban Development.
median income as defined by the U.S. Department of Housing and Urban Development.

**Subsidized Low-Income Senior Housing Partial.** A controlled income and rent housing project consisting of any dwelling type(s) where at least 50% of the housing units are exclusively for low-income individuals of age 62 and older and these units are subsidized. For the purposes of this definition, low-income means having income at or below 80 percent of the area median income as defined by the U.S. Department of Housing and Urban Development.

**Subsidized Low-Income Specialized Housing.** A controlled income and rent housing project of any dwelling type(s) exclusively for extra low-income individuals and/or families where all units are subsidized. For the purposes of this definition, extra low-income means having income at or below 50 percent of the area median income as defined by the U.S. Department of Housing and Urban Development.

**Tandem Parking Space.** A permanently maintained space with proper access for two motor vehicles parked one in front of the other in tandem. The first motor vehicle does not have independent access, and the second motor vehicle must move to provide access to the first motor vehicle.

**Section 2.** Section 9.6410 of the Eugene Code, 1971, is amended by: amending subsection (1); amending the “Dwelling” section in the “Residential” portion of Table 9.6410; and adding subsection (5), to provide:

**9.6410 Motor Vehicle Parking Standards.**

(1) **Location of Required Off-Street Parking Spaces.** Required off-street parking shall be on the development site or within 1/4 mile or 1320 feet of the development site that the parking is required to serve.

(a) All required parking shall be under the same ownership as the development site served, except through a city approved agreement that binds the parking area to the development site. The off-street parking space requirement for a multi-family dwelling may be satisfied through an agreement that provides parking located on another multi-family dwelling’s development site only if the party requesting approval demonstrates that, after the agreement is executed, both development sites will meet the current code’s minimum off-street parking space requirement. Each parking space provided through a city approved agreement must have a permanent sign of at least 1 square foot that indicates the name or address of the multi-family dwelling for which the parking is reserved.

(b) Parking areas may be located in required setbacks only as permitted in EC 9.6745 Setbacks - Intrusions Permitted.

(c) Tandem parking spaces may be utilized to meet off-street parking requirements for multi-family dwellings in the R-3 and R-4 zones within the boundaries of the City recognized West University Neighbors and South University Neighborhood Association. Those tandem spaces may
only be located in an underground parking area or at least 30 feet from a public street within a parking area that can be accessed only from an alley. *(For tandem parking on alleys, see Figure 9.6410(1)(c)). Tandem parking spaces may not be utilized to meet off-street parking requirements for other types of development in any area.*

<table>
<thead>
<tr>
<th>Uses</th>
<th>Minimum Number of Required Off-Street Parking Spaces</th>
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<tr>
<td><strong>Residential</strong></td>
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<td><strong>Dwelling</strong></td>
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<tr>
<td>One-Family Dwelling</td>
<td>1 per dwelling.</td>
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<tr>
<td>One-Family Dwelling - Flag Lot</td>
<td>2 per dwelling.</td>
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<tr>
<td>Secondary Dwelling (Either attached or detached from primary one-family dwelling on same lot)</td>
<td>1 per dwelling.</td>
</tr>
<tr>
<td>Rowhouse (One-Family on own lot attached or adjacent residence on separate lot with garage or carport access to the rear of the lot)</td>
<td>1 per dwelling.</td>
</tr>
<tr>
<td>Duplex (Two-Family attached on same lot)</td>
<td>1 per dwelling.</td>
</tr>
<tr>
<td>Triplex (Three-Family attached on same lot)</td>
<td>1 per dwelling.</td>
</tr>
<tr>
<td>Four-Plex (Four-Family attached on same lot)</td>
<td>1 per dwelling.</td>
</tr>
<tr>
<td>Multiple-Family (3 or more dwellings on same lot) not specifically addressed elsewhere in this Table.</td>
<td>1 per dwelling</td>
</tr>
</tbody>
</table>
| Multiple-Family in the R-3 and R-4 zones within the boundaries of the City recognized West University Neighbors and South University Neighborhood Association | 1 space for each studio, 1 bedroom or 2 bedroom dwelling 
1.5 spaces for each 3 bedroom dwelling* 
*.5 spaces required for each additional bedroom beyond a 3 bedroom dwelling. Fractions of .5 or more are rounded up to the next whole number. Rounding shall occur after the total number of minimum spaces is calculated for the multi-family development. One tandem space shall be counted as two parking spaces. Tandem spaces shall not be allowed for studio or 1- or 2-bedroom dwellings. |
<p>| Multiple-Family Subsidized Low-Income Housing in any area (see (5) below) | .67 per dwelling or 3 spaces, whichever is greater |
| Multiple-Family Subsidized Low-Income Senior Housing in any area (see (5) below) | .33 per dwelling or 3 spaces, whichever is greater |
| Multiple-Family Subsidized Low-Income | .33 per dwelling or 3 spaces, whichever is greater |</p>
<table>
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<th>Disabled Housing in any area (see (5) below)</th>
<th>.67 per dwelling or 3 spaces, whichever is greater</th>
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</thead>
<tbody>
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<td>Multiple-Family Subsidized Low-Income Senior Housing Partial in any area (see (5) below)</td>
<td>.33 per dwelling or 3 spaces, whichever is greater</td>
</tr>
<tr>
<td>Multiple-Family Subsidized Low-Income Specialized Housing in any area (see (5) below)</td>
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<tr>
<td>Manufactured Home Park</td>
<td>1 per dwelling.</td>
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<tr>
<td>Controlled Income and Rent Housing (CIR) where density is above that usually permitted in the zoning, yet not to exceed 150%</td>
<td>1 per dwelling.</td>
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</table>

(5) **Special Standards for Table 9.6410.** For Multiple-Family Subsidized Low-Income Housing, Subsidized Low-Income Senior Housing, Subsidized Low-Income Senior Housing Partial, and Subsidized Low-Income Specialized Housing, the following standards apply:

(a) At the time of building permit submittal, the applicant must submit documentation demonstrating that the housing units will be used for the intended population for a minimum of ten years. Such documentation may include, but is not limited to, an application form submitted to receive subsidy from the city or state.

(b) Upon a change in occupancy from subsidized housing to another use, the minimum number of required off-street parking spaces is as required for the new use.

