WHITEAKER PLAN

AUGUST 1994

PHOTOGRAPHER: TERESA BISHOW

Whiteaker residents in Sladden Park.

LANE COUNTY HISTORICAL MUSEUM, #93L/L75-870

Miss Alberta Shelton, Eugene's first lady-cyclist, photograph taken around 1890.

ACKNOWLEDGEMENTS

The City of Eugene Planning and Development Department provided the project management and primary staff support for the update of the 1978 Whiteaker Plan. Assistance was also provided by other City departments, Lane Council of Governments (L-COG), Lane Transit District (LTD) and other public agencies.

Members of the core project team changed somewhat over the course of the planning period. At the time the August 1994 Whiteaker Plan was adopted, the following staff were part of the core project team:

City of Eugene

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Kent Kullby, Land Use/Zoning
Cindee Lee, Graphic Design
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Bob Noble, Transportation/Sewer/Roads
Phyllis Parks, Whiteaker Public Safety Station
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Fred Wilson, Public Safety
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Jim Croteau, Community Planning Supervisor

Lane Council of Governments

Clair Van Bloem, Senior Research Analyst

In addition to the core staff team, Micki Kaplan, Lane Transit District Planner; Greg Rikhoff, Eugene Human Rights Commission; and Joyce Edwards, text production assistant, also provided staff support to the project.

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PREFACE

The August 1994 Whiteaker Plan provides a bold statement that citizens desire to improve the neighborhood in ways that also celebrate its diversity, heritage and unique sense of place within Eugene. The plan is a model for other citizens interested in guiding the future of their neighborhood or community.

The update of the 1978 Whiteaker Plan began with the Eugene City Council's appointment of a group of volunteer citizens known as the Whiteaker Planning Team. The team met the challenge of preparing a draft plan within one year and focusing on key plan update issues. The Planning Commission accepted the charge of reviewing both the draft plan and high priority implementation items being processed along with the adopted of the plan. The City Council embraced the new Whiteaker Plan and acted swiftly to adopt high priority implementation items.

Eugene Mayor and City Council--as of August 1994

Ruth Bascom, Mayor

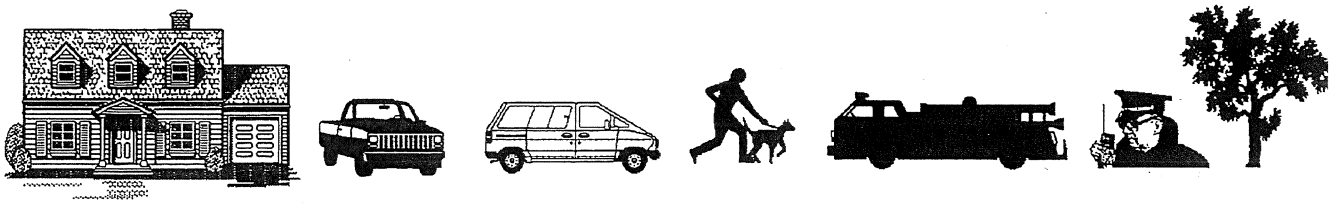
Paul Nicholson, President
Nancy Nathanson, Vice President
Shawn Boles
Bobby Green
Kevin Hornbuckle
Barbara Keller
Tim Laue
Jim Torrey

Eugene Planning Commission-- as of May 1994

Ellen Wojahn, President
Adell McMillan, Vice President
Robert Belknap
Vern Ho
Jenny Sirnio
Ken Tollenaar
John VanLandingham

Whiteaker Planning Team-- as of August 1993

Scott Meisner, Chair
Ron Saylor, Vice Chair
Joanna deFelice
Doug Ebbitt
Elizabeth Fox
Robert Graef
Cherlye Hawkins
Nena Lovinger
Kathi Weiderhold



Whiteaker—more than an address, it's an attitude.

Whiteaker Community Council is an independent city-recognized non-profit neighborhood organization. We work in partnership with residents, businesses and other organizations, including:

- **Whiteaker Public Safety Station** •
  crime prevention, park watch
- **Whiteaker School** •
  family events
- **City of Eugene** •
  transportation, land use and zoning, parks programs
- **Neighborhood Economic Development Corp. (NEDCO)** •
  Red Barn Marketplace, Red Apple Market, North Polk project, East Blair Housing Co-op

plus, festivals and other fun get-togethers

We provide a forum for citizen participation on neighborhood issues, such as:

land use
business development
crime prevention
environmental awareness
housing and social awareness
transportation

If you live, work or own property within Whiteaker boundaries, you are eligible to join. Voting members must attend one meeting a year.

For meeting schedule contact Christine Donahue, City of Eugene Neighborhood Liaison, 687-5009.

Get to know your neighborhood!
Get involved!

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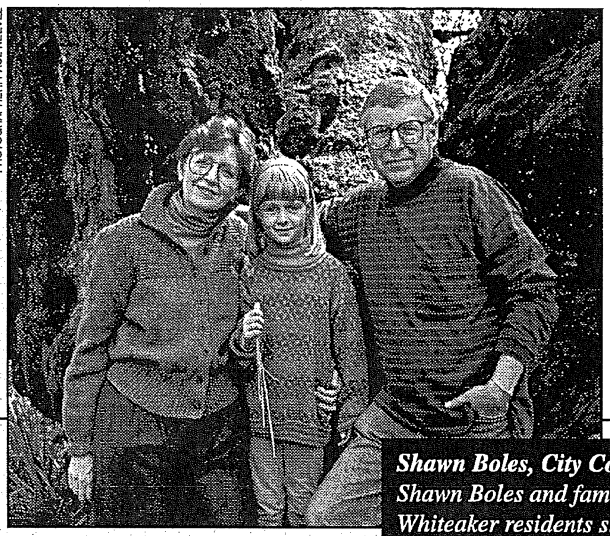
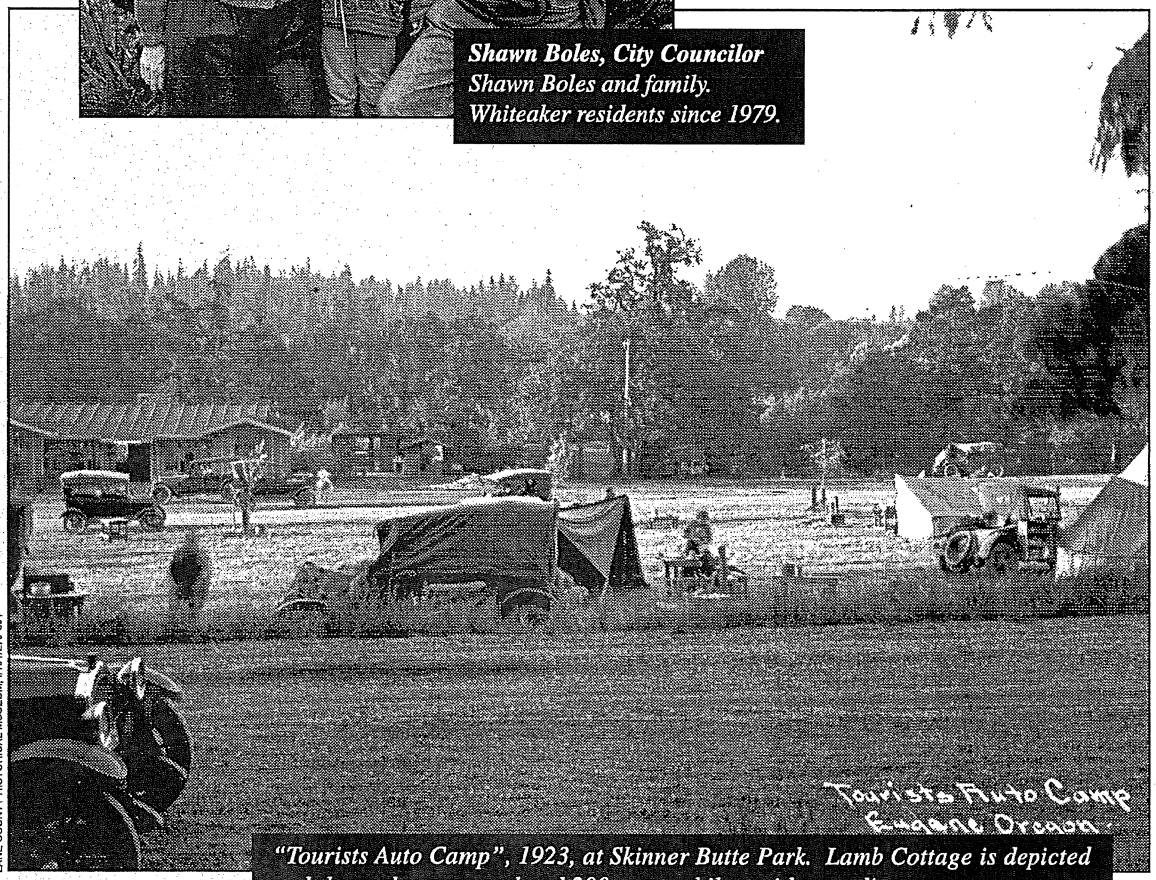


PHOTOGRAPHER: PAUL NEEVEL

Shawn Boles, City Councilor
Shawn Boles and family.
Whiteaker residents since 1979.



LANE COUNTY HISTORICAL MUSEUM, #191/L79-891

"Tourists Auto Camp", 1923, at Skinner Butte Park. Lamb Cottage is depicted and the park accommodated 200 automobiles, with crowding.

INTRODUCTION

What This Plan Can Mean for Whiteaker

> **"The existing Whiteaker Neighborhood plan is 15 years old. We need to update the plan to ensure that it reflects the current needs and desires of the community. We need to rekindle a collective vision for the neighborhood and provide a chance for new ideas to emerge to solve key issues. The City will provide the necessary tools to create the plan while community members provide the energy and direction."**
>
> City Councilor Shawn Boles, address to the Whiteaker Planning Team, September 1992

In the development of this plan, the Whiteaker Planning Team sought to meet Boles' challenge to the Whiteaker Neighborhood. This plan is a bold statement that citizens desire to improve the neighborhood in ways that also celebrate its diversity, heritage, and unique sense of place within Eugene.

This plan reveals key problems and opportunities for the neighborhood. It also presents a vision for the future of the neighborhood. Many people have committed hundreds of hours to the formation of this plan. As problems were discussed, opportunities discovered, and visions crafted, the citizens involved were already in many ways implementing the plan. They were taking important steps towards improving the neighborhood by coming together and strengthening the commitment to foster a livable community. Specifically, the purpose of the plan is to:

- Review the results of the 1978 Whiteaker Plan, build upon its successes, and correct its deficiencies.
- Look at the history of Whiteaker to better understand the significant people, events, and development activities that have shaped the community in the past.
- Identify feasible public actions to assist and attract private investment into Whiteaker that will result in improved housing conditions, increased stability of Whiteaker residents, and financially sound businesses that are compatible with nearby residential areas.
- Identify public amenities that contribute to the urban and natural environment, and to the livability of the neighborhood.
- Guide both public and private actions affecting the growth and development of the area.
- Guide public and private actions that will improve public safety and guide the provision of social services and education.

This plan contains a number of ideas or strategies for implementing City policies. These strategies over time may be found unworkable. Other better solutions will also be found. Circumstances will change and in some cases modifications to the plan will be needed. This plan is meant to change over the years as strategies are tested, implemented, and evaluated.

Plan Organization

The Whiteaker Neighborhood Plan consist of several parts. Following the Introduction is a section titled, "A Vision for Whiteaker's Future". This section contains a set of neighborhood goals. The goals illustrate what the citizens would like the neighborhood to be like in the future. They provide a standard for measuring the Plan's success.

The Whiteaker Plan is built around six major elements addressing: Neighborhood History and Character; Land Use; Transportation; Public Safety; Parks and Recreation; and Social Services and Education. Each element contains a short introduction and an overview of the key Plan issues. In describing the key issues, problems are openly identified. Additional information pertaining to many of the key issues is available in the Whiteaker Plan Appendix.

Each plan element also contains City policies or statements to be adopted by the City Council. To implement the policies, related strategies are identified. These are not meant to be adopted by the City Council. They are listed as examples of activities that could be undertaken to accomplish the adopted policies. In many cases, implementation strategies will require further study and evaluation prior to implementation. Most implementation strategies will not be implemented without additional opportunities for public input and review.

The plan contains a glossary that defines the meaning of terms or words that might be unfamiliar to the reader.

The Planning Process

Cities across the nation are doing things differently in many areas of city government to respond to limited financial resources and the growing demand for public services. In light of this, the Eugene City Council directed that the update process for the Whiteaker Plan become a model for future neighborhood planning. The Council requested that a new draft plan be prepared within one year and allocated specific funds towards the project. To help ensure that the short time line could be met and project costs were contained, the Council emphasized that the plan focus on key issues.

The City Council also encouraged a high level of citizen involvement in the update of the neighborhood plan. Active citizen participation in preparing the draft Plan was viewed as critical to the overall acceptance of the plan. With this, the Council appointed a nine member citizen group to serve as a special advisory committee on the project. Known as the Whiteaker Planning Team, members lived, worked, and/or owned property in the neighborhood. In

addition, several workshops and public hearings were also held throughout the process to provide further opportunities for citizen participation.

The **Whiteaker Planning Team** developed the September 1993 Draft Whiteaker Plan through a series of major planning steps outlined below:

- **Work Program Adoption**--In June 1992, the Eugene Planning Commission approved the Whiteaker Plan Update work program. In July 1992, the Eugene Citizen Involvement Committee approved the citizen participation component.

- **Whiteaker Planning Team Formed**--In August 1992, the Eugene City Council appointed nine citizens to serve on the Whiteaker Planning Team based on a recommendation from the Mayor.

- **Whiteaker Plan Update Kick-Off Meeting**--Councilor Shawn Boles and Laurie McClain, President of the Whiteaker neighborhood group, provided insights about the purpose of a neighborhood plan to community members.

- **Citizen Survey**--Whiteaker residents, businesses, and property owners were mailed surveys to help identify key plan update issues. Surveys were printed in English and Spanish.

- **Public Notice**--A letter from Councilor Shawn Boles informing people about the project and the opportunity to become involved was mailed to over 5,000 Whiteaker residents, businesses and property owners. The mailing included the citizen survey and information about the Whiteaker Planning Jam.

- **Whiteaker Planning Jam**--Two community workshops were held in October 1992 to involve citizens in issue identification and the plan update process.

- **Issue Identification**--By early December 1992, the Whiteaker Planning Team completed the identification of key plan update issues. They used input from the citizen survey, community workshops, and discussions with the Planning Commission, Historic Review Board, and project staff.

- **Evaluation of Existing Plan**--The planning team reviewed an evaluation of the existing plan prepared by City staff. The team continued its critique during preparation of the new draft Whiteaker Plan.

- **Data Collection and Analysis**--Land use field inventory work was completed. Zoning information was verified and mapped. Written reports were prepared for major topic areas such as Whiteaker demographics, housing and land use patterns, and public safety.

- **Whiteaker Neighborhood Tour**--The Planning Commission, Historic Review Board and Whiteaker Planning Team conducted a joint tour of the Whiteaker neighborhood in January 1993. The tour resulted in a better understanding about problems and opportunities in the area.

- **Plan Preparation**-- The planning team spent several meetings discussing the key Plan issues and crafting new goals for the neighborhood. Based on a vision for Whiteaker's future, the planning team developed policies to guide public and private decisions affecting Whiteaker. The planning team identified strategies to implement the Plan.

- **Whiteaker Plan Public Forum**--The Whiteaker Community Council and Whiteaker Planning Team jointly sponsored a special public forum on the draft plan in June 1993. A summary of the plan was mailed to over 5,000 Whiteaker residents, businesses, and property owners, with full copies available.

- **Planning Team Recommendation**---The planning team reviewed public comments on the June draft plan and forwarded a revised September draft to the Eugene Planning Commission.

Special studies were also conducted as the Whiteaker Planning Team prepared the September 1993 Whiteaker Plan including:

1. A land use survey to update land use information.
2. A citizen survey to receive input from area residents, businesses and property owners.
3. A survey of building conditions in the plan area.
4. A study of the number and types of crimes occurring in the plan area and a comparison with data for the city.
5. The first phase of a historic resources inventory that identifies structures over 50 years of age.

The **Eugene Planning Commission** received status reports on work of the Whiteaker Planning Team and participated in a tour of the neighborhood before considering the Draft September 1993 Whiteaker Plan. Once the draft plan was officially forwarded to the commission for consideration, the commission completed the following major steps:

- **Public Notice--** Notices were mailed to over 5,000 Whiteaker residents, businesses and property owners concerning the opportunity to comment on the Draft September 1993 Whiteaker Plan and related implementation items being processed concurrently. All standard public notice requirements were met or exceeded for the draft plan and related implementation items for the two rounds of public hearing items conducted by the planning commission.

- **Planning Commission Fall 1993 Public Hearings**-- In response to the high degree of public interest in the project, the planning commission held three public hearings on the draft plan and related implementation items. Public testimony included about 8 1/2 hours of oral testimony and 376 pages of written testimony. Ten petitions were submitted on various issues with a total of 257 signatures.

- **Commission Completes Initial Review**-- Since the first public hearing in October 1993, the commission held 23 work sessions that focused on the Whiteaker Plan and related implementation items. Some of the work session included tours of places in the Whiteaker Neighborhood where specific issues emerged. On March 14, 1994 the commission completed its initial review of the entire draft plan and related implementation items. The commission reviewed a packet containing the tentative commission recommendations and agreed to solicit public testimony on the packet as well as the original September 1993 Draft Whiteaker Plan. The commission also agreed to conduct new public hearings on tentative recommendations regarding the various implementation items.

- **Commission Conducts Second Round of Public Hearings**-- On May 3, 1994 the commission held public hearings on the tentative recommendations concerning the draft plan and related implementation items.

- **Commission Forwards Recommendations to City Council**-- On May 17, 1994 the commission forwarded recommendations to the City Council on the draft plan and related implementation items. The commission directed staff to prepare a revised version of the draft Whiteaker Plan to incorporate the commission's recommended changes.

- **Plan Priorities**-- The planning commission forwarded to the City Council a list of priorities for implementing the Whiteaker Plan. These priorities were printed separately from the plan.

- **Evaluation of the Whiteaker Plan Update Process**-- On June 7, 1994 the planning commission, Whiteaker Plan staff team and the Whiteaker Planning Team participated in an evaluation of the process used to update the 1978 Whiteaker Plan.