**Section 3.** Subsection (1) of Section 9.6420 of the Eugene Code, 1971, is amended to provide:

9.6420 **Parking Area Standards.**

(1) **Dimensions and Striping.** All parking spaces shall be striped or marked in a manner consistent with Table 9.6420(1) Motor Vehicle Parking Dimensions. All tandem parking spaces shall be striped and marked in a manner consistent with Table 9.6420(1) Motor Vehicle Parking Dimensions for Tandem Parking. **(See Figure 9.6420(1) Motor Vehicle Parking Dimensions.)**

(a) **Carpool and Vanpool Parking.** New commercial and industrial developments with 20 or more employee parking spaces shall designate at least 5 percent of the employee parking spaces for carpool or vanpool parking. Employee carpool and vanpool parking shall be located closer to the building entrance or the employee entrance than other employee parking with the exception of parking for those with disability permits. The carpool/vanpool spaces shall be clearly marked "Reserved - Carpool/Vanpool Only" by use of signs painted on the parking spaces or posted.
<table>
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<tr>
<th>Parking Angle in Degrees</th>
<th>Minimum Stall Width</th>
<th>Minimum Stall Depth</th>
<th>Minimum Clear Aisle Width</th>
<th>Stall Distance at Bayside</th>
<th>Minimum Clear Bay Width</th>
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</tbody>
</table>

Shaded figures are the minimum dimensions for compact parking spaces. Any minimum parking dimensions, such as stall width, may be exceeded. All spaces shall be clearly marked as compact parking spaces if any of the parking dimensions are less than that shown in the unshaded area. All tandem spaces must be marked as such.

* For non-parallel parking spaces that are created to serve a multi-family dwelling and that are located directly off an alley with a right-of-way width of 14-feet or less, the minimum stall depth for compact parking space shall be increased to the minimum stall depth indicated for a non-compact space with a minimum stall width of 8-feet.

**Section 4.** Figure 9.6410(1)(c) as referenced in this Ordinance is attached hereto as Exhibit A and shall be numerically incorporated in Chapter 9 of the Eugene Code, 1971.

**Section 5.** Chapter V, Policy 3 of the West University Refinement Plan is amended as follows:

3. The City of Eugene will update its Land Use Code and that effort shall particularly take into account the need to:
   -- reduce non-residential uses permitted in the R-3 and R-4 zones.
   -- redefine usable open space.
   -- enable infilling on newly created small lots.
   -- enable alley access as the primary access to newly created lots.
   -- reduce the minimum lot size.
   -- increase the flexibility of development standards (for example to enable more efficient use of open space, shared open space, shared parking, and more extensive use of public rights-of-way).
   -- review parking requirements for residential development in the plan area to respond to changing circumstances, such as development trends, parking and transportation supply and demand trends.
   -- amend the commercial zoning in the City Code to provide a greater range of commercial zones.

**Section 6.** The legislative findings attached as Exhibit B hereto are adopted in support of this Ordinance.
Section 7. 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 14th day of December, 2009

[Signature]
Acting City Recorder

Approved by the Mayor this 16th day of December, 2009

[Signature]
Mayor
COUNCIL ORDINANCE NUMBER 20447

COUNCIL BILL NUMBER 5014


ADOPTED: December 14, 2009

SIGNED: December 16, 2009

PASSED: 7/1

REJECTED:

OPPOSED: Clark

ABSENT:

EFFECTIVE: January 16, 2010
ORDINANCE NO. 20447

AN ORDINANCE CONCERNING PARKING REQUIREMENTS FOR MULTI-
FAMILY HOUSING; AMENDING THE WEST UNIVERSITY REFINEMENT
PLAN; AND AMENDING SECTIONS 9.0500, 9.6410 AND 9.6420 OF THE

THE CITY OF EUGENE DOES ORDAIN AS FOLLOWS:

Section 1. Section 9.0500 of the Eugene Code, 1971, is amended by adding the
following definitions in alphabetical order to provide:

9.0500 Definitions. As used in this land use code, unless the context requires otherwise,
the following words and phrases mean:

Bedroom. Within a multiple-family dwelling, a bedroom is any room that either:
(A) is designated as a bedroom on a development plan submitted to the city;
(B) is included in the number of bedrooms stated in an advertisement, rental or
sales contract, marketing material, loan application, or any other written
document in which the owner, or an authorized agent of the owner, makes a
representation regarding the number of bedrooms available in the dwelling; or
(C) meets all of the following:
1. is a room that is a "habitable space" as defined by the current Oregon
   Structural Specialty Code (OSSC) or Oregon Residential Specialty Code
   (ORSC);
2. meets the OSSC or OSRC bedroom requirements for natural light,
   ventilation, and emergency escape and rescue windows;
3. is a room that is accessed by a door on an interior wall and that does
   not provide access to another room except for a bathroom, toilet room,
   closet, hall, or storage or utility space.

Subsidized Low-Income Disabled Housing. Subsidized low-income housing
exclusively for low-income individuals with physical or mental disabilities and/or low-
income families with physical or mental disabilities. For the purposes of this
definition, low-income means having income at or below 80 percent of the area
median income as defined by the U.S. Department of Housing and Urban
Development.

Subsidized Low-Income Housing. A controlled income and rent housing project
of any dwelling type(s) exclusively for low-income individuals and/or families where
all units are subsidized. For the purposes of this definition, low-income means
having income at or below 80 percent of the area median income as defined by the
U.S. Department of Housing and Urban Development.

Subsidized Low-Income Senior Housing. Subsidized low-income housing
exclusively for low-income individuals of age 62 and older. For the purposes of this
definition, low-income means having income at or below 80 percent of the area
median income as defined by the U.S. Department of Housing and Urban Development.

**Subsidized Low-Income Senior Housing Partial.** A controlled income and rent housing project consisting of any dwelling type(s) where at least 50% of the housing units are exclusively for low-income individuals of age 62 and older and these units are subsidized. For the purposes of this definition, low-income means having income at or below 80 percent of the area median income as defined by the U.S. Department of Housing and Urban Development.

**Subsidized Low-Income Specialized Housing.** A controlled income and rent housing project of any dwelling type(s) exclusively for extra low-income individuals and/or families where all units are subsidized. For the purposes of this definition, extra low-income means having income at or below 50 percent of the area median income as defined by the U.S. Department of Housing and Urban Development.

**Tandem Parking Space.** A permanently maintained space with proper access for two motor vehicles parked one in front of the other in tandem. The first motor vehicle does not have independent access, and the second motor vehicle must move to provide access to the first motor vehicle.

**Section 2.** Section 9.6410 of the Eugene Code, 1971, is amended by: amending subsection (1); amending the “Dwelling” section in the “Residential” portion of Table 9.6410; and adding subsection (5), to provide:

9.6410 **Motor Vehicle Parking Standards.**

(1) **Location of Required Off-Street Parking Spaces.** Required off-street parking shall be on the development site or within 1/4 mile or 1320 feet of the development site that the parking is required to serve.

(a) All required parking shall be under the same ownership as the development site served, except through a city approved agreement that binds the parking area to the development site. The off-street parking space requirement for a multi-family dwelling may be satisfied through an agreement that provides parking located on another multi-family dwelling’s development site only if the party requesting approval demonstrates that, after the agreement is executed, both development sites will meet the current code’s minimum off-street parking space requirement. Each parking space provided through a city approved agreement must have a permanent sign of at least 1 square foot that indicates the name or address of the multi-family dwelling for which the parking is reserved.

(b) Parking areas may be located in required setbacks only as permitted in EC 9.6745 Setbacks - Intrusions Permitted.

(c) Tandem parking spaces may be utilized to meet off-street parking requirements for multi-family dwellings in the R-3 and R-4 zones within the boundaries of the City recognized West University Neighbors and South University Neighborhood Association. Those tandem spaces may
only be located in an underground parking area or at least 30 feet from a public street within a parking area that can be accessed only from an alley. *(For tandem parking on alleys, see Figure 9.6410(1)(c)). Tandem parking spaces may not be utilized to meet off-street parking requirements for other types of development in any area.*

<table>
<thead>
<tr>
<th>Table 9.6410 Required Off-Street Motor Vehicle Parking</th>
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<tbody>
<tr>
<td>Uses</td>
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<tr>
<td>Residential Dwelling</td>
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<tr>
<td>One-Family Dwelling</td>
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<td>One-Family Dwelling - Flag Lot</td>
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<td>Secondary Dwelling (Either attached or detached from primary one-family dwelling on same lot)</td>
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<td>Rowhouse (One-Family on own lot attached or adjacent residence on separate lot with garage or carport access to the rear of the lot)</td>
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<td>Duplex (Two-Family attached on same lot)</td>
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<td>Triplex (Three-Family attached on same lot)</td>
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<tr>
<td>Four-Plex (Four-Family attached on same lot)</td>
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<tr>
<td>Multiple-Family (3 or more dwellings on same lot) not specifically addressed elsewhere in this Table.</td>
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</tbody>
</table>
| Multiple-Family in the R-3 and R-4 zones within the boundaries of the City recognized West University Neighbors and South University Neighborhood Association | 1 space for each studio, 1 bedroom or 2 bedroom dwelling 1.5 spaces for each 3 bedroom dwelling*  
* .5 spaces required for each additional bedroom beyond a 3 bedroom dwelling. Fractions of .5 or more are rounded up to the next whole number. Rounding shall occur after the total number of minimum spaces is calculated for the multi-family development. One tandem space shall be counted as two parking spaces. Tandem spaces shall not be allowed for studio or 1- or 2-bedroom dwellings. |
<p>| Multiple-Family Subsidized Low-Income Housing in any area (see (5) below) | .67 per dwelling or 3 spaces, whichever is greater |
| Multiple-Family Subsidized Low-Income Senior Housing in any area (see (5) below) | .33 per dwelling or 3 spaces, whichever is greater |
| Multiple-Family Subsidized Low-Income                  | .33 per dwelling or 3 spaces, whichever is greater    |</p>
<table>
<thead>
<tr>
<th>Disabled Housing in any area (see (5) below)</th>
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<tr>
<td>Multiple-Family Subsidized Low-Income Senior Housing Partial in any area (see (5) below)</td>
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<tr>
<td>Multiple-Family Subsidized Low-Income Specialized Housing in any area (see (5) below)</td>
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<td>Manufactured Home Park</td>
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<tr>
<td>Controlled Income and Rent Housing (CIR) where density is above that usually permitted in the zoning, yet not to exceed 150%</td>
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(5) **Special Standards for Table 9.6410.** For Multiple-Family Subsidized Low-Income Housing, Subsidized Low-Income Senior Housing, Subsidized Low-Income Senior Housing Partial, and Subsidized Low-Income Specialized Housing, the following standards apply:

(a) At the time of building permit submittal, the applicant must submit documentation demonstrating that the housing units will be used for the intended population for a minimum of ten years. Such documentation may include, but is not limited to, an application form submitted to receive subsidy from the city or state.

(b) Upon a change in occupancy from subsidized housing to another use, the minimum number of required off-street parking spaces is as required for the new use.

**Section 3.** Subsection (1) of Section 9.6420 of the Eugene Code, 1971, is amended to provide:

9.6420 **Parking Area Standards.**

(1) **Dimensions and Striping.** All parking spaces shall be striped or marked in a manner consistent with Table 9.6420(1) Motor Vehicle Parking Dimensions. All tandem parking spaces shall be striped and marked in a manner consistent with Table 9.6420(1) Motor Vehicle Parking Dimensions for Tandem Parking. (See Figure 9.6420(1) Motor Vehicle Parking Dimensions.)

(a) **Carpool and Vanpool Parking.** New commercial and industrial developments with 20 or more employee parking spaces shall designate at least 5 percent of the employee parking spaces for carpool or vanpool parking. Employee carpool and vanpool parking shall be located closer to the building entrance or the employee entrance than other employee parking with the exception of parking for those with disability permits. The carpool/vanpool spaces shall be clearly marked "Reserved - Carpool/Vanpool Only" by use of signs painted on the parking spaces or posted.
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<th>Parking Angle in Degrees</th>
<th>Minimum Stall Width</th>
<th>Minimum Stall Depth</th>
<th>Minimum Clear Aisle Width</th>
<th>Stall Distance at Bayside</th>
<th>Minimum Clear Bay Width</th>
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Passed by the City Council this 14th day of December, 2009

Approved by the Mayor this 16th day of December, 2009

[Signature]
Acting City Recorder

[Signature]
Mayor
Tandem Parking on Alleys

Figure 9.6410 (1)(c)

ALLEY

33 ft. Min.