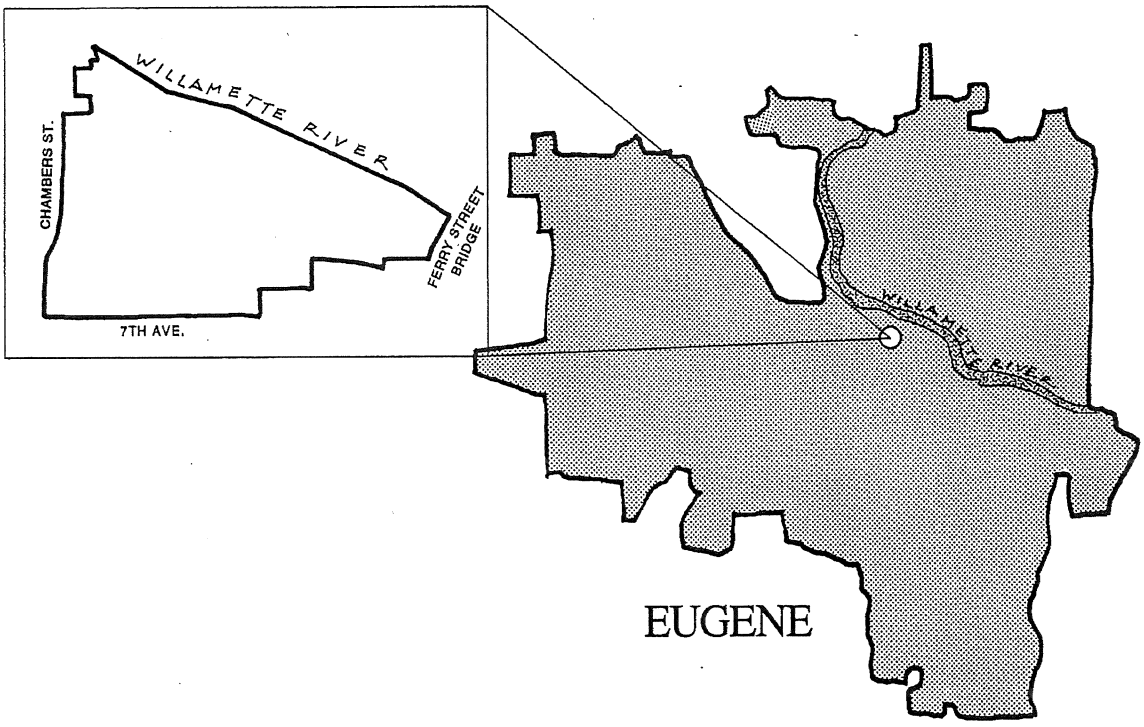
On June 29, 1994 the Eugene City Council reviewed the May 1994 Draft Whiteaker Plan and related implementation items. Public hearings were held on July 11, 1994. On August 1, 1994 the City Council approved a set of amendments to the May 1994 Draft Whiteaker Plan. The Council also adopted a new mixed use district, a new historic zoning district, and amendments to the Eugene Code affecting rescue missions. On August 3, 1994 the Council adopted a set of amendments to the Metro Plan to ensure consistency between the Metro Plan and the updated Whiteaker Plan. The Council adopted the Draft Whiteaker Plan as recommended by the Planning Commission incorporating the changes approved on August 1, 1994. Lastly, the Council approved a set of zone changes to help implement the new Whiteaker Plan.

Study Area

The Whiteaker Neighborhood Plan encompasses about 720.7 acres, affecting 1,489 tax lots. The Willamette River is a strong border on the north and a significant geographic feature of the City. The Chambers Connecter and 1976 City limits line form the boundary on the west and northwest. The southern boundary is generally 7th Avenue from Chambers Connector to Washington Street. At that point the boundary goes north and east to where 4th Avenue meets the Ferry Street Bridge. The boundary of the Whiteaker Plan is the same as the official neighborhood boundary. There is no overlap with the Eugene Downtown Plan.

Whiteaker contains strong geographical features, such as Skinner Butte; a number of historic resources, including two historic districts; visual landmarks, such as the Jefferson Elevator; and key transportation corridors, such as the Southern Pacific Railroad. Further information about neighborhood characteristics and land use patterns is contained in the Neighborhood History and Character Element and the Land Use Element.

In 1990, 4,633 people lived within Whiteaker. Demographic information is contained in the Social Services and Education Element and in the Whiteaker Plan Appendix.



Relationship to the Metropolitan Plan and Other Adopted Plans

The Eugene-Springfield Metropolitan Area General Plan (Metro Plan) provides the broad public policy direction for the entire metropolitan area. It covers a range of topics such as land use, the economy, environmental resources, transportation, urban design, historic preservation, and citizen involvement. It focuses on issues that are important to address at the metropolitan level. The Metro Plan contains a land use diagram that provides an overall depiction of general land use patterns. It is not meant to be site specific and in general, does not show land uses patterns smaller than five acres in size.

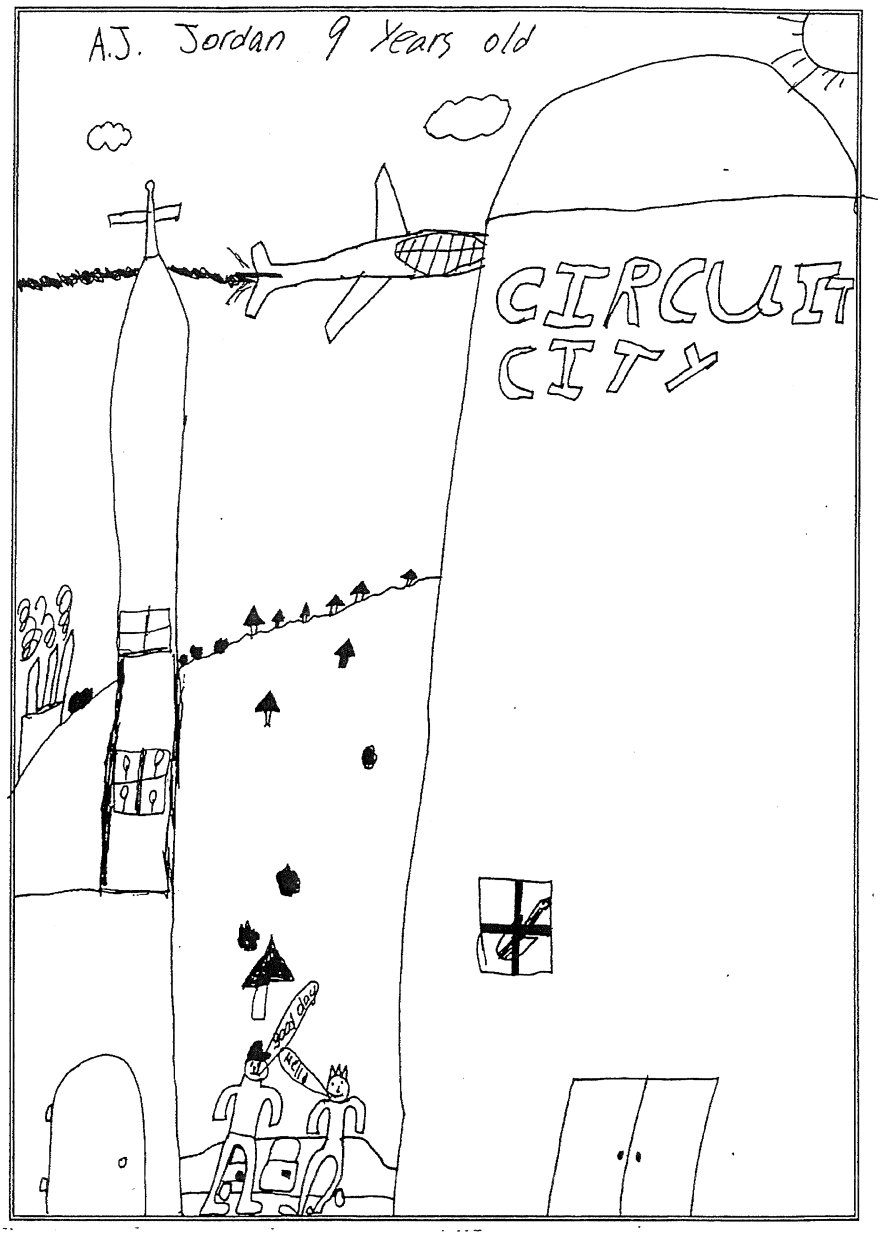
There are also planning documents that address a specific function such as the transportation plan for the metropolitan area (TransPlan) and the Eugene Parks and Recreation Plan. The City of Eugene has also adopted city-wide goals and policies that are unique to Eugene (Eugene Community Goals and Policies). Neighborhood plans are a refinement or more detailed examination of the Metro Plan and other city-wide planning documents. Any inconsistencies between the Metro Plan and the draft Whiteaker Plan were addressed through amendments to the Metro Plan prior to the adoption of the draft Whiteaker Plan. If an inconsistency between the two plans is later found, the Metro Plan prevails.

Past Planning Efforts

The Eugene City Council adopted the first Whiteaker Refinement Plan in May 1978. In January 1986, the Eugene Planning Commission conducted an evaluation of progress made to implement the 1978 Whiteaker Plan. The evaluation concluded that the implementation priorities established at the time of the Plan's adoption had largely been implemented. In general, the Planning Commission noted that the 1978 Whiteaker Plan was successful in guiding land use and in helping to achieve many of the neighborhood goals. The Whiteaker Community Council identified the need to update the neighborhood plan to address new problems and spark discussions on the vision for the neighborhood.

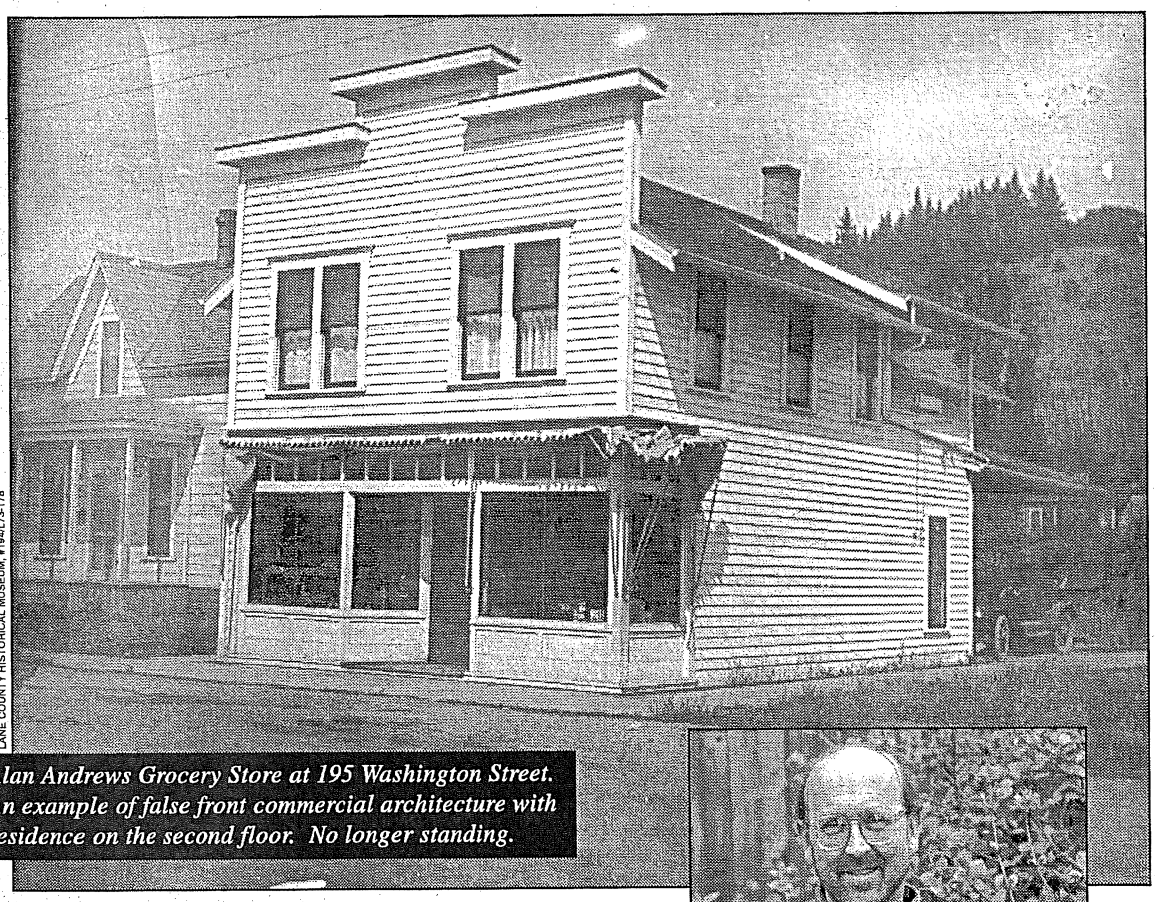
Plan Implementation

Implementation of this Plan will occur over the years as committed citizens strive to improve the Whiteaker neighborhood. Some implementation actions will require expenditures of public funds and resources. Other actions will be dependent on private investments and development activities. To guide the allocation of public resources, the Whiteaker Planning Team prepared a chart indicating the recommended timing for implementing various policies and strategies in the Draft September 1993 Whiteaker Plan. The Planning Commission considered suggestions of the planning team and forwarded a list of priority implementation items to the City Council based on the Draft May 1994 Whiteaker Plan. At the request of the City Council, many implementation actions went through public review and adoption along with the review of the draft plan. This approach was designed to hasten implementation of high priority items and reduce the need for the Planning Commission or City Council to consider implementation items at a later date.



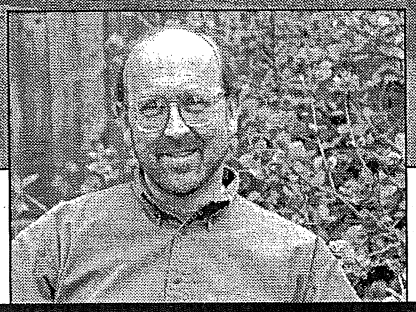
"Circuit City--a vision of Whiteaker in the future," drawn by a student at Whiteaker School.

VISION FOR WHITEAKER'S FUTURE



LANE COUNTY HISTORICAL MUSEUM, #1941.73-178

Alan Andrews Grocery Store at 195 Washington Street. An example of false front commercial architecture with residence on the second floor. No longer standing.



***Scott Meisner**, longtime Whiteaker resident, Whiteaker Planning Team Chair.*

PHOTOGRAPHER: SUSAN DETROY

A VISION FOR WHITEAKER'S FUTURE

Neighborhood Goals

Listed below are statements that provide a vision for what Whiteaker can be in the future.

Neighborhood History and Character

The Whiteaker Neighborhood will be a showcase example of the connection between historic preservation and a livable community. Positive features of the neighborhood will be retained and give Whiteaker a feeling of community and a rich sense of place.

Land Use

The Whiteaker Neighborhood will be a diverse area offering a variety of places to live, work, shop, and enjoy. Residential areas will be preserved and housing will be maintained in good condition. Mixed land uses will blend well and will not have problems of compatibility. Thriving neighborhoods will support local retail and service businesses.

Transportation

People going to, from, and through Whiteaker will travel safely by foot, bike, bus, train, or car. The Whiteaker Neighborhood will demonstrate that livability does not need to give way to the automobile.

Public Safety

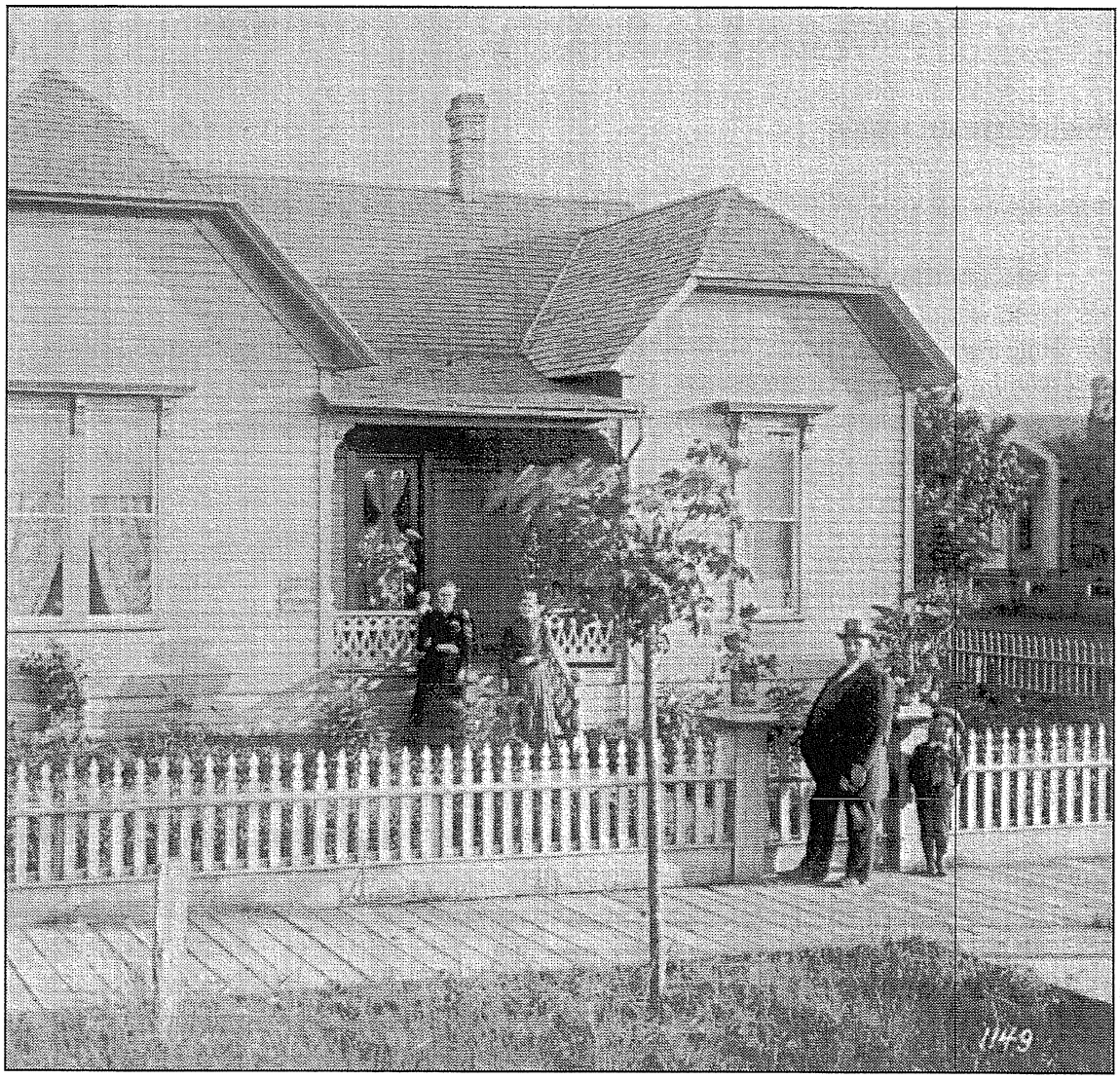
People will be safe in Whiteaker and feel secure in their homes, on the streets, and in parks. Community members will take pride in helping to stop crime, work cooperatively with City public safety staff, and will be well informed on public safety issues.

Parks and Recreation

The Whiteaker Neighborhood will be a showcase example of a park and recreation system in terms of park aesthetics, care of natural vegetation and wildlife diversity, affordable leisure opportunities, and social interactions. Park and recreational opportunities will be used positively by community members.

Social and Education

Whiteaker residents will be able to easily obtain essential social services. Children in Whiteaker will have the best elementary school in the 4J district.



LANE COUNTY HISTORICAL MUSEUM, #307/L88-60C

Dr. Edwin D. McKinney residence, southeast corner of 6th and Jefferson Streets. Note the wooden sidewalk, which was characteristic of early Eugene street scenes.

NEIGHBORHOOD HISTORY AND CHARACTER ELEMENT

PHOTOGRAPHER: JOHN BAUGUESS

Visitors admiring the ca. 1867 Gothic Revival style Mims House in the East Skinner Butte Historic District.

NEIGHBORHOOD HISTORY AND CHARACTER ELEMENT

Introduction

The first residents of the Whiteaker neighborhood were the Kalapuya Indians who inhabited this section of the Willamette Valley for an undetermined amount of time before the arrival of white settlers. These natives utilized the Willamette River for transportation, recreation and food gathering. The river is still a significant natural resource forming the northernmost boundary of Whiteaker.

The Whiteaker neighborhood was named for Oregon's first governor. John Whiteaker was born in Indiana, arrived in Oregon in 1852 and died in Eugene in 1902. The section of Eugene that is known as Whiteaker is in large part the site of Eugene Skinner's 640 acre Donation Land Claim (DLC) of 1846. West of Skinner's homestead lay the land claim of Prior Blair, for whom Blair Boulevard is named. Blair Boulevard was part of the Willamette Valley's first north/south highway and was a principal entrance into the city. For decades travelers arrived by foot, horse, oxen, mule or wagon, later utilized the Model T, and eventually every form of motor vehicle that came into existence following World War I. Blacksmith shops gave way to gas stations, which sprang up at the intersections of Blair at 5th, 6th and 7th Avenues.

Whiteaker is Eugene's oldest neighborhood. Settlement began in the area now known as the East Skinner Butte Historic District and expanded south to create Eugene's downtown. The Mill Race was a determining factor in this development as agricultural and industrial enterprises located close to this hydroelectric landscape feature. The Mill Race originally flowed north along Mill Street where it branched east at 4th Avenue to rejoin the Willamette River. Development in Whiteaker became more intensive after the arrival of the railroad in 1871. Along with the railroad came prosperity and the downtown core grew while residential development expanded west along 3rd, 4th, 5th, 6th and 7th Avenues. Whiteaker began as a residential neighborhood and evolved into a mix of land uses. Stately Victorian houses, for example, were situated on large lots along 5th, 6th and 7th Avenues prior to the commercial development that we know today. Single family houses were the norm throughout the neighborhood, with some concentration of apartments and boarding houses close to downtown. Along with numerous outbuildings, the family hen house was a common occurrence in Whiteaker prior to World War II.

At the northwest corner of Madison Street and 4th Avenue, the Geary School provided elementary education for Whiteaker students until 1938, when it was converted to the Eugene Vocational School. In 1926, the Whiteaker School was constructed, which expanded high quality elementary education for many residents in the neighborhood. Churches were primarily located in the downtown area so Whiteaker only had two small churches to serve the faithful. Prior to comprehensive zoning of the entire city in 1948, Whiteaker followed the typical random pattern of commercial and industrial development. Commercial enterprises like dry cleaners, service stations, contractors, and plumbers were located along the major

traffic intersections. The Eugene Planing Mill and other lumber yards, grocery wholesalers, grain and feed storage operations, warehouses and gas and oil wholesalers located close to the railroad tracks. Along the south bank of the Willamette River and at the end of Washington Street the Eugene Nursery and L.A. Raup Florist operated sizable greenhouse concerns. As the automobile came to dominate the American landscape a few motor lodges and roadside restaurants developed on South River Road and 6th Avenue.

Whiteaker continues to contribute to the cultural history of the Eugene metropolitan area with industrial, commercial and residential activities in structures that date from all periods of local development. Whiteaker has functioned as a "small town within the city" throughout Oregon's statehood. Blair Boulevard has been the working class hub of the west side of the neighborhood. As trends and opportunities have changed so has Whiteaker. During the 1960s and 1970s historic structures were replaced with multi-family housing, commercial enterprises and eventually the Washington/Jefferson Overpass.

The first phase of a historic inventory of Whiteaker was completed in August of 1993. The Neighborhood History and Character Element establishes policy to help preserve and promote the history of Whiteaker and a variety of features that create the neighborhood's special identity. This element contains City policies and implementation strategies to guide historic preservation goals for the neighborhood, which hopefully will result in the retention of significant character defining features.

Overview of Key Issues

Historic Inventory and Protection

The Whiteaker neighborhood contains some of the oldest properties in the city, and for this reason requires a comprehensive survey and inventory of historic resources, including landscape features. Approximately 600 structures in Whiteaker meet the 50 year age criterion for historic identification. (Refer to the map titled, "Historic Resources" on page 18.) For the purposes of this plan "historic" is defined as those aspects of our culture, including events, people, sites, architecture, objects, or landscape features that inform us about what has gone before, helping us to understand the significant aspects of Native American or American culture.

The Whiteaker Community Council has strongly supported conducting a historic survey for the neighborhood. First phase survey and inventory work began during the winter of 1993 through the cooperation of the City of Eugene, the University of Oregon and the State Historic Preservation Office. In 1993, about 410 historic properties were identified during a reconnaissance survey of a portion of the neighborhood. In 1994, additional properties were identified as the reconnaissance survey work was completed for the entire neighborhood. Intensive level survey work continued to help determine the significance of each historic resource. Following completion of the survey and inventory, protection strategies will be

implemented so that significant landscape features, architecture, and other character defining elements can be maintained and preserved for future generations to enjoy.

A percentage of historic structures may be subject to demolition due to deteriorated building conditions, pressures for redevelopment, and property owner neglect. The zoning of many of the structures currently encourages more intensive development. With the exception of the properties in the East Skinner Butte Historic District and the Blair Boulevard Historic Commercial Area only three structures in the Whiteaker neighborhood are included on the City historic landmark list and offered protection through National Register listing.

East Skinner Butte Historic District

The East Skinner Butte Historic District was the first historic district for the City of Eugene, with National Register designation occurring in 1982. The district is residential in character, illustrating a spectrum of architecture that was popular between 1875 and the 1920s. The district boundaries are irregular. Twenty nine tax lots are included in the designation. Since 1982 many property owners have upgraded and improved their properties to reflect the historic period of construction of a variety of architectural styles. East Skinner Butte Historic District has been inventoried, evaluated and protected. Skinner Butte itself is a character defining landscape feature northwest of the district. City owned Shelton-McMurphey/Johnson House, an important local landmark, is located on the south side of the Butte and is not within the boundaries of the historic district.

Protection strategies for the above resources are firmly established through local and federal designation, as well as design guidelines. Residents are concerned that proposed changes to the Ferry Street Bridge may have a negative impact on the character of the district. Increased off-street parking by EWEB and downtown employees impacts the look and character of the district. Residents have been involved in the development of alternatives for the Ferry Street Bridge corridor to try to ensure that any future improvements will include provisions to enhance the historic district by minimizing the impact of through traffic in the area. Increased on-street parking by downtown employees has led to the recent development of a residential preferential parking program in the East Skinner Butte area, aimed at preserving adequate off-street parking for customers, residents and visitors while lessening the impact of commuter traffic.

Zoning for the area is primarily R-2/20 which allows multiple family residential developments up to 20 units per acre. A few tax lots in the district are zoned R-3, mixed use, and I-2 light medium industrial. In general, existing zoning does not encourage the preservation of historic resources. There is no mechanism in place for design review of surrounding land uses, which can result in incompatible development.

Note: All references to "existing" zoning reflect zoning prior to adoption of the August 1994 Whiteaker Plan. Based on the Plan, the City Council adopted a significant number of zone changes including the application of Site Review Subdistrict zoning.

Blair Boulevard Historic Commercial Area

The Blair Boulevard Historic Commercial Area is an enclave of commercial, industrial and residential buildings that were important to the early development of the Eugene community. The district contains architectural resources that span four major periods of development, ranging in construction dates from 1875 to 1945. Twenty six tax lots make up the district within an irregular boundary along Blair Boulevard and Van Buren Street.

Because this designation was instigated by property owners in the Blair Boulevard Commercial Area there is a strong indication that Whiteaker neighbors have a distinct respect for local history. Designation as a historic district encourages property owners to improve and maintain their properties within clearly defined design criteria. Improvements to structures located within the district might create a positive economic climate that would be conducive to new business enterprises and increased home ownership in the residential neighborhoods to the east and west.

Current zoning does not encourage the preservation of historic structures nor address distinct characteristics of the area. The inventory of surrounding historic residential architecture could create the basis for the creation of additional historic districts to the east and west of the commercial district.

Design Standards

The current look of Whiteaker is the product of many years of development of varied land uses in the neighborhood. Natural features, like Skinner Butte and the Willamette River, co-exist with man-made features like the railroad tracks, Washington/Jefferson overpass, and the Chambers Connector. Over time major traffic arterials have fragmented the different portions of the neighborhood, while mixed zoning has contributed to the look of commercial and industrial buildings juxtaposed with residential architecture. Some of the multi-family residential development of the late 1970s and 1980s in the Whiteaker neighborhood was not compatible with the ambient design or the historic qualities of the neighborhood. Designs for multi-family housing were sometimes unsympathetic to existing landscape resources and neighboring buildings, both historic and contemporary.

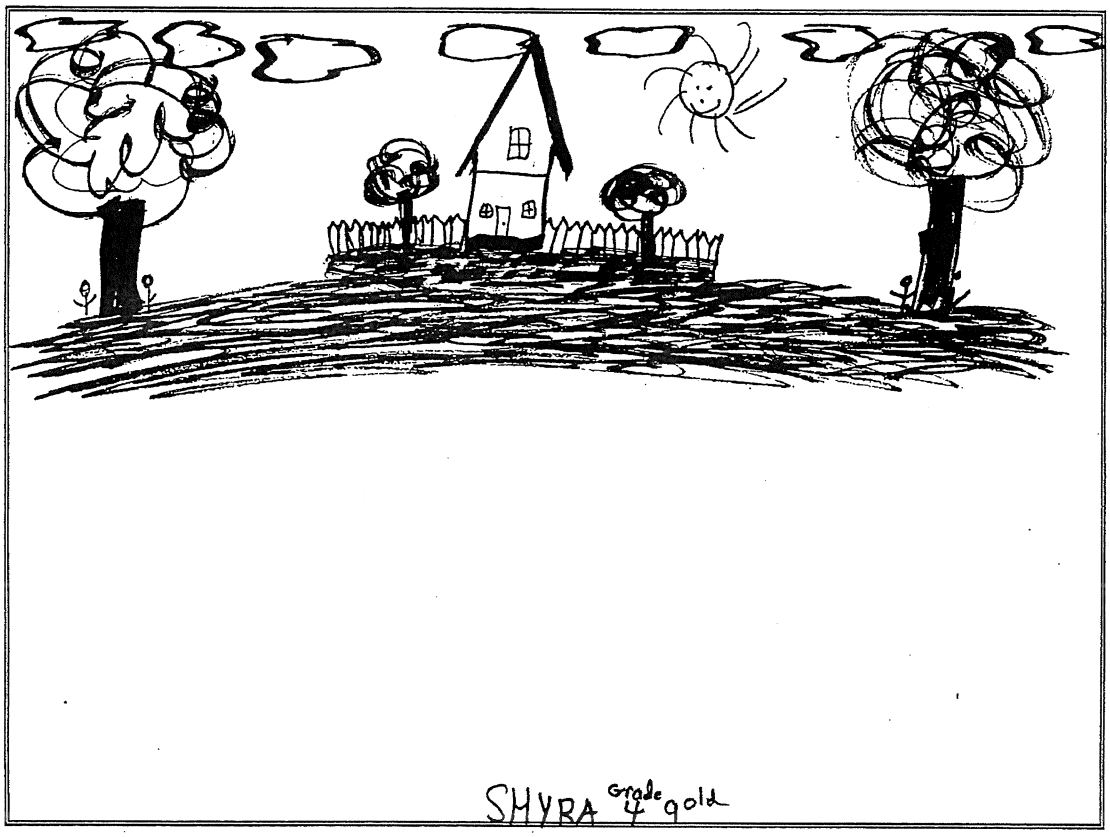
One distinctive feature in Whiteaker is the mix of allowable land uses. Because of the varied pattern of land uses and zoning, poorly designed new construction can have a significant impact on surrounding property values, traffic circulation, vegetation, historic structures and overall livability. Existing zoning throughout most of Whiteaker encourages greater intensity of development. There are no clear design standards to ensure compatible reuse or redevelopment of a site.

Note: All references to "existing" zoning reflect zoning prior to adoption of the August 1994 Whiteaker Plan. Based on the Plan, the City Council adopted a significant number of zone changes including the application of Site Review Subdistrict zoning.

Transportation and Development

Whiteaker is bounded on three sides by heavily used automobile routes, and is bisected into east and west areas by the Washington/Jefferson Overpass, while the Southern Pacific railroad divides the neighborhood into north and south. Heavy motor vehicle usage contributes to diminished air quality and noise along the major transportation corridors and residential areas of the neighborhood. As traffic increases these intrusions may diminish the environmental quality of the area, which will directly affect neighborhood character. Truck traffic due to the mix of land use is incompatible with the residential land uses. Future expansions and alterations to transportation routes may affect historic and character defining features of the neighborhood. Particular attention will need to be given to street improvements, curb cuts, lighting, and signs in the two historic districts.

The railroad arrived in Eugene in 1871 and has had a significant effect on land use in Whiteaker. As the neighborhood and the railroad have grown, conflicts have developed. Changes are needed to soften the railroad's impact on the neighborhood and support long-range growth and efficiency of rail operations in Eugene. The railroad has nostalgic and historic appeal to many community members.



"Whiteaker home and yard," drawn by student at Whiteaker School.

Neighborhood Identity

Whiteaker is a diverse urban neighborhood that is located near many of the amenities that make Eugene a desirable place to live. The neighborhood is adjacent to magnificent park land that is located along the south bank of the Willamette River. Whiteaker's mix of business and industrial enterprises close to residential areas is a positive feature that creates an opportunity for nearby employment of neighborhood residents. It also represents a type of "incubator" environment for small businesses that require inexpensive facilities, often developed in conjunction with residential uses. Whiteaker is home to a diverse population base that includes citizens of various ethnic origins, educational backgrounds and socio-economic groupings. A variety of social service agencies are located in Whiteaker, some maintaining offices in historic structures. Over the years businesses have begun, prospered, and continued to establish themselves in Whiteaker.

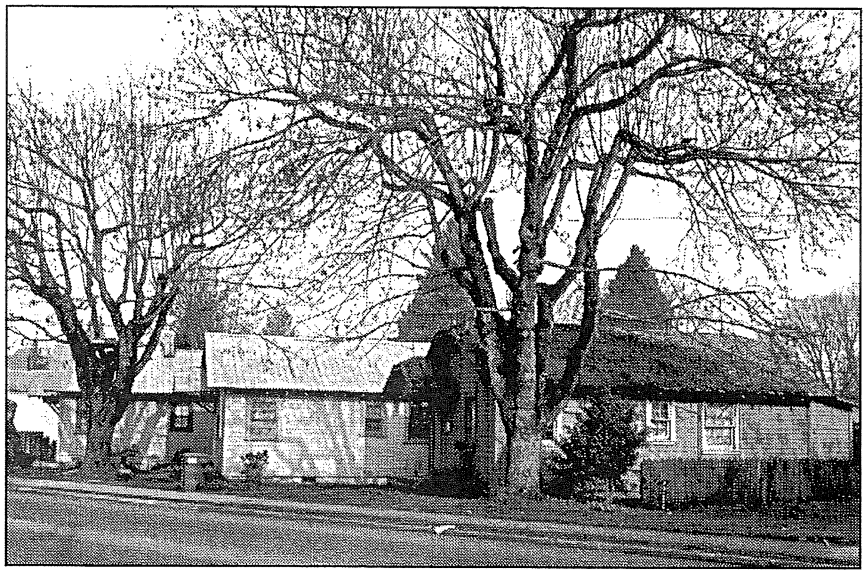
The Whiteaker neighborhood is generally bounded by the Willamette River to the north, the Ferry Street bridge to the east, Seventh Street to the south and the Chambers Connector to the west. The Washington/Jefferson Overpass divides the neighborhood into two distinct east and west sections. The Southern Pacific railroad separates the neighborhood into north and south sections. Whiteaker illustrates how transportation has evolved over the decades from the days of the riverboat, through the railroad era, and into the dominance of the motor age. During most of the last century, Whiteaker has been significantly affected by transportation changes such as the construction of highways, one-way arterials, and major bridge projects.

Skinner Butte is a familiar landscape feature that physically and visually separates the eastern half of the neighborhood into West and East Butte neighborhoods. A significant quantity of park land, including Owen Rose Garden, is located in Whiteaker, providing convenient access for residents. The basalt columns on the west side of the butte are a landscape feature used by climbing enthusiasts. Whiteaker contains numerous mature street trees and a pleasant mix of ornamental vegetation. All of these landscape features are part of the identity of the Whiteaker neighborhood.

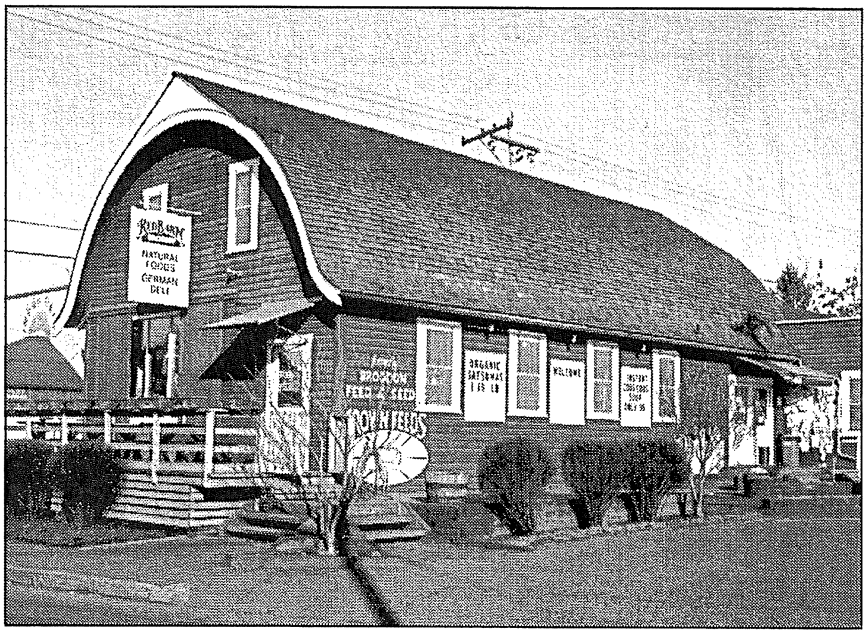
The residential area south of the railroad tracks and east and west of Blair Boulevard is surrounded by commercial and industrial development. The Blair Boulevard Historic Commercial Area is the hub of this part of the neighborhood. Van Buren Street provides a connection between First Avenue and the neighborhood to the south. North of the tracks the Sladden Subdivision, an early planned community, remains primarily residential in character with some non-residential land use along the north side of First Avenue. First Avenue is an important link between the east and west sections of Whiteaker. It provides convenient access to routes either north along the bank of the Willamette River or south along the flank of the butte onward into the East Skinner Butte historic district.