BUILDING
EXHIBIT B

Draft Findings for CA 09-07, RA 09-03
ICS Parking Strategies

**Code Amendment** 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.

**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 these amendments 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.

- **Infill Compatibility Standards Project.** Project website ([www.eugene-or/infill](http://www.eugene-or/infill)), project kickoff meeting, email newsletter updates to interested party list of nearly 400 people, three public workshops, focus group meetings with Chamber of Commerce, Homebuilders Association, Historic Review Board, Housing Policy Board, Sustainability Commission Land Use and Transportation Subcommittee, and low-income residents, infill tour with Opportunity Siting and ICS Task Teams, radio program discussion (KLCC Sundays at Noon), City Club presentation.

- **Multi-Dwelling Infill Committee of the ICS Task Team.** Substantial work with South University Planning Group and West University Neighbors developing, refining, and illustrating concepts for the parking proposal and recommending a draft code proposal to the Task Team in early March 2009.

- **Infill Compatibility Standards Task Team.** Monthly meetings from November 2007-September 2009. Action taken to support the parking proposals at the March and September 2009 meetings.

- **Parking Strategies Implementation Team.** Implementation group consisting of a Planning Commissioner, Multi-Dwelling Committee members, Task Team members, university representatives, Architect, and staff members to refine the proposal and develop draft code language.

- **South University Neighbors.** Neighborhood newsletters sent to every address in SUNA, neighborhood survey and summary report, general membership meetings, executive board meeting discussions and deliberations, meetings with Homebuilders Association representatives and local design professionals.

- **West University Neighbors.** Liaison on Multi-Dwelling Infill committee, email updates and general membership meetings, executive board discussions and deliberations, participation in SUNPG meetings and discussions. Production of tables detailing existing development density
and amount of parking.

The Planning Commission held a public work session on the ICS parking recommendations on September 14th 2009. The Planning Commission public hearing on the code amendments was duly noticed to the City of Springfield, Lane County, all neighborhood organizations, as well as community groups and individuals who have requested notice. In addition, notice of the public hearing was also published in the Register Guard. The public hearings scheduled for the Planning Commission and City Council are October 20th and November 16th, respectively.

The process for adopting these amendments complies with Statewide Planning Goal 1 since it complies with, and surpasses 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 basis for such decisions and actions.

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 supporting the proposed ordinance. 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 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 Lands.** To preserve agricultural lands.

The amendments are for property located within the urban growth boundary and do not affect any land designated for agricultural use. Therefore, Statewide Planning Goal 3 does not apply.

**Goal 4 - Forest Lands.** To conserve forest lands.

These amendments are for property located within the urban growth boundary and do not affect any land designated for forest use. Therefore, Statewide Planning Goal 4 does not apply.

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

OAR 660-023-0250(3) provides: 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.

These amendments do not create or amend the city’s list of Goal 5 resources, do not amend a code provision adopted in order to protect a significant Goal 5 resource or to address specific requirements of Goal 5, do not allow new uses that could be conflicting uses with a significant Goal 5 resource site and do not amend the acknowledged UGB. Therefore, Statewide Planning Goal 5 does not apply.

**Goal 6 - Air, Water and land Resource 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. These amendments to not affect the City’s ability to provide for clean air, water or land resources. Under the proposed amendments affecting land near the University of Oregon, the affected areas can still achieving the maximum densities allowed in the R-3 and R-4 zones and it is reasonable to conclude that the air quality impacts of commuting to the University will be unaffected. Under the proposed amendments affecting property city-wide, parking requirements will be decreased, potentially improving air quality. Therefore, the amendments are consistent with Statewide Planning Goal 6.

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

Goal 7 requires that local government planning programs include provisions to protect people and property from natural hazards such as floods, land slides, earthquakes and related hazards, tsunamis and wildfires. The Goal prohibits a development in natural hazard areas without appropriate safeguards. 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. The code amendments do not affect the city’s provisions for recreation areas, facilities or recreational opportunities. Therefore, Statewide Planning Goal 8 does not apply.
**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 cities to evaluate the supply and demand of commercial land relative to community economic objectives. The Eugene Commercial Land Study (October 1992) was adopted by the City of Eugene as a refinement of the Metro Plan, and complies with the requirements of Goal 9 and its Administrative Rule. The amendments do not impact the supply of industrial or commercial lands, as they only apply to residentially zoned lands. Therefore, the amendments are consistent with Statewide Planning Goal 9.

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

Goal 10 requires that communities plan for and maintain an inventory of buildable residential land for needed housing units. Although the amendments address residential development standards, they do not impact the supply or availability of residential lands included in the documented supply of “buildable land” that is available for residential development as inventoried in the acknowledged 1999 Residential Lands Study.

The above findings demonstrate compliance with Goal 10. In addition, evidence in the record shows that development on the affected properties can achieve densities within the planned range after the proposed parking requirements are applied. The tables submitted by Steven Baker on October 20th show a sample of multi-family developments approved between 2000 and 2009 in the West University Neighborhood and South University Neighborhood. The developments range from two units to forty units, and densities of 14 to 112 units per net acre. There is a wide range of parking to unit/bedroom ratios, but in general, the developments approaching maximum allowable density within the applicable zoning district achieved that density while also providing on-site parking in numbers sufficient to comply with the parking requirements being proposed. From this evidence, it can be concluded that the proposed increase in parking for units with three or more bedrooms will not compromise the ability of properties within the affected areas to meet density requirements and development at such densities is likely to continue.

**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 amendments do not affect the City's provision of public facilities and services. Therefore, Statewide Planning Goal 11 does not apply.

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

Statewide Planning 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 Transportation Planning Rule (OAR 660-012-0060) contains the following requirement:

(1) Amendments to functional plans, acknowledged comprehensive plans, and land use regulations which significantly affect a transportation facility shall assure that allowed land uses are consistent with the identified function, capacity, and performance standards (e.g. level of service, volume to capacity ratio, etc.) of the facility....

(2) A plan or land use regulation amendment significantly affects a transportation facility if it:
   (a) Changes the functional classification of an existing or planned transportation facility;
   (b) Changes standards implementing a functional classification system;
   (c) Allows types or levels of land uses which would result in levels of travel or access which are inconsistent with the functional classification of a transportation facility; or
   (d) Would reduce the performance standards of the facility below the minimum acceptable level identified in the TSP

The proposed amendments do not change the functional classification of an existing or planned transportation facility, do not change the standards implementing a functional classification, do not allow types or levels of land uses which would result in levels of travel or access with are inconsistent with the functional classification of a transportation facility and will not reduce the performance standards of a facility below the minimal acceptable level identified in the TSP.