Most properties in Whiteaker are rental units, with some structures in need of repair and maintenance. Whiteaker residents would like to better the neighborhood by increasing options/opportunities for purchase or home ownership to interested low-income renters. In

general, an increased level of owner occupancy could improve the stability and livability of the neighborhood. Many residents believe Whiteaker is a positive place to live, particularly with its convenient access to downtown amenities and the Valley River Center, which is located along the north bank of the Willamette River. The unique mix of commercial, industrial, and residential architecture, in association with transportation corridors, is generally thought to be a positive aspect of Whiteaker's history and character.

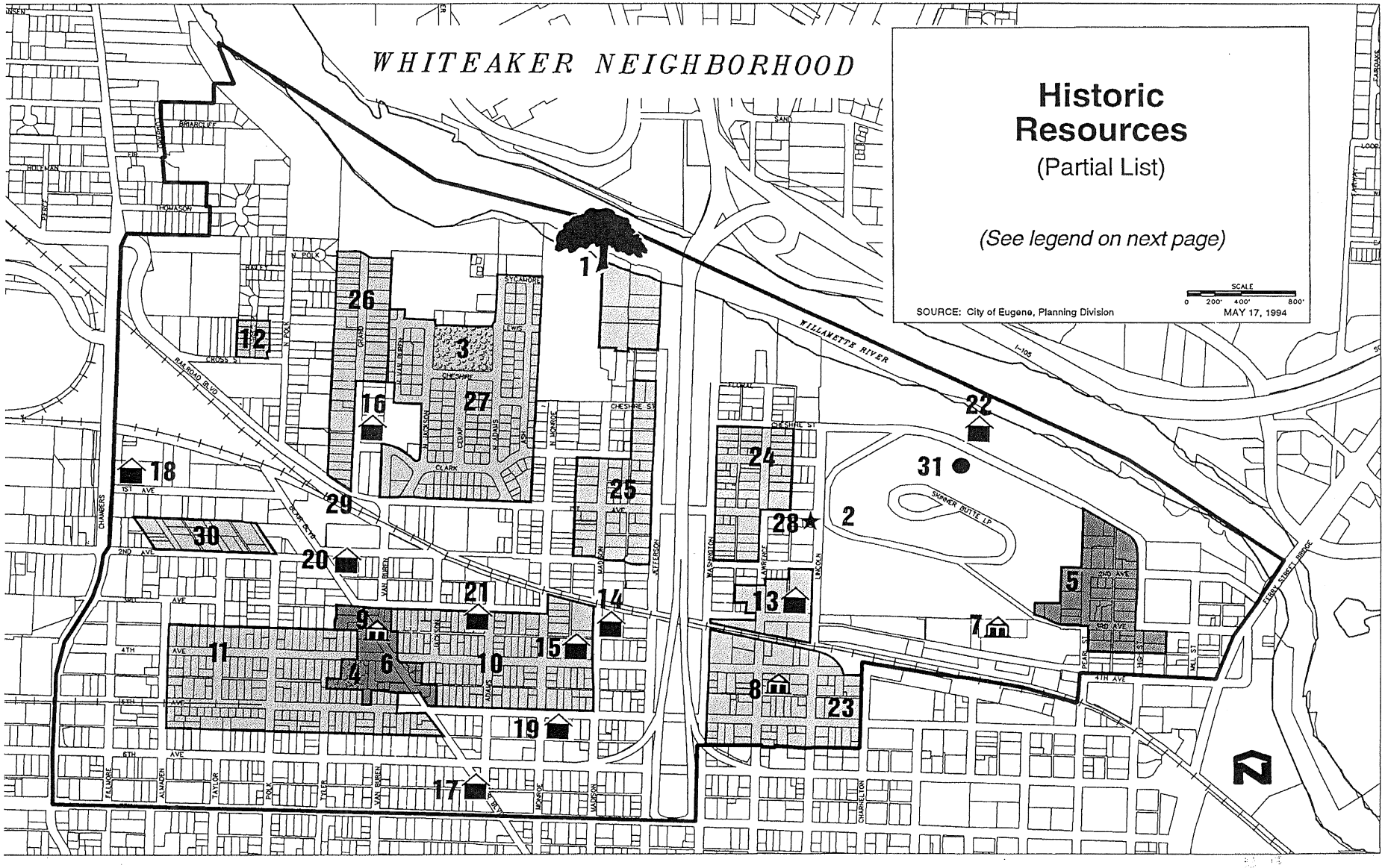


PHOTOGRAPHER: JOHN BAUGUESS



PHOTOGRAPHER: JOHN BAUGUESS

The Blair Boulevard Historic Commercial Area is working class district characterized by a mix of building types that are located along a diagonal boulevard with a quantity of large shade tree.


WHITEAKER NEIGHBORHOOD
Historic Resources
(Partial List)
(See legend on next page)
SCALE
0 200' 400' 800'
SOURCE: City of Eugene, Planning Division
MAY 17, 1994
WILLAMETTE RIVER
I-105
SKINNER BUTTE LP
1
2
3
4
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31

Historic Resources Legend*

HISTORIC LANDSCAPE

1. "Republican" Cherry at Owen Rose Garden, over 130 years old
2. The "Columns", site of early basalt quarry for Eugene
3. Sladden Park, established 1926
4. Scobert Park, illustrating agricultural landscape

HISTORIC DISTRICT

5. East Skinner Butte Historic District
6. Blair Blvd. Historic Commercial Area

NATIONAL REGISTER

7. Shelton-McMurphey/Johnson House (1888 Queen Anne Style) – 303 Willamette Street
8. Eakins/Snodgrass House (1892 Queen Anne Style) – Lawrence Street
9. Hayse Blacksmith, 1914, at 357 Van Buren Street

POTENTIAL HISTORIC DISTRICT *(Boundaries will require further research)*

10. Primary residential development, 1884 – 1910
11. Residential development, 1910 – 1928
12. Cross Place housing built for Anderon–Middleton Lumber Mill, 1925

POTENTIAL HISTORIC SITE

13. Eugene Planing Mill, operating 1902 – 1989
14. Jefferson Elevator, 1946
15. Eugene Vocational School site, 1938, former site of Geary School, 1890
16. Whiteaker School, 1926
17. Circa 1915 barn on alley between W. 5th and W. 6th Avenues
18. Willamette National Forest Warehouse, built by Civilian Conservation Corps., 1935
19. Classic Revival Residence, 1910, at 529 Monroe Street
20. R.H. Pierce Manufacturing Co., 1926
21. Stone bungalow at 304 Adams Street
22. Lamb Cottage, originally part of the "Public Tourist Park". Established in Skinner Butte Park in 1921.

RESIDENTIAL DEVELOPMENT

23. Dating from 1871 to 1920's
24. Dating from 1886 to 1940's
25. After 1889 to 1930's
26. After 1911 to 1943
27. Sladden subdivision, 1926

HISTORIC SITE

28. Plaque for original site of Eugene Skinner's Cabin, erected in 1846
29. **SOUTHERN PACIFIC RAILROAD**, arrived in Eugene in 1871
30. **INDUSTRIAL AREA** related to timber manufacturing, kilns and industrial buildings still extant
31. Reproduction of **SKINNER'S CABIN**

** The Historic Resources map does not illustrate potential expansion of the East Skinner Butte Historic District to include the Shelton-McMurphey/Johnson House nor individual sites or buildings that might be eligible for historic landmark designation.*

Neighborhood Goal

The Whiteaker neighborhood will be a showcase example of the connection between historic preservation and a livable community. Positive features of the neighborhood will be retained and give Whiteaker a feeling of community and a rich sense of place.

City Policies/Implementation Strategies

Policies are in **bold**. Indented below each policy are the associated Implementation Strategies.

Historic Inventory and Protection

1. **Continue to implement a program of historic preservation in the Whiteaker community to further identify historic resources and educate community members on their importance.**

    1.1 Prepare a neighborhood walking tour guide illustrating historic resources.

    1.2 Complete a cultural resource (historic) survey in the Whiteaker neighborhood.

    1.3 Prepare a historic report summarizing the number, type, and general location of historic properties in Whiteaker and the relative significance of listing properties as City or National Register landmarks.

    1.4 Develop interpretive displays and signs in the neighborhood that explain significant historic events or sites. Examples of sites should include: the Willamette shipyard, lumber mill, gravel quarry, original Ferry Street bridge site, and the observatory on Skinner Butte.

2. **Continue to dedicate funds to loan programs for rehabilitation of historic properties and encourage the restoration of structures, landscapes and other landmarks of historic significance.**

    2.1 Encourage the use of both private and public funds for the rehabilitation of historic properties in Whiteaker.

3. **Preserve existing trees on public land and right-of-way.**

    3.1 Encourage protection of significant large canopy street trees and other important landscape features of the neighborhood by educating residents and property owners on the value of existing landscape materials.

4. **Continue, enhance, and promote the street tree planting program.**

   4.1 Establish a map and inventory of significant existing traditional tree species for Whiteaker.

   4.2 When planting new trees use a mix that includes appropriate traditional and native species.

5. **Inventory and promote protection of significant trees on private property.**

   5.1 Instigate a permit process, with review guidelines, for major pruning, removal, paving, or construction within the drip line of the tree.

   5.2 Create incentives for property owners to care for and protect significant identified trees, such as: a) creation of a trained volunteer group and/or City staff to assist owners with tree maintenance and protection, and b) reduction in off-street parking requirements in return for protection of trees on the site.

Blair Boulevard Commercial Area Historic District and East Skinner Butte Historic District

6. **Periodically evaluate different ways to preserve areas that contain a high concentration of significant historic properties.** (Refer to pages 39 and 51.)

   6.1 Complete research on historic architecture in the neighborhood, particularly east and west of the proposed Blair Boulevard Commercial Area Historic District. If deemed acceptable, create additional historic districts to include the east and west Blair residential areas.

   6.2 Investigate the feasibility and merit of including the Shelton-McMurphey/Johnson House, Skinner Butte and Skinner Butte Park as part of the East Skinner Butte Historic District.

   6.3 Install ornamental lighting, where needed, that is compatible to the character of each historic district.

   6.4 Implement the proposed action in the "Eugene Parks and Recreation Plan" to work with the Historic Review Board in evaluating ways to preserve the historic sites in the Skinner Butte area and increase the public's awareness of their role in Eugene's early development. (Refer to page 35 of the Parks Plan.)

   6.5 Develop a list of compatible tree species for the historic districts.

Design Standards

7. **Review existing City Code regulations on height, setback, area, and lot coverage to strengthen compatibility between existing residential development and new commercial, industrial, medium and high-density residential developments, and the positive impact of new development on the public streetscape.**

   7.1 Examine a variety of tools and approaches for effectively regulating new development so that it is compatible with historic and character defining aspects of the neighborhood, including landscape requirements for parking lots and planting strips.

   7.2 Develop, implement and enforce design or development standards that conserve Whiteaker as a traditional small community and foster the development of buildings and spaces that have a positive relationship to the human scale and enhance the neighborhood's livability.

   7.3 Develop West 5th Avenue as a landscaped boulevard that would connect Blair Boulevard Historic Commercial Area with the Fifth Street Public Market.

   7.4 Implement design standards for new and non-historic structures to ensure compatible development in the neighborhood.

8. **Amend the Eugene Code to require vegetative screening of barbed wire fences abutting sidewalks and streets and precluding use of barbed wire around vacant lots.**

Transportation and Development

9. **In evaluating proposed changes to the transportation systems that affect Whiteaker, consider the impacts on historic and character defining features of the neighborhood and design systems that not only move traffic but link and reinforce elements of neighborhood character.** (Refer to the Transportation Element beginning on page 53.)

Neighborhood Identity

10. **Protect and enhance the natural characteristics of Skinner Butte and the Willamette River.**

    10.1 Examine the effectiveness of site review for properties next to the butte that are not controlled by the Willamette River Greenway regulations. If needed, consider alternative land use regulations or incentives to ensure protection.

10.2 Identify portions of the Willamette Riverbank to preserve in as natural a state as possible. This would include encouraging the use of native plant species that help to support wildlife and NOT planting green lawns. (Refer to Strategy 9.3 on page 77.)

11. Protect and enhance positive features of the neighborhood that help create a strong sense of neighborhood identity.

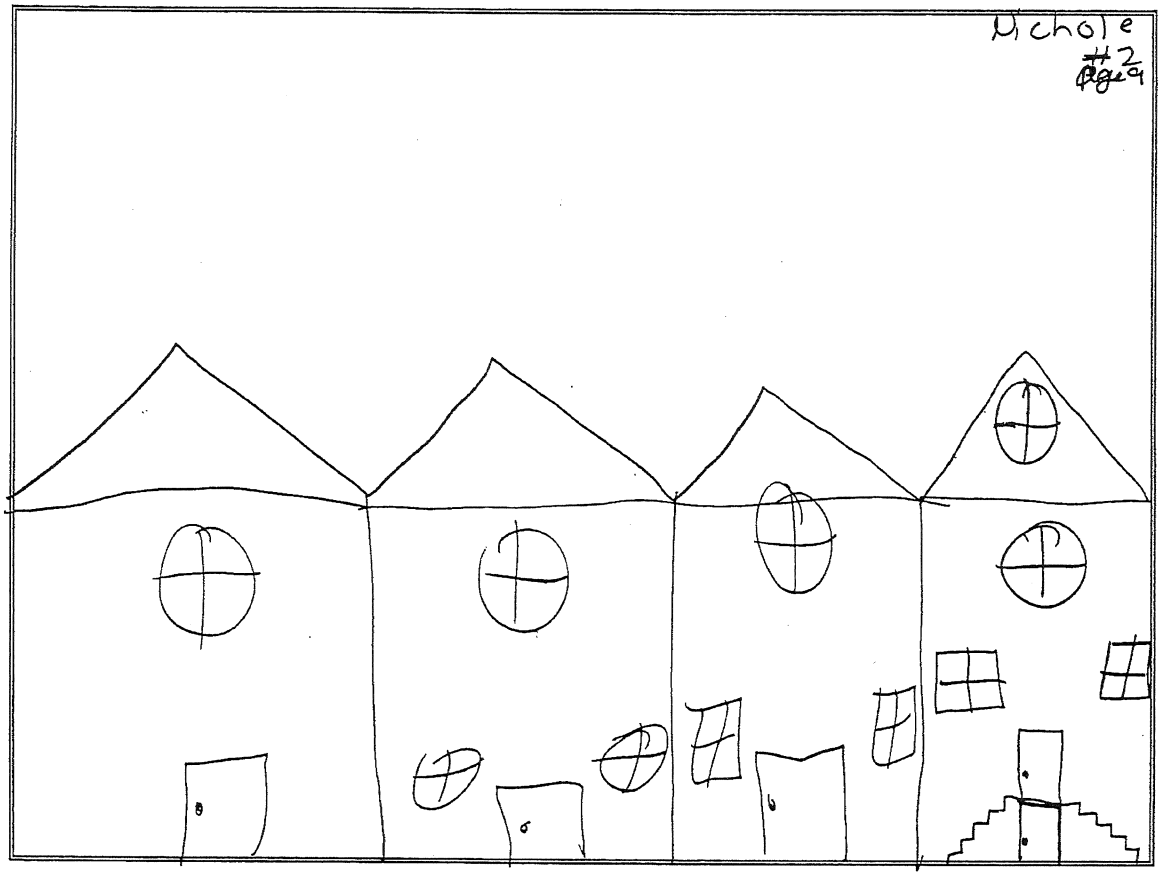
11.1 Minimize any impact on the view of Skinner Butte by continuing to restrict height and development in front of the slopes.

Whiteaker Neighborhood is a special place.

Big parks where I live
and they're right across
the street. Basketball hoops
under the freeway. So many trees.
Lots of education

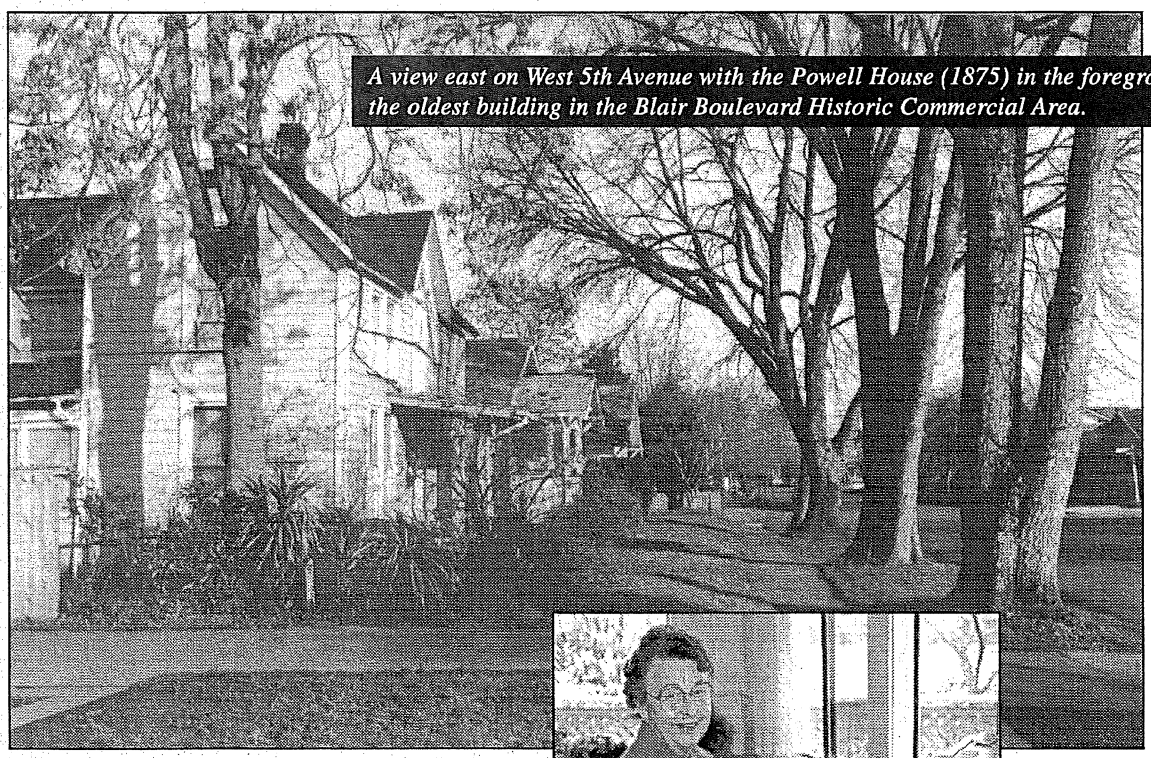
A.J. Jordan Years old 9 #1

"Whiteaker Neighborhood is special," written by a student at Whiteaker School.



"Future housing in Whiteaker," drawn by a student at Whiteaker School."

LAND USE ELEMENT



A view east on West 5th Avenue with the Powell House (1875) in the foreground, the oldest building in the Blair Boulevard Historic Commercial Area.

PHOTOGRAPHER: JOHN BAUGUESS

***Elizabeth Fox**, longtime advocate for Whiteaker neighborhood, Whiteaker Planning Team.*

PHOTOGRAPHER: SUSAN DETROY

LAND USE ELEMENT

Introduction

Whiteaker Neighborhood is distinct from many parts of Eugene because of the wide mixture of land uses. Many of the commercial, industrial, and public facilities are city-wide or regional in scope providing a strong employment base and need for an efficient transportation system.

The diversity of land uses and regional orientation of many of the businesses is largely due to the historical development of Whiteaker and its location near the center of Eugene. Further information about the neighborhood's history is contained in the Neighborhood History and Character Element.

The Land Use Element examines the existing use of land and City regulations affecting future conservation and development activities. It also evaluates population characteristics, housing, and the condition of buildings. It contains City policies and implementation strategies to guide land use decisions and overall development patterns.

Overview of Key Issues

Zoning Conflicts

When the City Council first established zoning in 1948, large portions of Whiteaker were already developed with a mix of industrial, commercial and residential uses. Historically, Whiteaker businesses have often provided employment opportunities for neighborhood residents. Residents have also benefited by having close access to a variety of goods and services in the neighborhood and downtown.

The mixture of land uses, however, can also cause conflicts. The noise, pollution, and traffic generated by an industrial use, for example, may be a problem for someone living in a home on the same block.

Cities often use zoning as a way to separate uses that may be incompatible. Zoning can also be used to guide a change in the overall land use pattern by encouraging or strengthening one type of use. For example, when zoning was first applied in Whiteaker, several areas, primarily in single-family residential use, were zoned for industrial development. In 1975, 42% of the Whiteaker residential units were in areas zoned for non-residential uses. The 1978 Whiteaker Plan provided the basis for significant changes in zoning to reflect a greater emphasis on maintaining existing residential areas for residential use.

In January 1993, a comparison of the Plan Diagram in the 1978 Whiteaker Plan and zoning identified the following conflicts:

1. Areas designated Mixed Use on the 1978 Whiteaker Plan Diagram remained primarily zoned I-2 Light-Medium Industrial. Very few tax lots are zoned mixed use, thus decreasing the ability to implement the vision in the plan. (Refer to discussion of mixed use zoning on page 27.)
2. The area designated Light and Cottage Industry Area on the 1978 Whiteaker Plan Diagram remains zoned I-2 Light-Medium Industrial. The I-2 District does not restrict the size of industrial uses to small-scale industries that would be compatible with nearby residential uses.
3. Two areas designated as Medium- to High-Density Residential on the 1978 Whiteaker Plan Diagram were acquired by the City for expansion of the Skinner Butte park. The City also acquired Scobert Park which was in an area designated for Low-Density Residential Use. These park areas are currently zoned R-2 and R-3.
4. The area under the Washington/Jefferson Street Bridge is shown as Public Land in the 1978 Whiteaker Plan yet it retains its former industrial and residential zoning. The land was used as park and open space.

A comparison was also done between the Metro Plan and zoning as of January 1993 that identified the following conflicts:

1. The area zoned I-2 Light-Medium Industrial south of First Avenue between Madison and the Chambers Connector is shown on the Metro Plan Land Use Diagram as appropriate for Heavy Industrial.
2. There are areas zoned I-2 Light-Medium Industrial that were shown on the Metro Plan Land Use Diagram as Mixed Use with an emphasis on medium- or high-density residential.
3. The Northwest Residential Area (Thomason and Briarcliff) is zoned RA Suburban Residential and is shown on the Metro Plan Land Use Diagram as appropriate for medium-density residential.

(Note: Prior to the adoption of the 1994 Whiteaker Plan, the City Council adopted a set of amendments to the Metro Plan Land Use Diagram to ensure consistency between the neighborhood plan and the Metro Plan. Based on the adopted 1994 Whiteaker Plan, the City Council adopted a set of zone changes to achieve greater consistency between the neighborhood plan and zoning.)

Residential Density

A major direction provided in the 1978 Whiteaker Plan was to encourage increased residential densities throughout most of the neighborhood. This direction was consistent with community goals to increase housing near the downtown and encourage the City to have a compact growth form that increases population density in areas already committed to urban development rather than sprawling out onto farm land. In general, population density is based on the number of residential units per acre of land. Within Whiteaker the large transient population impacts the sense of density and the need for public services. For example, the Eugene Mission can provide sleeping accommodations for about 300 people a night. This facility is not included when calculating residential density.

residential units per acre of land. Within Whiteaker the large transient population impacts the sense of density and the need for public services. For example, the Eugene Mission can provide sleeping accommodations for about 300 people a night. This facility is not included when calculating residential density.

There are three major concerns with encouraging increased residential densities:

1. The quality of affordable new multi-family housing may not be compatible with the existing neighborhood character and could result in the loss of natural or historic features;
2. Redevelopment pressures could result in the loss of a significant number of existing single-family homes and a decrease in that type of affordable housing; and
3. Continued population density in Whiteaker could increase the strains on managing existing crime and social problems in the area.

Mixed Use Zoning

Whiteaker contains a mix of industrial, commercial and residential uses. The Whiteaker Refinement Plan, adopted in 1978, designated three areas of the neighborhood as areas of mixed use. The City Council adopted the Whiteaker Residential Mixed-Use District (MU-R) in 1982 to implement the neighborhood plan concept of encouraging mixed uses. The district emphasizes high-density residential development and complementary neighborhood scale commercial uses. Existing commercial and industrial uses are allowed to continue.

In 1983, the City initiated application of the new MU-R zoning district but only 13% of the affected property owners responded favorably. Since 1983, there were very few privately-initiated applications for the MU-R zoning district. Most of the area planned for mixed use retains I-2 Light-Industrial zoning. Those familiar with the MU-R district agree that it is difficult to work with. The land use matrix summarizing development options is confusing. The district allows unlimited residential density and buildings up to 60 feet high. Conditional Use Permits are required for too many uses and compatibility with adjacent uses is often not sufficiently addressed.

In 1992, the City adopted the Whiteaker Industrial/Commercial Mixed Use District MU-I/C. At the request of the property owners, the zoning was applied to the area at 3rd Avenue and Lawrence, the former Planing Mill site. This district allows small scale industrial and commercial uses as well as medium-density residential uses. It has been positively received.

Note: Based on the MU-I/C district, a new MU-W Whiteaker Mixed Use zoning district was created and applied to areas designated mixed use on the adopted 1994 Whiteaker Plan.

Uses of Public Land

Whiteaker neighborhood contains a large number of acres in public ownership. As the roles and needs of different public agencies shift, specific land use patterns can change drastically. The change in use of public land can impact surrounding properties in positive or negative ways depending on the compatibility of the new use.

Most of the land in public ownership within Whiteaker is zoned PL Public Land. This zoning district allows any construction of a public building and use needed by the public agency. The only public uses requiring a conditional use permit or review are outside stockpiling and material storage when adjacent to a property zoned residential.

Railroad

The Southern Pacific Railroad's main line bisects the Whiteaker neighborhood and influences surrounding land uses. Historically, the railroad stimulated industrial and commercial development activities that took advantage of the available shipping and provided the impetus for the establishment of residential areas to house railroad employees.

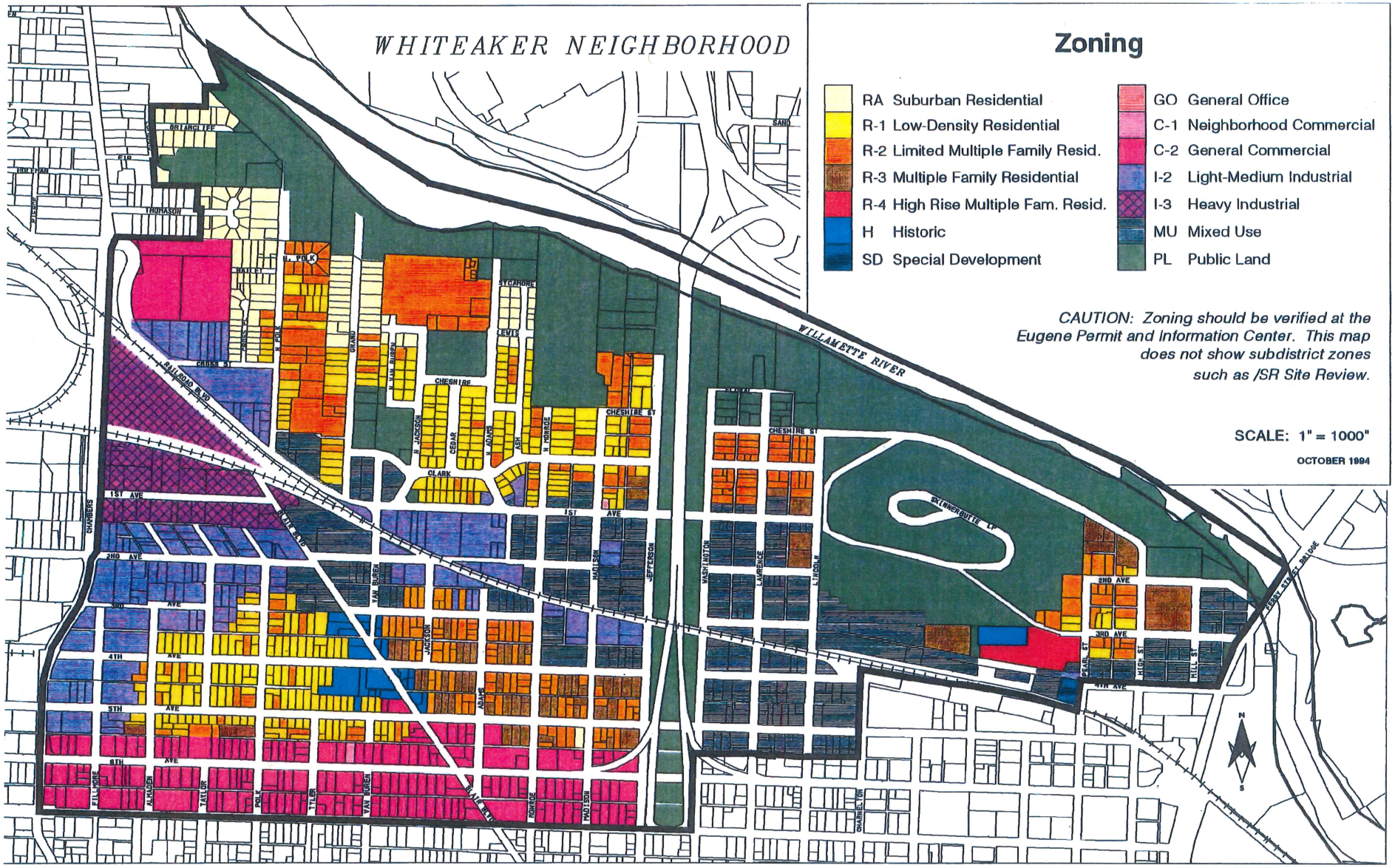
The major land use issue related to the railroad is its negative impact on the quality of nearby residential areas due to noise, pollution, poorly maintained land along the tracks, and safety concerns. Although the railroad has an impact in commercial and industrial areas the advantage of easy rail access in some cases helps balance the negative impacts. More information about key issues related to the railroad is found in the Transportation and Public Safety Elements.

Housing

Whiteaker neighborhood contains a wide range of housing types. Large older homes, modest cottages, up-scale condominiums, high-rise living units, and apartments can all be found within a few blocks of each other. The cost of housing in Whiteaker also varies widely. These factors help influence the unique diversity of residents in the neighborhood.

In general, however, housing in Whiteaker is older and less expensive than housing in many other parts of the City. Much of the housing stock serves as an important resource for low-income households.

A significant portion of the housing in Whiteaker is threatened because of deteriorating building conditions or zoning that encourages non-residential uses. About 27 acres of land in residential use is zoned for commercial or industrial development. This accounts for about 601 residential units that are at risk of being demolished, moved, or converted to non-residential use. *(Note: Data prior to Whiteaker Plan implementation zone changes.)* About 30 percent of the residential structures in Whiteaker are in substandard condition and in need of major repair.


WHITEAKER NEIGHBORHOOD
Zoning
RA Suburban Residential
R-1 Low-Density Residential
R-2 Limited Multiple Family Resid.
R-3 Multiple Family Residential
R-4 High Rise Multiple Fam. Resid.
H Historic
SD Special Development
GO General Office
C-1 Neighborhood Commercial
C-2 General Commercial
I-2 Light-Medium Industrial
I-3 Heavy Industrial
MU Mixed Use
PL Public Land
CAUTION: Zoning should be verified at the Eugene Permit and Information Center. This map does not show subdistrict zones such as /SR Site Review.
SCALE: 1" = 1000"
OCTOBER 1994
WILLAMETTE RIVER
SKINNERBUTTE LP
FERRY STREET BRIDGE
RAILROAD BLVD
CHESHIRE ST
CLARK
1ST AVE
2ND AVE
3RD AVE
4TH AVE
5TH AVE
6TH AVE
CHAMBERS
FILLMORE
ALMADEN
TAYLOR
POLK
TYLER
VAN BUREN
JACKSON
ADAMS
MONROE
MADISON
JEFFERSON
WASHINGTON
LAWRENCE
LINCOLN
CHARNELTON
PEARL ST
HIGH ST
HILL ST
CRUSE ST
THOMASON
BRIARCLIFF
SYCAMORE
LEWIS
CEDAR
ASH
N POLK
N VAN BUREN
N JACKSON
N MONROE
GRAND
SAND
N

Home Ownership

Of the occupied housing in Whiteaker, 17 percent is owner occupied and 83 percent is renter occupied, based on the 1990 census. The 1990 citywide average is 50.75 percent owner occupied and 49.25 percent renter occupied. This shows that there is a significantly greater percentage of renter-occupied housing in Whiteaker as compared to the citywide ratio of about 1 to 1. The low number of home owners impacts the stability of the neighborhood and the interest from residents to invest in making improvements to the neighborhood. Absentee property owners are often not aware of neighborhood problems; poor site and building conditions are frequently due to property owner neglect.

Rental rates in Whiteaker are generally lower than in other areas of the City which may make it financially difficult for some owners to adequately maintain their residential properties. As large older single-family homes are converted to apartments, the ability of residents to own their homes could decrease. The demolition of single-family homes due to the redevelopment of properties to higher densities also can reduce home ownership potential. In general, older homes can be more costly to maintain than newer homes. Residents who can afford to own a home may choose not to do so in Whiteaker because of the older age of the structures and the number of properties in substandard condition. The destruction of older trees and other vegetation can significantly reduce the neighborhood's sense of place and decrease the incentive to set down roots.

In 1979-80 the Neighborhood Economic Development Corporation (NEDCO) established the East Blair Housing Cooperative, which now consists of 22 residential units for family based limited equity residents. NEDCO has a new program called HOMES (Home Ownership Monthly Equity Savings), where a low-income person leases to own and saves the down payment with NEDCO in their rent payments. Within 5 years, NEDCO helps the resident qualify for the down and low interest financing. Their pilot project is located in Whiteaker on North Polk. NEDCO anticipates that the pilot project will result in a tenant achieving home ownership in the near future. NEDCO indicates an interest in acquiring homes in Whiteaker for the HOMES program to allow low-income households to remain in the neighborhood and become more stable.

Neighborhood Goal

The Whiteaker neighborhood will be a diverse area offering a variety of places to live, work, shop, and enjoy. Residential areas will be preserved and housing will be maintained in good condition. Mixed land uses will blend well and not have problems of compatibility. Thriving neighborhoods will support local retail and service businesses.

City Policies/Implementation Strategies

Policies are indicated in **bold**. Indented below each policy are any associated Implementation Strategies.

Zoning Conflicts

1. **Use the land-use diagram and policies of this plan along with other City policies in making land-use decisions for the Whiteaker community.**

2. **Apply Site Review subdistrict zoning to properties that are zoned C-2 General Commercial, GO General Office, or I-2 Light-Medium Industrial that are adjacent, across an alley, or across a street from land zoned low-density residential since the uses on these properties are potentially incompatible with the following exception: Do not apply Site Review to C-2 zoned land within the 6th/7th Avenue Commercial Area. Also apply Site Review to properties that are across adjacent, across an alley, or across a street from land within a historic district with the following exceptions: Do not apply Site Review to property zoned PL Public Land or low-density residential. Also apply Site Review to all properties zoned MU-W Whiteaker Mixed Use and to all properties zoned R-2/20 or any other residential zoning district that allows an equal or higher residential density, excluding property in a historic district. For parcels zoned with the site review subdistrict as part of the Whiteaker Plan implementation rezonings, the triggering threshold for when to apply site review shall be as follows:**

   Site review is required for new development, except for the expansion or alteration of single-family structures in residential use. New development is defined as the development of a new structure, excluding single-family structures, or an addition to an existing structure that expands the building footprint.

   (Note: Policy implemented by the City Council on August 3, 1994. Refer to specific City of Eugene: Whiteaker Plan Implementation zone change files. Notes regarding implementation are meant to aid in the future evaluation of the Plan. Additional implementation may occur for any of the Plan policies.)

   The Eugene Planning Commission shall consider initiating actions to remove site review requirements, where appropriate, when city-wide design standards have been adopted by the City Council.

2.1 Amend the Eugene Code to create a new method for evaluating site review applications using a paid professional design team consisting of an architect, landscape architect, and engineer instead of City staff.

Density

3. **In areas designated for medium- or high-density residential use, allow single-family housing that can be rehabilitated to help maintain a variety of dwelling unit types and densities.**

Mixed Use Zoning

4. **Recognize areas within Whiteaker which have developed a desirable mixed land-use pattern by designating them for continued mixed-use development. Expand the multiple-family tax exemption program into the Whiteaker mixed use areas to provide an incentive for new residential construction.**

   4.1 Examine the Whiteaker mixed-use zoning districts to ensure that design standards or other provisions prevent uses that could have a negative impact on the desired character of the area. *(Note: Policy implemented by the City Council on August 3, 1994 when a new mixed use zoning district was created and site review was applied to properties zoned mixed use until City-wide design standards could be adopted.)*

5. **Amend the Metro Plan to create a new designation on the Land Use Diagram to reflect mixed land use situations where no one land use dominates. Apply the new designation in Whiteaker based on the Whiteaker Land Use Diagram.**

Uses of Public Land

6. **Guide the use of public land in a manner that recognizes the needs of the public agency and yet also helps ensure compatibility between adjoining land uses.**

   6.1 During the update of the City Zoning Ordinance, change the Public Land zoning district to better guide the use and development of public land.

   6.2 Provide direction and guidance to public agencies to ensure that land use decisions are consistent with community plans and land use regulations; require public agencies to meet same requirements as private developers.