The package of parking amendments does not change any allowed land uses, instead the amendments result in adjustments to required parking minimums. Currently, developers constructing multi-bedroom apartments in the University area are required to provide only one off-street parking space per apartment, but the students who share those apartments tend to bring more than one car per apartment. The effect of requiring more off-street parking to cars that would be travelling the streets of the South and West University Neighborhoods anyway. The additional parking spaces will not significantly add new cars and will simply reduce the congestion that is generated when the cars owned by apartment residents are driven around in search of one of the limited supply of on-street parking spaces.

The TPR provisions at OAR 660-012-045(5), among other things, require the city to adopt land use regulations to reduce reliance on the automobile. As provided below, the parking amendments are consistent with the applicable provisions of the TPR at OAR 660-012-0045. It provides:

(5) In MPO areas, local governments shall adopt land use and subdivision regulations to reduce reliance on the automobile which:
(c) Implements a parking plan which:

(A) Achieves a 10% reduction in the number of parking spaces per capita in the MPO area over the planning period. This may be accomplished through a combination of restrictions on development of new parking spaces and requirements that existing parking spaces be redeveloped to other uses;

(B) Aids in achieving the measurable standards set in the TSP in response to OAR 660-012-0035(4);

(C) Includes land use and subdivision regulations setting minimum and maximum parking requirements in appropriate locations, such as downtowns, designated regional or community centers, and transit oriented-developments; and

(D) Is consistent with demand management programs, transit-oriented development requirements and planned transit service.

To comply with the requirements of (5), the City of Eugene initiated the Transportation Rule Implementation Project (TRIP) and adopted an ordinance (Ordinance No. 19946) amending the city’s land use code in 1993. The TRIP ordinance amended numerous provisions of the Eugene Code addressing vehicle and bicycle parking, transit facilities, and pedestrian and bicycle access. The most relevant amendment was one that reduced the city-wide minimum parking requirements for multi-family developments from 1.5 spaces per dwelling unit to 1 space per dwelling unit plus an additional 25% reduction. Documentation related to the 1993 TRIP ordinance makes it clear that this 1993 reduction in the minimum parking requirements was adopted to comply with OAR 660-012-0045(5)(c)(A). As explained below, the proposed package of parking amendments will not cause the Eugene Code to be inconsistent with OAR 660-012-0045(5)(c)(A).

The parking amendments are comprised of three main parts. These are: 1) an increase in parking requirements for apartments near the university, based on number of bedrooms; 2) an allowance for tandem parking in the same area affected by the parking increase; and 3) a city-wide decrease in parking requirements for subsidized housing. While the first component represents an increase in minimum parking requirements, its application is limited to 3 or more bedroom apartments in multi-family neighborhoods near the University of Oregon. Furthermore, this increase is off-set by the allowance of tandem parking spaces in the same geographic area, which provides more flexibility in how the required parking can be accommodated on-site, and by the city-wide decrease in parking for subsidized housing.

Over the last ten years (2000-2009), there has been an average of 71 subsidized housing units constructed per year, city-wide. During the same time period, the average number of multi-family dwelling units constructed in SUNA and WUN was 43 per year. Based on current minimum parking requirements of one per dwelling unit, this would result in 71 and 43 required parking spaces respectively (or 54 and 33 if the automatic reduction of 25% is taken into account). The proposed decrease in required parking for subsidized housing would result in a 50-75% reduction, depending on the type of development proposed, whereas the proposed increase in WUN & SUNA would result in a 40-80% increase in required parking, depending on bedroom mix, based on information in the record. Actual parking requirements will vary based
on the type of development proposed, but it is reasonable to assume that the net effect of the parking amendments would not be a significant increase in required parking and as such, adoption of the amendments does not affect compliance OAR 660-012-0045(5)(c)(A).

Although the above findings are adequate to demonstrate compliance with OAR 660-012-0045(5)(c)(A), further support that the parking amendments do not affect compliance with this section of the TPR can be found in TransPlan. A comprehensive update of TransPlan (the local and regional transportation system plan) was adopted in 2001 and was acknowledged as consistent with the TPR. TransPlan is very specific as to how the City complies with OAR 660-012-0045(5)(c)(A). Included in TransPlan is a policy and strategies related to parking management. The following excerpt and table is from "Chapter 3: Plan Implementation" under "Parking Management Plan," to implement OAR 660-012-0045(5)(c)(A):

**TPR Requirements for Parking Space Reduction**

The TPR requires a parking plan that achieves a 10 percent reduction in the number of parking spaces per capita in the metropolitan area over the 20-year planning period. For the Eugene-Springfield region, the TPR reduction goal is .514. If the level of parking density (spaces per developed acre) remains constant and the land development and population forecasts are accurate, then the level of parking spaces per capita will be reduced by more than the 10 percent reduction required by the TPR.

<table>
<thead>
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<th>Zone/Plan Designation</th>
<th>1995 Spaces</th>
<th>Capita</th>
<th>2015 Spaces</th>
<th>Capita</th>
<th>2015 TPR Goal Spaces</th>
<th>Capita</th>
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<tr>
<td>Commercial</td>
<td>51,259</td>
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<td>57,865</td>
<td>.194</td>
<td>61,618</td>
<td>.207</td>
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<tr>
<td>Industrial</td>
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<td>33,205</td>
<td>.111</td>
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<tr>
<td>Institutional</td>
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<td>.218</td>
<td>49,067</td>
<td>.165</td>
<td>58,534</td>
<td>.196</td>
</tr>
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<td>.571</td>
<td>137,132</td>
<td>.460</td>
<td>153,357</td>
<td>.514</td>
</tr>
</tbody>
</table>

As shown in the above table, when TransPlan was acknowledged as consistent with OAR 660-012-0045(5), *residential* parking requirements were not a consideration. The City (with its co-adopters) demonstrated -- and DLCD acknowledged -- a plan that would result in a 10 percent reduction in parking spaces per OAR 660-012-0045(5)(c)(A) without regard to residential parking. The table showed that the level of parking spaces per capita would be reduced by more than the 10 percent reduction required by the TPR. As such, the currently proposed parking strategies, which affect residential parking (increasing required parking for multi-family residential developments with three or more bedrooms in a limited geographic area, and decreasing required parking for subsidized housing city-wide) does not impact the ability of the metropolitan area to meet the TPR requirement of reducing parking spaces per capita by 10 percent, and will not cause the Eugene Code to be inconsistent with OAR 660-012-0045(5).

Finally, it is worth clarifying that, although the South University neighborhood and a portion of the West University neighborhood are identified in TransPlan as being a part of a "Potential
Nodal Development Area," no portion of these areas has received the Nodal Development Area designation in the Metro Plan and no portion has been rezoned to include the /ND Nodal Development overlay zone. It is not clear that any of the areas affected by these amendments will be designated and zoned as nodal areas. As such, TransPlan policies pertaining to nodal areas are not applicable.

Based on the above findings, 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 the proposed ordinance. There is no implementing rule that clarifies the requirements of Goal 13. To the extent that Goal 13 could be applied to the proposed changes, they are consistent with Goal 13 because it is reasonable to expect that future development under the ordinance will make efficient use of energy. As more housing has been built near campus, rates of driving to get to campus have dramatically declined, according to university travel survey results. The students who do have a car near campus do not generally need to use it every day. The proposed amendments facilitate better management of parking for those vehicles, including utilizing tandem parking which is especially appropriate for vehicles that are not used every day.

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

The amendments do not affect the City’s provisions regarding the transition of land from rural to urban uses. 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 amendments do not contain any changes that affect the regulation of areas within 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 properties affected by these amendments. Therefore, these goals are not relevant and the amendments will not affect compliance with Statewide Planning Goals 16 through 19.
(2) The amendment is consistent with applicable provisions of the Metro Plan and applicable adopted refinement plans.

**Applicable Metro Plan Policies**

**Residential Density Policy A-9:**
Establish density ranges in local zoning and development regulations that are consistent with the broad density categories of this plan.

*Medium density. Over 10 through 20 dwelling units per gross acre (could translate to over 14.28 units per net acre through 28.56 units per net acre depending on each jurisdictions implementation measures and land use and development codes.)*

*High density. Over 20 dwelling units per gross acre (could translate to over 28.56 units per net acre depending on each jurisdictions implementation measures and land use and development codes.)*

The proposed amendments are consistent with Metro Plan density policies. The city's zoning provisions in the Eugene Code allow significantly higher densities in the R-3 and R-4 zones than are required by Metro Plan Policy A.9 and the proposed amendments do not change the zoning of any property. There is no evidence in the record that demonstrates that, in passing the proposed amendments, the city will be unable to comply with the 28.56 dwelling units per net acre that is set by Metro Plan Policy A.9. The tables submitted by Steven Baker on October 20th show a sample of multi-family developments approved between 2000 and 2009 in the West University Neighborhood and South University Neighborhood. The developments range from two units to forty units, and densities of 14 to 112 units per net acre.

There is a wide range of parking to unit/bedroom ratios, but in general, the developments approaching maximum allowable density within the applicable zoning district achieved that density while also providing on-site parking in numbers sufficient to comply with the parking requirements being proposed. From this evidence, it can be concluded that the proposed increase in parking for units with three or more bedrooms will not compromise the ability of properties within the affected areas to meet density requirements and development at such densities is likely to continue.

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

The proposal will continue to provide opportunities for additional high-density development but will better ensure that site design in the infill areas will preserve the character of the existing neighborhoods, directly implementing this policy.
Residential Density Policy 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.

This policy recognizes that the city's ability to predict the ultimate impact of land use regulations on housing density and options at the time of land use regulations are adopted or amended is imperfect. It simply requires that the city assess and correct, on a periodic basis, any land use regulations that prove to be a barrier to housing density or providing a full range of housing options. While this policy probably would bar the city from adopting a land use regulation that on its face would be a barrier to achieving desired housing density or housing options, the evidence in the record does not support such a conclusion about this ordinance. The proposal specifically includes reductions in parking requirements for subsidized housing, removing a potential barrier to this form of higher density housing. As well, tandem parking facilitates efficient use of land zoned for multi-family development. Evidence in the record shows that the slight increases proposed for apartments with three or more bedrooms near the university will not present a barrier to the construction of high density housing, either (see above findings of compliance with Policy A9).

Residential Design and Mixed Use Policy 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.

The proposal supports this policy by establishing development standards that improve the management of off-street parking. These standards will lessen the impacts of high density infill on surrounding uses, as compared to development currently allowed by the existing one-size-fits-all parking standards. The new regulations utilize a new way to manage parking by tying requirements more closely to the type of multi-family use.

Residential Design and Mixed Use Policy 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.

The proposed parking strategies implement this policy because they are clear and objective standards that address issues of compatibility and other community concerns, including affordability and neighborhood character.

Affordable, Special Need and Fair Housing Policy A-33:
Consider local zoning and development regulations' impact on the cost of housing.

The proposed amendments directly support this policy by reducing parking requirements for affordable housing. In addition, the tandem parking provisions allow more site design flexibility, potentially reducing costs. With regard to the slight increases in required parking for

Findings 10
apartments with three or more bedrooms near the university, providing more on-site parking is likely to increase the costs associated with constructing those units. This potential impact has been weighed against the likely public benefits noted in public testimony regarding the need for the increases, and it is reasonable to conclude the potential cost impacts are warranted under the circumstances.

**Transportation Policy F.3:**
*Provide for transit-supportive land use patterns and development, including higher intensity, transit-oriented development along major transit corridors and near transit stations, medium and high density residential development within 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.*

The proposed amendments support this policy. The affected areas are planned for high density development, and are served by transit on East 11th, East 13th, and East 19th Avenues, Hilyard, Patterson, and Alder Streets. Existing density in the affected areas already exceeds the high density threshold of 20 units per gross acre. The new standards provide greater certainty that new construction will better accommodate the demands of 3+ bedroom apartments, and better manage parking by allowing the tandem option and improved efficacy of off-site leasing, thereby reducing neighborhood opposition to infill and supporting redevelopment of centrally located, transit accessible neighborhoods. In addition, the reduction in required parking for subsidized housing supports affordability and access to alternative modes.