Railroad

7. **Recognize that about 3,000 residents live within one quarter mile of the railroad and are directly impacted by railroad operations and practices.** (Refer to Policy 19 and related strategies on pages 61 and 62.)

Housing

8. **Recognize the important link Monroe Street serves between residential portions of the Blair and Sladden neighborhoods, and encourage preservation of its mixed use character.** (Refer to Policy 8 and related strategies on page 58.)

9. **Recognize the important link the 3rd/4th Avenue serves between the residential areas around Skinner Butte and encourage surrounding land uses that will preserve natural, scenic, and historic resources in the area and prevent the road from becoming a high-speed thoroughfare.** (Refer to Strategies 4.1 & 5.3, page 57.)

10. **Increase efforts to preserve and rehabilitate existing housing resources, and minimize conversion to non-residential uses or demolition.**

    10.1 Continue to manage City loan programs to provide funds for rehabilitation of residential units.

    10.2 Examine creation of a "house trust" designed to provide funding for moving sound houses to more suitable sites that would otherwise be demolished.

    10.3 Examine available funding strategies that could increase housing preservation and rehabilitation. This could include creating an urban renewal area focusing on housing and public infrastructure.

Home Ownership

11. **Explore and implement ways to increase owner-occupied housing within those portions of Whiteaker designated for residential use. Increase options/opportunities for purchase or home ownership to interested low-income renters.**

Purpose of Land Use Diagram

The Land Use Diagram represents the general future land use patterns that are desired for the Whiteaker Neighborhood. It is a graphic expression of the policies found elsewhere in the plan and is based on a number of factors, including:

1. The history of the neighborhood's development and existing land uses;
2. The type of zoning or other land use regulations already applied to the area;
3. Unique physical and social/economic characteristics in the neighborhood;
4. The condition of existing structures;
5. Ownership patterns and future development plans of institutions and public agencies in the area; and
6. Goals and policies previously adopted by the City Council that have a bearing on the Whiteaker Neighborhood and, in particular, the Eugene-Springfield Metropolitan Area General Plan.

The Land Use Diagram and the accompanying policies are meant to be used along with other policies in the Whiteaker Plan and applicable City goals, policies, and plans to evaluate individual land use proposals. It is intended to be a guide for both public and private actions affecting the growth and development of the area.

The Land Use Diagram is not a zoning map. In many cases more than one zoning district would be consistent with the recommended land use pattern. There are areas on the Land Use Diagram where two or three colors are drawn diagonally across a property. This means that each of the land uses shown may be appropriate over the years.

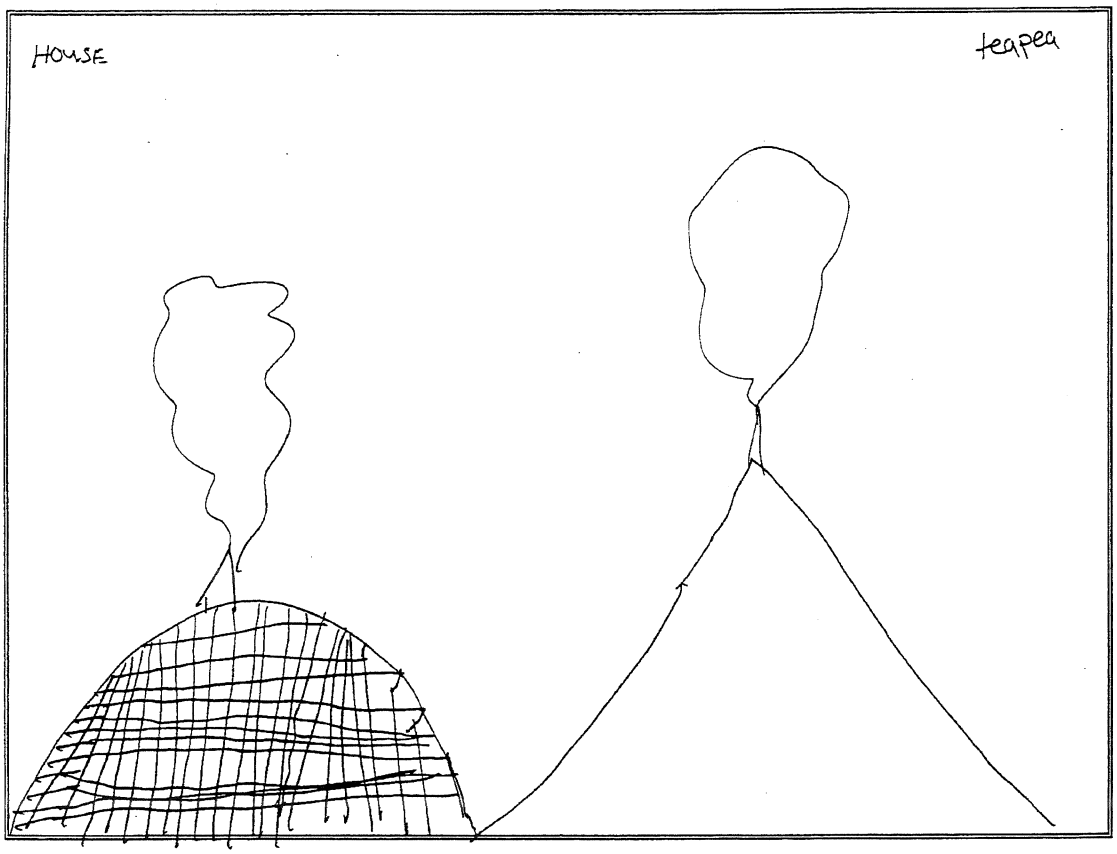
The Land Use Diagram is intended to indicate the type of <u>future</u> development that is desired for the area. It is not intended to invalidate existing development.

Mixed Use Areas: Areas shown on the Land Use Diagram as Mixed Use primarily contain industrial uses yet also have a variety of commercial and residential uses. These areas developed prior to the establishment of City zoning and the separation of different, potentially incompatible uses. Because of the mixed land use pattern, the Mixed Use designation will avoid having to either: 1) create a checkerboard pattern of plan designations within individual blocks or 2) encourage a transition over time to one dominant land use. It is hoped that the economic vitality of these areas may strengthen over time as the designation permits a wide range of uses and development standards that will permit greater intensification or density. While new residential development is encouraged in these areas, there is no intent to displace industrial uses or to weaken the role these areas play in providing employment opportunities and contributing to the local economy. The mixed use areas can be places where people have the opportunity to live, work, shop, and recreate in the same area.

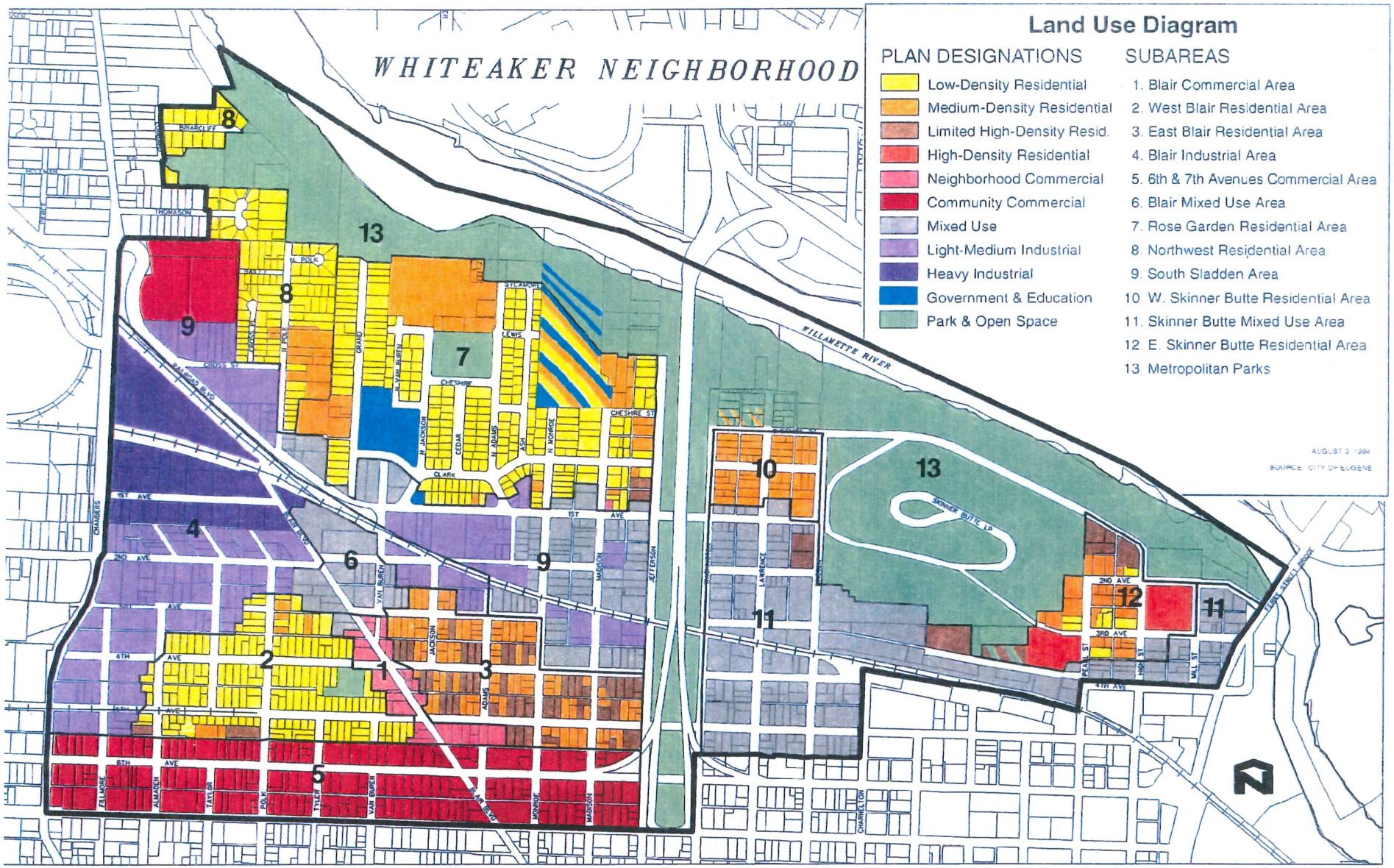
Residential Density Ranges: The Metro Plan contains the residential categories and density ranges for three major categories: Low-Density Residential; Medium-Density Residential; and High-Density Residential. The Whiteaker Plan refines the Metro Plan residential categories by adding a subcategory titled Limited High-Density Residential. Listed below are the density ranges for the Whiteaker Plan Land Use Diagram. Because there are very few vacant parcels in the neighborhood and the roads and other public facilities are in place, the densities are based on net acres of land in residential development rather than an overall gross acreage.

Low-Density Residential: Through 10 units per net acre
Medium-Density Residential: Over 10 through 20 units per net acre
High-Density Residential: Over 20 units per net acre
    Limited High-Density Residential: Over 20 through 40 units per net acre

The new category, titled "Limited High-Density Residential" allows the Whiteaker Plan to designate areas appropriate for densities that exceed the medium-density range (20 units per acre) but provides a maximum density of 40 units per acre. The common zone for these areas is R-3 Multiple-Family Residential.



"Housing Options," drawn by student at Whiteaker School.



WHITEAKER NEIGHBORHOOD
Land Use Diagram
PLAN DESIGNATIONS
Low-Density Residential
Medium-Density Residential
Limited High-Density Resid.
High-Density Residential
Neighborhood Commercial
Community Commercial
Mixed Use
Light-Medium Industrial
Heavy Industrial
Government & Education
Park & Open Space
SUBAREAS
1. Blair Commercial Area
2. West Blair Residential Area
3. East Blair Residential Area
4. Blair Industrial Area
5. 6th & 7th Avenues Commercial Area
6. Blair Mixed Use Area
7. Rose Garden Residential Area
8. Northwest Residential Area
9. South Sladden Area
10. W. Skinner Butte Residential Area
11. Skinner Butte Mixed Use Area
12. E. Skinner Butte Residential Area
13. Metropolitan Parks
AUGUST 3, 1994
SOURCE: CITY OF EUGENE
WILLAMETTE RIVER
SKINNER BUTTE LP
1ST AVE
2ND AVE
3RD AVE
4TH AVE
6TH AVE
CHESHIRE
CLARK
CHESHIRE ST
LEWIS
SYCAMORE
N. POLK
N. VAN BUREN
N. JACKSON
CEDAR
N. ADAMS
ASH
N. MONROE
GRAND
CROSS ST
RAILROAD BLVD
BLAIR BLVD
VAN BUREN
JACKSON
ADAMS
MADISON
JEFFERSON
LAWRENCE
CHARLTON
PEARL ST
HIGH ST
MILL ST
FERRY STREET BRIDGE
CHAMBERS
FILLMORE
ALMADEN
TAYLOR
POLK
TYLER
MONROE
BRIARCLIFF
THOMASON

City Policies/Strategies for Subareas

Blair Commercial Area-- Subarea 1.

History of Zoning and Land Use

Zoned primarily C-3 Central Business District in 1948, this area continues to serve the commercial needs of the neighborhood. Now zoned C-2 Community Commercial, land uses in the area include restaurants, a market, a bakery, offices, a used merchandise store, several residential uses, and the Whiteaker Public Safety Station. Residential density in the area is 48 units per net acre of land developed residentially. Within this area 29 percent of the structures are in substandard condition.

In March 1993, the City of Eugene approved the creation of the Blair Boulevard Commercial Area Historic District. The City also recommended including the district on the National Register of Historic Places. The area developed at the turn of the century with travel-related services since the Old Territorial Stage Road was the major north-south transportation route through the Willamette Valley. The area was characterized by farmers, craftsmen, laborers and merchants who lived close to their trade. The unique street grid pattern adds additional focus to the commercial node. (Refer to the Neighborhood History and Character Element for further discussion about the district and related City policies.)

City Policies and Implementation Strategies

1. **Recognize the Blair Commercial Area as appropriate for neighborhood-scale commercial uses and small-scale industrial uses. Encourage continued economic revitalization, preservation of historic resources, and building rehabilitation.**

    1.1 Work with the Neighborhood Economic Development Corporation (NEDCO) and other interested groups/individuals to enhance the connection between the Blair commercial area and the 5th Ave. Special Development District. An example of the type of feature that could help connect the areas would be to continue the installation of ornamental street lights near 5th and Willamette to the Blair area.

    1.2 Work with NEDCO and other interested groups/individuals to create an economic revitalization plan for the Blair Commercial Area.

    1.3 Begin a revitalization loan program that encourages private investment in building rehabilitation to correct conditions of slum and blight. (This strategy should be considered for all commercial and industrial buildings throughout Whiteaker.)

2. **In the Blair Commercial Area Historic District, rezone C-2 General Commercial, I-2 Light-Medium Industrial, R-3 Multiple-Family Residential and R-2/SR Limited Multiple-Family Residential with Site Review properties to H Historic District.**

Rezone the portion of the apartment complex located at the northwest corner of 5th and Blair Boulevard that is zoned R-2/10 to C-2 in order to eliminate the split zoning on the development site and to ensure that the multiple-family residential use is allowed to continue as an outright permitted use. Apply SR Site Review to properties zoned C-2 General Commercial that are adjacent, across an alley, or across a street from land either zoned for low-density residential use or in the historic district. *(Note: Policy implemented by the City Council on August 3, 1994. Refer to Z 93-13.)*

West Blair Residential Area-- Subarea 2.

History of Zoning and Land Use

This area consists primarily of single-family residential structures. The area was largely developed between 1910 and 1928, with the area north of 3rd Ave developed in the late 1920s. The area also contains some duplexes, alley access units and apartments.

At the eastern edge of this area is a neighborhood park called Scobert Park. Originally used as farmland and orchard, a portion of the park was used for several years since the 1920s as community gardens. In a joint effort with the City, several groups worked to acquire the land for a park in the late 1970s. The large trees, shrubbery and gardens continue to reflect a semi-rural character.

Most of this area was initially zoned R-2 Limited Multiple Family Residential under the 1948 Zoning Ordinance. The district allowed single-family and duplex residential developments. In 1968, major revisions to the Zoning Ordinance allowed multiple-family developments up to 16 units per acre. In 1980, 133 parcels were rezoned to R-2/10, limiting residential density to 10 units per net acre. Between 1982 and 1984, additional changes were made to the Zoning Ordinance which allowed alley access units within the R-2 district. The RA Suburban Residential District would prohibit multiple-family dwellings and small lot provisions and require a conditional use permit for group care facilities serving 6 or more persons. Within this area 33 percent of the structures are in substandard condition. Residential density in the area is 8 units per net acre developed residentially.

City Policies

1. **Recognize the West Blair Residential Area as primarily appropriate for low-density residential use (up to 10 units per acre), encourage home ownership and the preservation of sound historic properties, and discourage non-residential uses.**

2. **Rezone residentially zoned parcels in the West Blair Residential Area from R-2/10 Limited Multiple Family to R-1 Low-Density Residential with the exception of the tax lots that have structure types or densities that exceed those allowed under R-1 or that are within the historic landmark district which shall be rezoned to H Historic.** *(Note: Policy implemented by City Council on August 3, 1994. Refer to Z 93-14, Z 93-15, & Z 93-16.)*

3. **Rezone industrially zoned properties in the West Blair Residential Area with residential uses from I-2 Light-Medium Industrial to R-1 Low-Density Residential with the exception of tax lots with structure types or densities that exceed those allowed under R-1. Rezone these tax lots to R-2 Limited Multiple-Family Residential.** *(Note: Policy implemented by the City Council on August 3, 1994. Refer to Z 93-14, Z 93-15, & Z 93-16.)*

4. **Rezone commercially zoned properties in the West Blair Residential Area that are developed with high-density residential uses to R-3/40/SR and those that are developed with medium-density residential uses or are vacant to R-2/20/SR.** *(Note: Policy implemented by the City Council on August 3, 1994. Refer to Z 93-14, Z 93-15, & Z 93-16.)*

East Blair Residential Area-- Subarea 3.

History of Zoning and Land Use

This area was originally developed primarily with large single-family structures between 1884 and 1910. In 1948 it was zoned R-3 Multiple Family Residential, with the northern portion zoned I-2 Light-Medium Industrial. The area contains a mix of single-family and multiple-family residential uses. In 1980, 38 lots on 3rd Avenue between Van Buren and Monroe were rezoned from I-2 to R-2/SR to conform with existing residential uses.

Residential density in the area is 23 units per net acre developed residentially with 33 percent of the structures in substandard condition.

Monroe Street acts as an important north-south connector for bike, pedestrian and automotive access between the Blair and Sladden neighborhoods and is a designated bike route. It is the only street crossing the railroad tracks which remains predominantly residential in character.

In 1979, the Neighborhood Economic Development Corporation (NEDCO) established the East Blair Housing Cooperative, which now consists of 22 residential units for family based limited equity residents.

In April 1990, the City Council amended the 1978 Whiteaker Plan to designate the southwest corner of 5th Avenue and Madison Street to Low-Density Residential. The change allowed the nursery facing 6th Avenue to obtain a rezoning from R-3 Multiple-Family Residential to RA Suburban Residential with site review to assure that no permanent, non-residential structures are constructed on the property and to address compatibility concerns with nursery expansion.