**Transportation Policy F.7:**
*Increase the use of motor vehicle parking management strategies in selected areas throughout the Eugene-Springfield metropolitan area.*

The proposed package of amendments does increase the use of parking demand management techniques. Changing the amount of parking required depending on the characteristics of the particular use is a parking management strategy. The tandem parking provisions make available a new option for accommodating vehicles where space is tight. The improvements to off-site leasing provide for better tracking and monitoring of the off-street parking supply in the affected areas. And, the proposed changes to parking stall dimensions improve safety and maneuverability for vehicles parked on alleys.

The Downtown Plan and the West University Refinement Plan are the applicable refinement plans for the amendments related to increasing parking requirements for multi-family developments in the university area. Findings addressing relevant provisions of applicable refinement plans are provided below.

*Public Facilities and Services Policy G.17.*
*Include measures in local land development regulations that minimize the amount of impervious surface in new development in a manner that reduces stormwater pollution, reduces the negative effects from increases in runoff, and is compatible with Metro Plan*
policies.

This policy does not prohibit any amendment of the code that might lead to individual development that includes more impervious surfaces. Rather, it requires the city to include measures in its land use regulations that will minimize impervious surfaces; it is not a blanket ban on land use regulation amendments that might, in particular cases, lead to more impervious surfaces. If parking is provided underneath multiple family development, there would be no increase in exposed impervious surface at all. There is sufficient evidence in the record to support the conclusion that the proposed amendments may not result in an overall increase in impervious surface.

**Downtown Plan**
A review of the Downtown Plan found no policies that apply to the proposed amendments.

**West University Refinement Plan**
Land Use Policy 3: The City of Eugene will update its Land Use Code and that effort shall particularly take into account the need to:

--reduce non-residential uses permitted in the R-3 and R-4 zones.
--redefine usable open space.
--enable infilling on newly created small lots.
--enable alley access as the primary access to newly created lots.
--reduce the minimum lot size.
--increase the flexibility of development standards (for example to enable more efficient use of open space, shared open space, shared parking, and more extensive use of public rights-of-way).
--review parking requirements for residential development with the purpose of reducing the required number of spaces per unit in the plan area.
--amend the commercial zoning in the City Code to provide a greater range of commercial zones.

Concurrent with the code amendments, the city proposes to amend the above policy to read as follows:

**Land Use Policy 3:**
-- review parking requirements for residential development in the plan area to respond to changing circumstances, such as development trends, parking and transportation supply and demand trends.

Compliance with the refinement plan approval criteria is outlined below at EC 9.8424.

**Transportation and Parking Policy 1:**
The use of bicycles, mass transit, walking, carpooling, and other appropriate alternative modes of transportation, especially by employees in the plan area, shall be actively encouraged and provided for in order to reduce automobile dependence and alleviate traffic
and parking problems.

The City, Lane Transit District, and the University of Oregon all actively support this policy through their transportation demand management and parking programs. The subject amendments will not change those programs, but rather work with them to address various pieces of the puzzle. The city regulates new development, provides bicycle and pedestrian paths, routes, programs and information, enforces parking rules in the right of way, and manages the Residential Parking Permit program. The university provides bus passes to all faculty, staff, and students, provides bicycle and pedestrian paths, routes, programs and information, and limits and charges high prices for on campus parking. Lane Transit District provides bus service, trip planning services, event shuttles, and other transportation programs.

Transportation and Parking Policy 2:
The City will make the plan area a major target for developing and implementing the ride-sharing carpooling, and other programs designed to reduce automobile traffic.

The City partners with Lane Transit District in offering these services. The University of Oregon and major employers like PeaceHealth are key participants in LTD programs and services designed to reduce automobile traffic. The subject amendments do no change the programs offered related to ride-sharing and carpooling, but rather work with them in providing a comprehensive transportation and parking strategy for the area.

Transportation and Parking Policy 4:
The adverse effects of motor vehicle movement and parking shall be mitigated as much as possible.

The subject package of amendments is intended primarily to reduce the impacts associated with parking and motor vehicle traffic. The provisions work together to make efficient use of land, lessen the impacts of high parking demand on nearby neighbors, and provide a finer grained approach to parking requirements for various types of multi-family housing.

Transportation and Parking Policy 6:
Steps shall be taken to gain better usage of existing off-street parking facilities in the plan area.

As explained above, the proposed package of amendments contributes to the efficient use of land by promoting tandem parking, improving off-site leasing mechanisms, and revising certain dimensional standards. These measures combine to effect better usage of off-street parking facilities in the affected areas.

(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.
The amendments do not establish a special area zone. Therefore, this criterion does not apply to these amendments.

EC 9.8424 Refinement Plan Amendment Approval Criteria. The planning commission shall evaluate proposed refinement plan amendments based on the criteria set forth below, and forward a recommendation to the city council. The city council shall decide whether to act on the application. If the city council decides to act, it shall approve, approve with modifications or deny a proposed refinement plan amendment. Approval, or approval with modifications shall be based on compliance with the following criteria:

(1) The refinement plan amendment is consistent with all of the following:
   (a) Statewide planning goals.
   (b) Applicable provisions of the Metro Plan.
   (c) Remaining portions of the refinement plan.

The only policy in the refinement plan directly affected is the policy proposed to be amended, as discussed above. The proposed amendments implement the revised plan policy; see above for discussion of the amendments’ compliance with statewide planning goals, Metro Plan policies, and additional refinement plan policies that relate to parking and transportation.

(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 refinement plan amendments address (e) above. The change in circumstances that occurred since the plan was adopted 27 years ago is a trend toward more apartments proposing three, four, five, or more bedrooms (and as a general rule, three, four, five or more occupants). At the time the plan was written, the findings stated that the average number of people per household in the plan area was smaller than the city as a whole, and the housing unit size was smaller on the average (WUP, p. 46). Currently, Eugene’s average household size is 2.25 (ECLA, 2009) and declining, reflecting national downward trends since the 1970s.

Data collected and submitted by Steven Baker, West University Neighbors, using city records and building manager phone calls as sources, show that multi-family projects near the university in 1995 and 1996 included a few 4-bedroom units, and no 5 or 6-bedroom units. Of the units surveyed for 2004, no units had more than three bedrooms. Starting in 2005, the trend toward increasing number of bedrooms began to emerge, peaking in 2007 when several apartment projects proposed five or six bedrooms per unit.
The population renting the apartments near the university tends to be largely made up of university student households, often multiple adult individuals. Across the city, household characteristics vary more widely and may include persons of different ages from children to seniors, in addition to multiple adults. University students do not generally need to use a car to get to campus, and university programs encourage use of other modes of transportation (providing LTD bus passes, bicycle paths and racks on campus, high prices and limited availability of parking spaces on campus). However, despite low rates of auto travel to campus, and expanded city efforts with the Residential Permit Parking program, on-street and illegal parking remains an issue in these neighborhoods.