City Policies

1. **Recognize the East Blair Residential Area as being appropriate for medium-density residential use (up to 20 units per acre), encourage home ownership and the preservation of sound historic properties, and discourage non-residential uses.** (This

policy does not invalidate the existing RA/SR zoning at the southwest corner of Madison and 5th Avenue and the use of the property for a nursery.)

2. **In the East Blair Residential Area, rezone properties in the Blair Commercial Area Historic District from C-2 General Commercial and R-3 Multiple-Family Residential to H Historic zoning district. In other areas of the East Blair Residential Area, rezone R-3 Multiple-Family Residential properties to R-2/20/SR Limited Multiple Family Residential with Site Review with the exception of properties developed with residential densities that exceed those allowed under R-2/20. Rezone properties zoned I-2 Light-Medium Industrial to R-2 Limited Multiple-Family Residential. Rezone properties zoned C-2 General Commercial to R-3/SR Multiple-Family Residential with Site Review. Delete requirement for site review on properties zoned R-2/SR along West 3rd Avenue (including properties fronting Jackson, Adams and Monroe Streets) except for the tax lot adjacent to the Blair Commercial Area Historic District. Apply SR Site Review to properties that are adjacent, across an alley, or across a street from the Blair Commercial Area Historic District.** *(Note: Policy implemented by the City Council on August 3, 1994. Refer to Z 93-17 & Z 93-18.)*

3. **Make efforts to preserve single-family houses and large, older homes that now have multiple units that are in good condition or could be fixed up to maintain a variety of dwelling unit types and densities.**

<u>Blair Industrial Area-- Subarea 4.</u>

History of Zoning and Land Use

This area was zoned for heavy and light-medium industrial uses during adoption of the 1948 Zoning Ordinance. The heavy industrial area is developed with uses such as warehouse and storage yards, fuel distribution centers, a rescue mission, automobile-related uses, and a wood products facility. Within this area 31 percent of the structures are in substandard condition.

The Eugene Mission relocated to First Avenue from downtown Eugene in 1967. In 1984, the zoning ordinance was amended to clearly permit rescue missions as permitted uses in the I-3 zoning district, with an expansion allowance of 600 feet of the development site of existing rescue mission as of January 1, 1984. The Eugene Mission provides emergency food, lodging, clothing, showers, and chapel services to homeless men, women, and children. The average daily number of clients is 200 and during the winter months the number reaches full capacity at 327 clients. In March 1993, Eugene Mission staff indicated they did not anticipate purchasing additional property to expand the development site. The land owned by the Mission as of August 1993 was about 4.6 acres. If additional development occurs on the existing site, Mission staff stated it would likely be to address the needs of families.

The light-medium industrial area is generally characterized by a mix of industrial uses consistent with the I-2 zoning district, including wholesale storage and distribution, automobile

repair and services, machine shops, and a wholesale bakery outlet store. Lumber kilns and timber related structures are also part of this light-medium industrial area. There are isolated houses that remain in what was once a predominantly residential area. A neighborhood church that was built in 1914 still stands on West 2nd Avenue.

City Policies and Implementation Strategies

1. **Recognize the Blair Industrial Area as appropriate for light-medium and heavy industrial uses as shown on the Whiteaker Plan Land Use Diagram. Allow retention of the one residentially zoned parcel on the north side of West 3rd Avenue between Adams and Jackson (currently west of Boyd Coffee Company) but remove the site review subdistrict. Rezone properties designated light-medium industrial on the Whiteaker Plan Land Use Diagram to I-2 Light-Medium Industrial.** *(Note: Policy implemented by the City Council on August 3, 1994. Refer to Z 93-19.)*

2. **Amend the Metro Plan Land Use Diagram for the portion of the Blair Industrial Area shown as Light-Medium Industrial on the Whiteaker Plan Diagram to be Light-Medium Industrial in the Metro Plan.** *(Note: Policy implemented by the City Council on August 3, 1994. Refer to MA 94-2.)*

3. **Help protect residential areas close to the Blair Industrial Area from the impacts of industrial expansion and changes in use occurring within this area. Apply the site review /SR suffix on all industrially zoned parcels adjacent, across an alley, or across a street from property zoned low-density residential.** *(Note: Policy implemented by the City Council on August 3, 1994. Refer to Z 93-19.)*

   3.1 Change the Eugene zoning ordinance to reduce the physical area for expansion of the Eugene Mission. The new boundary would be bordered by the railroad tracks on the north, Chambers Connector on the west, on the east from 600 feet of the Mission's development site boundary on the east existing on January 1, 1984, provided however that those lots identified as Tax Lot 3400 on Assessor's Map 17-04-25-42 and Tax Lot 7200 on Assessor's Map 17-04-25-41 shall not be used for housing or residential purposes by the Mission, and the alley going east-west between 1st and 2nd Avenues on the south. Also, change the Eugene Code to state that the current rescue mission shall be limited to providing housing for no more than 400 persons per night. The limit of 400 shall include both single adults and family members, in a ratio to be determined by the Mission at its sole discretion. The code amendment is expressly intended not to limit the Mission's ability to provide temporary housing above the capacity limit in emergency situations for short periods of time. The Mission's infirmary beds are not to be included in, or affected by, this capacity limit. *(Note: Strategy implemented by the City Council on August 1, 1994. Refer to CA 93-2.)*

   Conduct a review of the effect the Eugene Code has on rescue missions every five years after adoption of the code amendment initiated as part of the Whiteaker Plan

update process. Such review should give particular attention to the need(s) for rescue mission services; the Eugene Mission's ability to accommodate such needs within the boundary and the capacity limit prescribed by the Whiteaker Plan; and the progress of the planning process to locate and develop alternative site(s) for rescue mission services in the Eugene metropolitan area. (Refer to Strategy 2.5 on page 82.)

3.2 Consider the following actions related to the Eugene Mission: a) open the underpass beneath the Chambers Connector at First Avenue for motor vehicle and pedestrian traffic if and when the properties west of the Chambers Connector and both north and south of First Avenue (the "Guistina property") are developed; b) encourage the federal government, as owner of the properties between the Eugene Mission and the railroad tracks, to sell those properties to the Mission if their current use for the Forest Service/BLM purposes is abandoned; and c) to consider the planning process to locate an alternate site for future expanded rescue missions services as an active interagency and intergovernmental search, including but not limited to the Eugene Mission, the Whiteaker Community Council, other social service providers (both public and private), the City of Eugene, and other jurisdictions in the metropolitan area. Recognize the importance of amending the Eugene zoning ordinance to allow rescue mission services as a matter of right in certain zones.

6th/7th Avenues Commercial Area-- Subarea 5.

History of Zoning and Land Use

Since 1948, this area has remained zoned C-2 Community Commercial. This area contains a wide variety of commercial activities including restaurants, auto sales, offices, and the area's only supermarket. The commercial uses serve the Whiteaker neighborhood and larger urban area. There are also motels and apartments in the area along with scattered vintage residential structures and a trailer park. There are about 24 single-family structures in this area that are likely to be lost if not relocated to more suitable sites. There are about 171 residential units in the area at a density of about 32 units per acre of land in residential use. About 19 percent of the structures in this area are in substandard conditions.

City Policy and Implementation Strategy

1. Recognize the 6th/7th Avenues Commercial Area as appropriate for community commercial activities.

1.1 In the 6th/7th Avenues Commercial Area, encourage moving residential structures that are in good condition or could be fixed up, to residential areas rather than have the structures demolished.

Blair Mixed Use Area-- Subarea 6.

History of Zoning and Land Use

In 1948, this area was primarily zoned for industrial uses. The area on the north side of 4th Avenue between Monroe and Madison and south of the alley was zoned PL Public Land due to the location of the Eugene Vocational School operated by School District 4J. The school was the first vocational school in the community and occupied the site of the former Geary elementary school that was constructed in 1890.

In 1982, the City adopted the Whiteaker Mixed Use zoning district to encourage portions of this area to continue to retain a mixture of land uses and not be dominated by a single type of land use. As of January 1993, this area remained zoned either I-3 Heavy Industrial or I-2 Light-Medium Industrial with the exception of one tax lot zoned Mixed Use/Residential MU-R. Based on an inventory of land use conducted in the summer of 1992, there is only one residential structure in the area. Within this area 31 percent of the structures are in substandard condition.

The area between Monroe and Jefferson has a variety of industrial uses and the school district 4J maintenance facility. The 4J property contains about one-third of the land area in this portion of the subarea. If the maintenance facility relocates and the school district decides to sell the land, the neighborhood plan should serve as a guide to potential future land uses.

City Policies

1. **Recognize the Blair Mixed Use Area as appropriate for a mixture of small-scale commercial, light-medium industrial and low- to medium- density residential uses.**

2. **Rezone the Blair Mixed Use Area to the Whiteaker Mixed Use Zoning District MU-W and apply the site review subdistrict to all properties.** *(Note: Policy implemented by the City Council on August 3, 1994. Refer to Z 93-20.)*

Rose Garden Residential Area-- Subarea 7.

History of Zoning and Land Use

In 1948, the northern boundary of the Eugene City limits in this area was the northern edge of Sladden Park. Except for Sladden Park and Whiteaker School which were zoned PL Public Land, the area was primarily zoned R-2 Two-Family Residential. (Refer to changes in the R-2 district in the discussion under the West Blair Residential Area on page 40.)

As of January 1993, this area contained a variety of zoning districts encouraging residential densities from about 9 to 16 units per net acre. Within this area, 23 percent of the structures are in substandard condition with a residential density of 8 units per net acre developed residentially.

The western and southern portion of this subarea is impacted by industrial and commercial uses, truck traffic, and the railroad. Potential future development of vacant land in and surrounding this subarea will also have a significant impact as could any future bridge across the Willamette River north of Whiteaker. There are currently few City regulations in place that can help ensure that new developments are compatible with the residential area and create desirable places.

City Policies

1. **Recognize the Rose Garden Residential Area as primarily appropriate for low-density residential use (up to 10 units per acre), encourage home ownership and the preservation of sound historic properties, and discourage non-residential uses in areas planned for residential use.**

2. **In the Rose Garden Residential Area, rezone vacant parcels or those developed in single-family use that are shown on the Whiteaker Land Use Diagram as low-density residential from Whiteaker Mixed Use, I-2 Light-Medium Industrial, R-2 Limited Multiple Family, R-2/10 or R-2/13 to R-1 Low-Density Residential with the exception of lots developed with residential densities that exceed those allowed under R-1 zoning. For those lots exceeding the density allowed under R-1 zoning, change the zoning to the closest appropriate residential zone, such as R-2/10 or R-2/20. Apply the site review subdistrict to all properties zoned R-2/20 or any other residential zoning district that allows an equal or higher residential density.** *(Note: Policy implemented by the City Council on August 3, 1994. Refer to Z 93-21, Z 93-22, & Z 93-23.)*

3. **Change the zoning of the R-2 zoned lot in use by the Whiteaker School (north end of property) to PL Public Land.** *(Note: Policy implemented by the City Council on August 3, 1994. Refer to Z 93-21, Z 93-22, & Z 93-23.)*

4. **Change the zoning of the tax lot zoned I-2 Light-Medium Industrial north of the northwest corner of 1st Avenue and Jefferson Street to R-3 Multiple-Family Residential to reflect existing use as an apartment building.** *(Note: Policy implemented by the City Council on August 3, 1994. Refer to Z 93-21, Z 93-22, & Z 93-23.)*

5. **Public Land currently in park use in this area shall not be converted to a motor vehicle parking lot.**

Northwest Residential Area-- Subarea 8.

History of Zoning and Land Use

The eastern section of this area was annexed in 1952. The subdivisions on Briarcliff and Thomason were annexed to the City in 1963. Since annexation, the residential portion has been primarily zoned RA Suburban Residential.

Following adoption of the 1978 Whiteaker Plan, the City initiated changing the industrial zoning along Cross Place to RA Suburban Residential. The RA zoning was consistent with the Low-Density Residential designation in the 1978 Whiteaker Plan and the existing development pattern in that area. Cross Place continues to contain small single-family homes built primarily in 1925. The City also initiated a change in zoning for other areas in low-density residential use to R-2/10.

Since 1972, the northern portion of the area has been designated medium-density residential in the Metropolitan Area General Plan. Within this area 30 percent of the structures are in substandard condition. Residential density is 7 units per net acre developed residentially.

City Policies (Refer to Rose Garden Residential Area.)

1. **Recognize the Northwest Residential Area as appropriate for low-density residential use (up to 10 units per acre) with the exception of lots developed with residential densities that exceed those allowed under R-1 zoning.** *(Note: Policy implemented by the City Council on August 3, 1994. Refer to Z 93-24.)*

2. **Amend the Metro Plan to change the designation along Briarcliff and Thomason from Medium-Density Residential to Low-Density Residential. Include in the Metro Plan amendment a change to the parkland between the two areas from Medium-Density Residential to Parks and Open Space.** *(Note: Policy implemented by the City Council on August 3, 1994. Refer to MA 94-1.)*

South Sladden Area-- Subarea 9.

History of Zoning and Land Use

In 1948, the City zoned a continuous strip of land along the Southern Pacific Railroad's main line for industrial use. This action reflected the pattern of industrial firms locating near the railroad taking advantage of the rail access. About half of the industrially zoned land within the City was located in Whiteaker along the tracks, even though a significant portion of the area was in residential use.

A portion of this area was planned in the 1978 Whiteaker Plan for mixed-use development with direction to prevent one single land use type from dominating the land use pattern. During the update of the Whiteaker Plan, an evaluation of the Whiteaker Mixed Use District

was undertaken. The district was difficult to understand, allowed high-density residential development which exceeded the expectations or desires of many Whiteaker residents, and was only applied to a few parcels. The area currently contains a few vacant sites and it is likely additional new and redevelopment activities will occur in this area.

Within this area 23 percent of the structures are in substandard condition. Residential density is 15 units per net acre developed residentially.

City Policies

1. **Recognize the South Sladden Area as appropriate for light-medium industrial, commercial, and residential uses as shown on the Whiteaker Plan Land Use Diagram.**

2. **In the South Sladden area, change the zoning of parcels designated on the Whiteaker Plan Diagram as mixed use to Whiteaker Mixed Use MU-W. Apply the site review subdistrict to all property zoned MU-W.** *(Note: Policy implemented by the City Council on August 3, 1994. Refer to Z 93-25 & Z 93-26.)*

3. **For the portion of the South Sladden Area shown as Medium-Density Residential with a Mixed Use asterisk on the Metro Plan, initiate an amendment to the Metro Plan to distinguish the Light-Medium Industrial area as depicted on the Whiteaker Plan Land Use Diagram.** *(Note: Policy implemented by the City Council on August 3, 1994. Refer to MA 94-3.)*

4. **Apply Site Review /SR subdistrict zoning to property zoned C-2 General Commercial or I-2 Light-Medium Industrial which abuts, is across the alley, or across a street from property zoned low-density residential (RA or R-1).** *(Note: Policy implemented by the City Council on August 3, 1994. Refer to Z 93-25 & Z 93-26.)*

5. **In the South Sladden Area, encourage the retention of existing residential structures in this area or the moving of single-family structures that are in good condition or could be fixed up, to residential areas in Whiteaker rather than have the structures demolished.**

<u>West Skinner Butte Residential Area-- Subarea 10.</u>

History of Zoning and Land Use

In 1948, the City primarily zoned this area as R-2 Two-Family Residential. For a description of how the R-2 district changed over the years, refer to the information under the West Blair Residential Area on page 40. Residential density in the area is about 12 units per net acre developed residentially. The condition of existing structures is very poor with 47 percent of the structures in substandard condition.

Following adoption of the 1978 Whiteaker Plan, the City initiated a change in zoning for tax lots in this area that were Light-Medium Industrial to R-3 Multiple-Family Residential. The Metro Plan Diagram designates this area as Medium-Density Residential.

City Policies

1. **Recognize the West Skinner Butte Residential Area as appropriate for Medium-Density Residential use (up to 20 units per acre), encourage an increase in various types of home ownership, and promote new residential developments that are compatible with the Whiteaker neighborhood.**

2. **Change the zoning of the West Skinner Butte Residential Area from R-2, R-3/PD, and R-3/SR to R-2/20/SR except in any case where the existing residential density exceeds the density allowed under R-2/20 and the density would be allowed under the existing zoning.** *(Note: Policy implemented by the City Council on August 3, 1994. Refer to Z 93-27.)*

Skinner Butte Mixed Use Area-- Subarea 11.

History of Zoning and Land Use

In 1948, this area was primarily zoned for light and heavy industrial uses similar to other industrial zoning along the railroad tracks. In 1993, this area contained industrial uses including warehouses, electrical and plumbing supply stores, automobile body shop, and a printing company. It also contained a variety of commercial uses, such as a small cafe, general offices, and a music store. Residential structures include older single family homes and apartments.

The 1978 Whiteaker Plan divided this area into three sections including land planned for medium- to high-density residential, light-medium industrial, and mixed use. Following adoption of the Whiteaker Plan, the City created a Whiteaker Mixed Use zoning district (MU-R). As of January 1993, very few parcels in this area were actually zoned MU-R. In general, the MU-R district was found to be difficult to understand, allowed the highest residential density permitted in the City, and did not appear to fully meet the intent of the 1978 Whiteaker Plan.

In April 1992, the City Council approved a change to the 1978 Whiteaker Plan to designate a larger portion of this subarea as mixed use. A new zoning district, MU-IC Whiteaker Industrial/Commercial Mixed Use District was applied to the new mixed use area. After application of the district, uses in the area changed to include REI, Feets Plus 2 and Image Enhancement Group.

Residential density in this area is 12 units per net acre developed residentially. Within this area 19 percent of the structures are in substandard condition. Looking only at residential structures, the figure rises to 42 percent.

City Policies

1. **Recognize the Skinner Butte Mixed Use Area as appropriate for a mixture of land uses including light-medium industrial, commercial and residential.**

2. **Change the zoning in the Skinner Butte Mixed Use Area to apply the MU-W Whiteaker Mixed Use District to properties designated for Mixed Use on the Whiteaker Plan Land Use Diagram except for parcels that are zoned SD Special Development District. Apply R-3 Multiple-Family Residential zoning to properties designated Limited High-Density Residential. Allow future rezoning of parcels zoned SD as initiated by the property owner. Apply SR Site Review subdistrict zoning to all property zoned MU-W Whiteaker Mixed Use.** *(Note: Policy implemented by the City Council on August 3, 1994. Refer to Z 93-29, Z 93-30, & Z 93-31.)*

3. **Amend the Metro Plan Diagram to change land designated as Mixed Use or Limited High-Density Residential in the Whiteaker Plan on the north side of the 3rd-4th connector if extended to High-Density Residential in the Metro Plan. Amend the Metro Plan Diagram to apply a mixed use asterisk along the north side of the 3rd-4th connector where Charnelton Street would intersect if extended. Also amend the Metro Plan Diagram to apply a mixed use asterisk at the intersection of 2nd Avenue and Lawrence Street.** *(Note: Policy implemented by the City Council on August 3, 1994. Refer to MA 94-5 & MA 94-6.)*

PHOTOGRAPHER: TERESA BISHOW

The Eugene Planing Mill established in 1906 grew to occupy about a four block area. The area now contains a diverse mix of uses.