Evidence in the record suggests that car ownership is as high as 70% of university students nationally, according to a Harris poll. Although similar numbers have not been confirmed for Eugene, testimony suggests that at least some students need a car to travel to jobs, out of town or home for holidays, etc, and that the number of cars seeking off-street parking is too far out of balance with the amount of parking currently available or associated with some of the new construction. Most new developments are in fact providing parking in numbers that comply with the proposed ratios, and several developers and designers have tested the proposal and opined that the ratios are reasonable and not excessive.

These circumstances warrant a new approach to regulating parking for those apartments with three or more bedrooms, slightly increasing the number of spaces required for those units.
RESOLUTION NO. 3644

A RESOLUTION ADOPTING THE WEST UNIVERSITY REFINEMENT PLAN AND AMENDMENTS THERETO.

The City Council of the City of Eugene finds that:

In January, 1977, the Eugene Planning Commission began a refinement study of the Eugene-Springfield Metropolitan Area General Plan for the West University Neighborhood, an area defined by Franklin Boulevard and Broadway on the north; 18th to Patterson, Patterson to 19th Avenue, and 19th Avenue to Willamette Street on the south; the University of Oregon on the east; and Willamette Street to 11th Avenue, 11th Avenue to Pearl Street, and Pearl Street to Broadway on the west.

A planning team was formed to work with City staff in developing the refinement plan. Membership on the planning team included six representatives of the West University Neighborhood organization, and one representative each of downtown businesses, campus-area businesses, Sacred Heart Hospital, Northwest Christian College, the University of Oregon, and churches in the plan area.

In March, 1977, the South University Neighborhood Association requested a refinement plan for their neighborhood. The Planning Commission elected to add a portion of the South University Neighborhood area located between 18th and 20th Avenues and Agate and Patterson Streets to the West University Refinement Plan area because the issues were similar. A representative of the South University Neighborhood Association was added to the planning team at that time.

In April, 1981, a draft West University Refinement Plan was mailed to all property owners and all addresses within the plan boundaries.

The neighborhood associations held public hearings on the refinement plan draft on April 13 and 15, 1981. On May 7, 1981, the West University Neighbors adopted the draft refinement plan with certain recommendations for modifications thereof. On May 20, 1981, the South University Neighborhood Association voted to not support the draft refinement plan.

The Eugene Planning Commission held public hearings on the West University Refinement Plan draft on June 2 and 16, 1981. After work sessions to consider the plan and proposed revisions, the Planning Commission held an additional public hearing on November 10, 1981, to provide an opportunity for further public testimony. The Planning Commission took action at its meeting of November 30, 1981, to recommend a revised version of the West University Refinement Plan for adoption by the City Council.

Resolution - 1
The City Council held a public hearing on the West University Refinement Plan on January 25, 1982, and considered recommendations from the Planning Commission, the West University Neighborhood organization, the South University Neighborhood Association, and members of the public.

The Planning Commission and City Council have reviewed the West University Refinement Plan. Based on the findings therein and the public testimony, the City Council finds that the West University Refinement Plan is consistent with the Eugene-Springfield Metropolitan Area General Plan, the 1974 Community Goals and Policies, and the Statewide Planning Goals.

Now, therefore, based on the above findings,

BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF EUGENE, a Municipal Corporation of the State of Oregon, as follows:

Section 1. The policies set forth in the West University Refinement Plan are hereby adopted as a refinement of the Eugene-Springfield Metropolitan Area General Plan for the West University Neighborhood Area, and any explanatory text following the policies is recognized as clarifying and explaining the intent of the policies.

Section 2. The Land Use Diagram included in the West University Refinement Plan is hereby adopted as a refinement of the Eugene-Springfield Metropolitan Area General Plan Diagram, and the explanatory text discussing each segment of the Diagram is recognized as clarifying and providing further explanation of the intent of the Metro Plan Diagram.

Section 3. The proposals set forth in the West University Refinement Plan are hereby recognized as potential means of reaching or implementing adopted policies, but are not adopted as City policy.

Section 4. The Revisions and Errata of April 14, 1982, as set forth in Exhibit A, attached hereto and incorporated herein by reference, are adopted as revisions to be incorporated in the West University Refinement Plan.

Section 5. The List of Priorities for Implementation, dated April 14, 1982, as set forth in Exhibit B, attached hereto and incorporated herein by reference, is recognized as providing direction to indicate what implementation activities will be emphasized first.

Section 6. The City Council hereby adopts as additional findings, the supporting text, maps, graphs, and tables contained in the West University Refinement Plan and the West University Refinement Plan Appendix.

The foregoing Resolution adopted the 14th day of April, 1982.

[Signature]
City Recorder

Resolution - 2.
COMERCIAL
13 MEDIUM-AND HIGH-DENSITY RESIDENTIAL (WOONERF)
14 COMMERCIAL AND HOUSING/MEDIUM AND HIGH DENSITY RESIDENTIAL CROSSHATCH AREA
1 HIGH DENSITY RESIDENTIAL WITH HISTORIC FEATURES
3 INSTITUTIONAL AREA: HOSPITAL, UNIVERSITY, COLLEGE
2 INSTITUTIONAL AREA/HIGH-DENSITY RESIDENTIAL CROSSHATCH AREA WITH HISTORIC FEATURES
-10, 12 MEDIUM AND HIGH-DENSITY RESIDENTIAL
11 HIGH DENSITY RESIDENTIAL
5, 6 COMMERCIAL/INSTITUTIONAL CROSSHATCH AREA
8 HIGH DENSITY RESIDENTIAL WITH CLINICS
9, 15 COMMERCIAL AND HOUSING
7 COMMERCIAL AND HOUSING WITH HISTORIC FEATURES

SEE TEXT ON ADJACENT PAGES FOR EXPLANATION OF LAND USE AREAS.

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west university refinement plan
land use diagram
generalized future land use patterns