East Skinner Butte Residential Area-- Subarea 12.

History of Zoning and Land Use

The 1948 Zoning Ordinance included the southern boundary of this area as part of the large industrial swath of land along the Southern Pacific Railroad zoned for heavy and light-medium industrial uses. The remaining area was zoned either R-2 or R-3.

This area contains a wide range of residential densities including low-, medium- and high-density developments. Land uses include the tallest residential structure in the metropolitan area and numerous historic residential structures. The area also includes the City's first historic district known as the East Skinner Butte Historic District. (Refer to a description of the district on page 13 in the Neighborhood Character and History Element.)

Within this area 21 percent of the structures are in substandard condition. Residential density is 30 units per net acre developed residentially.

City Policies and Implementation Strategies

(Refer to Policy 6 and related strategies on page 21.)

1. **Recognize the East Skinner Butte Residential Area as appropriate for the full range of residential densities as shown on the Whiteaker Plan Diagram.**

2. **Initiate rezoning residential properties in the East Skinner Butte Residential Area to reflect existing density or development where needed to help preserve the significant historic properties and as shown on the Whiteaker Plan Land Use Diagram.** *(Note: Policy implemented by the City Council on August 3, 1994. Refer to Z 93-28.)*

3. **Particularly within the East Skinner Butte Historic District, encourage home ownership, preservation of historic structures and landscape features, and discourage non-residential uses.**

Metropolitan Parks-- Subarea 13.

History of Zoning and Land Use

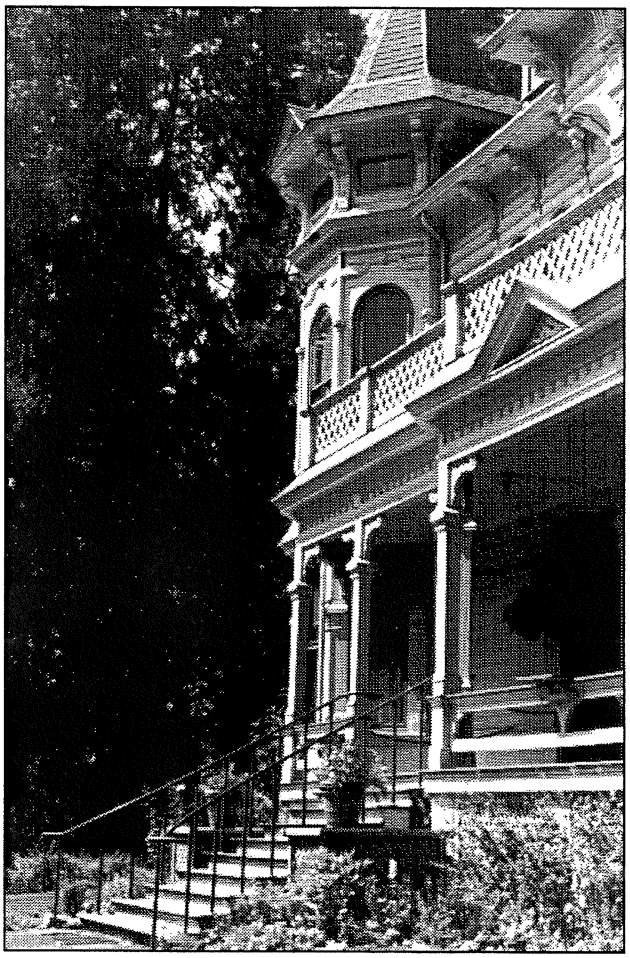
In the 1948 Zoning Ordinance, the City applied Public Land zoning to portions of this area that were part of the City park system. Since 1948, based on community growth and development patterns, an extensive regional park system emerged providing scenic and recreational areas along the Willamette River, atop Skinner Butte, and under the Washington/Jefferson Street Bridge. (Refer to the map titled, "Parks and Recreation Facilities", on page 74.)

In some cases, as land was acquired by the City for park purposes, it retained its former zoning. One noteworthy example was the existing industrial and residential zoning for the Washington-Jefferson Street park.

City Policies

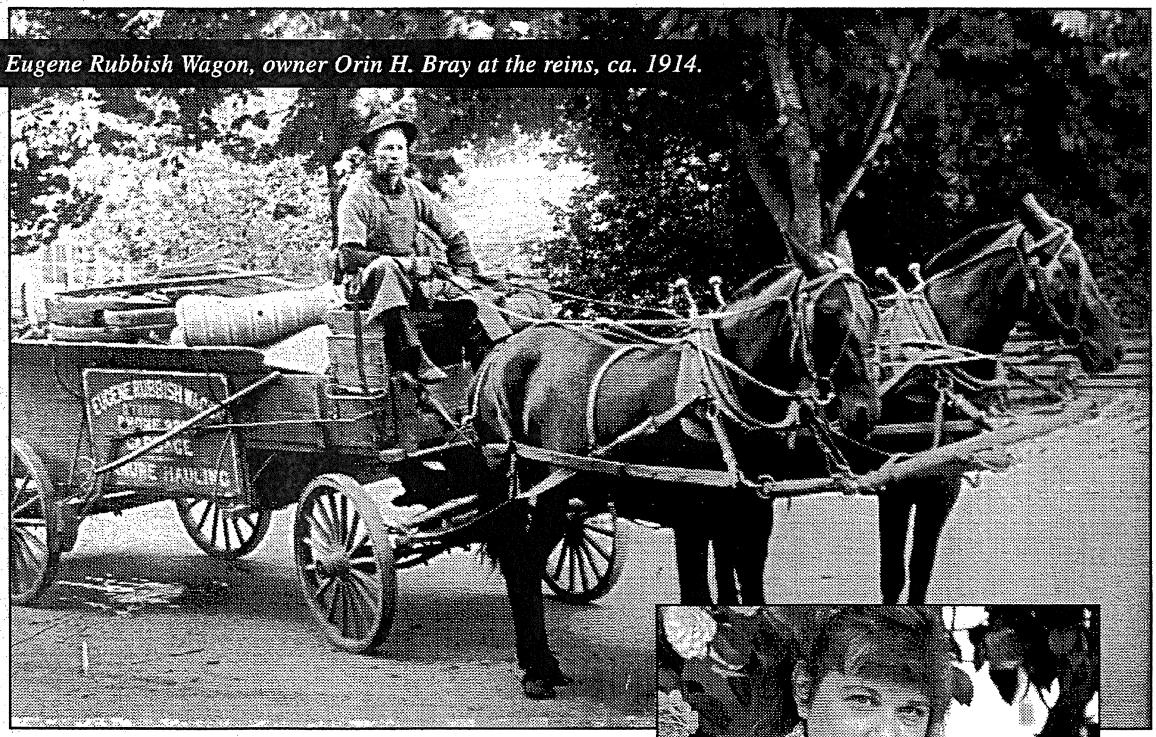
1. **Recognize the Metropolitan Parks Area as appropriate for park and recreational uses as well as other land uses as shown on the Whiteaker Plan Diagram.**

2. **Change the zoning of the Washington-Jefferson Street park and Owen Rose Garden area from R-2, I-2, and C-2 to PL Public Land. Change the zoning of the tax lots east of Fir Lane from RA to PL Public Land. Change the zoning of the tax lots north of Sycamore from RA to PL Public Land.** ***(Note: Policy implemented by the City Council on August 3, 1994. Refer to Z 93-32.)***



Built in 1888, the Shelton-McMurphey House is a City-owned historic landmark that is available for public use and enjoyment.

TRANSPORTATION ELEMENT



The Eugene Rubbish Wagon, owner Orin H. Bray at the reins, ca. 1914.

LANE COUNTY HISTORICAL MUSEUM, #301/L78-568A

***Cheryle Hawkins**, active member of Whiteaker Community Council Executive Board and Whiteaker Planning Team.*

PHOTOGRAPHER: SUSAN DETROY

TRANSPORTATION ELEMENT

Introduction

Whiteaker is distinct from many parts of Eugene because of its diversity and the presence of many commercial, industrial, and public service areas and facilities which are city-wide or regional in their scope. Because of its central location, Whiteaker has better access to many services and facilities by bike, foot, bus, train, or auto than many other areas of Eugene. It is bordered by the Chambers Street/River Road corridor, Ferry Street Bridge, and 7th Avenue, all major arterials. At the same time, Whiteaker is divided by other city-wide and regional transportation facilities like the Southern Pacific Railroad, the Washington-Jefferson Street Bridge and 6th Avenue. The policies and proposals in this section recognize the regional importance of transportation facilities in and around the Whiteaker neighborhood, while directing public actions to:

1. soften the impact of future and existing transportation facilities on residential areas in Whiteaker; and
2. continue to improve the use of alternative transportation modes.

Overview of Key Issues

Impacts from Major Street/Bridge Projects

Improvements to major corridors that form the perimeter of the neighborhood are essential to maintain a good level of service to direct regional trips around the neighborhood and minimize non-local trips through the neighborhood. Examples of potential projects that could affect traffic patterns in and around the Whiteaker neighborhood include: construction of a new Ferry Street Bridge, construction of a new river crossing between River Road and Goodpasture Island Road, and operational changes to improve traffic flow on 7th Avenue at Jefferson Street.

Traffic Circulation

Development around the old Planing Mill property (now REI), the old City maintenance facility at 3rd Avenue and Lincoln Street, and along 3rd/4th Avenue will have an affect on traffic patterns in this area. In general, consideration should be given to improving access within the neighborhood to commercial, industrial, and residential properties. One example would be converting one-way streets to two-way traffic flow, such as Washington and Jefferson Streets.

Traffic Safety--Impacts of Through Traffic

There is a high level of interest in continuing to pursue traffic calming and safety measures to reduce unnecessary vehicular traffic and improve safety, particularly for pedestrian and bicyclists.

Traffic on Residential Streets

Coupled with the previous category, there is a high level of interest in developing and implementing strategies to divert or prohibit all, or certain types of, through vehicular traffic on neighborhood streets.

Alternative Transportation

Area residents continue to advocate for improved bicycle, pedestrian and transit facilities and encourage a higher use of these modes of transportation. There are community, state and federal goals to reduce automobile trips and congestion. Emphasis should be placed on implementing strategies that will reduce reliance on the automobile. Some trade offs exist for implementation of these strategies with competing uses of the right-of-way. An example of competing uses would exist where the street is used by cars, trucks, bicyclists, buses and for parking and where the street is not wide enough to support designated areas for each type of activity. It is an on-going process to determine priorities for the use(s) to be accommodated.

Alleys

In the early days of Eugene's development, alleys were an integral part of the subdivision layout. The houses generally faced a street with a narrower alley along the rear. Alleys provided access for horse drawn carriages and deliveries. With the coming of the automobile and changes in subdivision patterns, the number of new alleys in Eugene significantly decreased. Within Whiteaker, alleys are extensively used by pedestrians, bicyclists, and other vehicles. Alleys still allow for the location of outbuildings and extra vehicles in the rear of the property thus improving the main streetscape.

In July 1989, the City Public Works Department implemented a policy of no longer maintaining dirt of gravel alleys, placing a higher priority on limited road funding elsewhere. Alleys that are paved and adequately drained require significantly less City revenue to maintain. Improving an alley requires that owners of over 50 percent of the land along the alley support the project unless approved by the City Council. Property owners are assessed for the cost of improvements. The neighborhood supports the City maintaining alleys.

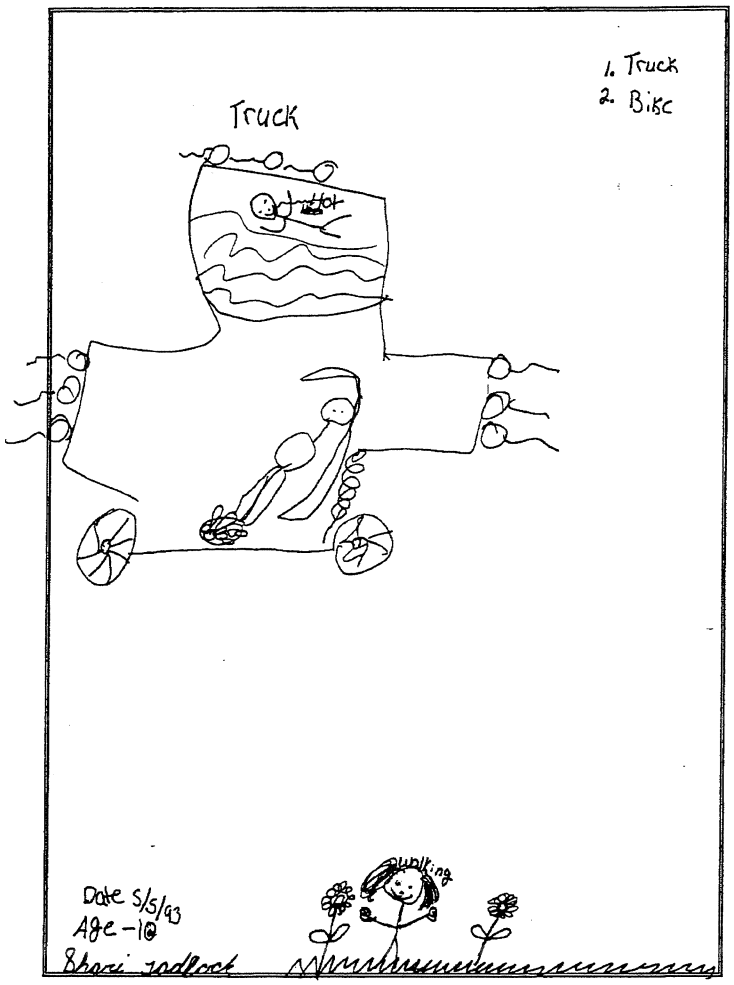
Street Trees and Planting Strip

There is a high value placed on existing street trees and an interest in maintaining and expanding this element of the streetscape. Competing uses for such things as underground

utilities, traffic signs, poles, and overhead lines exist and the need for improved management of these service fixtures as they relate to tree life has been voiced. Planting strips in non-residential areas often lack landscaping. An attractive planting strip can help soften the edge adjacent to residential areas and visually integrate residential with non-residential areas.

Railroad

The location of the railroad through Whiteaker has historically influenced land use, traffic patterns, quality of residential areas, and overall character. There are issues around noise, safety, air pollution, potential street closures, transport of hazardous waste and materials, expanded freight activities and the proposed high speed rail.



"Future Transportation", by student at Whiteaker School.

Neighborhood Goal

People going to, from, and through Whiteaker will travel safely by foot, bike, bus, train, or car. The Whiteaker neighborhood will demonstrate that livability does not need to give way to the automobile.

City Policies/Implementation Strategies

Policies are in **bold**. Indented below each policy are any associated Implementation Strategies.

Impacts from Major Street/Bridge Projects

1. **Any new bridges or streets which function as arterials will be located only on edges of the Whiteaker community.** This recognizes existing functional classifications of streets in Whiteaker, but directs that new arterial designations occur only at the periphery of the neighborhood. This policy also does not preclude improvement to existing arterials to create more efficient traffic flow.

    1.1 Conduct special traffic studies to seek ways to improve operation of the Jefferson Street and 7th Avenue intersection and to maintain through, southbound traffic. Include in the study an evaluation of potential traffic and circulation shifts in the area.

    1.2 Take steps to ensure that any plans for reconstruction of the Ferry Street Bridge include protection measures for the historic areas around East Skinner Butte including limiting through traffic through the residential area and mitigating other impacts.

2. **Design any new arterial/bridge or major reconstruction of an existing arterial/bridge to minimize noise pollution, appropriately screen the facility from abutting properties, and minimize the negative impacts to nearby properties.**

    2.2 Take steps to prevent negative impacts on Whiteaker residential areas that could be associated with any new bridge across the Willamette River north of Whiteaker.

3. **Take steps to mitigate excessive noise on existing arterials and establish screening as needed.**

    3.1 Introduce into the Oregon Department of Transportation Six Year Plan a project to address excessive noise along the Washington/Jefferson Street Bridge (I-105 corridor) and the Ferry Street Bridge within Whiteaker.

Traffic Circulation/Through Traffic

4. **Encourage reduction of through traffic on non-arterial streets within the Whiteaker neighborhood.**

   4.1 Explore ways to further reduce through traffic on Blair Boulevard, Van Buren Street, 1st Avenue, 3rd/4th Avenue, High Street between 3rd and 4th Avenues, and 3rd Avenue between Mill and Pearl Streets. (This strategy is not meant to discourage improvements to the 3rd/4th Avenue or to discourage transit use on the identified streets. Refer to Policy 9 on page 34.)

5. **Maintain and improve the operation of the street system to facilitate circulation within the neighborhood.** (Refer to map titled, "Street Improvements" on page 64.")

   5.1 Change Washington Street between 5th Avenue and Clark Street to two-way operations.

   5.2 Change Jefferson Street between 6th Avenue and 1st Avenue to two-way operations.

   5.3 Classify the section of road that connects Pearl Street and Lincoln Street, known as 3rd/4th Avenue, and 3rd Avenue from Lincoln Street to Washington Street, as a collector street. Between Pearl and Lincoln streets, name the road Shelton-McMurphey Avenue. As development occurs and when the unimproved section of the road is improved, the design of the road should include sidewalks, bike lanes, one travel lane in each direction, correct alignment at the west end, and parking bays. It should promote low speed travel and include design treatments for this effect as well as compatibility with the surrounding development. Steps should be taken to prohibit this route from becoming a major attraction for east-west through traffic and an alternative to 6th and 7th Avenues. Through trucks would continue to be restricted. (Refer to Policy 9 on page 34.)

Traffic Safety/Truck Traffic

6. **Encourage through truck traffic within the Whiteaker neighborhood to use designated truck routes and facilities and discourage use of residential streets.**

   6.1 Improve signing and enforcement of truck routes as well as truck prohibitions.

   6.2 Provide information to trucking companies regarding appropriate truck routes.

7. **Improve traffic safety for the various modes of transportation either by implementing measures to separate different modes or to make shared travel lanes more functional, compatible, and safer.**

7.1 Improve pedestrian safety and enhance pedestrian crossings in the vicinity of the Blair and Van Buren intersection and the Blair and 4th Avenue intersection.

7.2 Install a traffic signal at the intersection of Lawrence Street at 5th Avenue. (This strategy is listed as a medium-range project in the Central Area Transportation Study (CATS), 3-10 years out).

Traffic on Residential Streets

8. **Examine alternative ways to actively encourage and implement strategies for preserving local streets for local traffic.** (This policy recognizes that as the level of service declines on arterial streets, automobile traffic often uses local street facilities to complete trips. Refer to Policy 8 on page 34.)

8.1 Develop and implement a conceptual plan for "Green Streets" in which the green street is assigned to parts of the local residential street-system. Candidate streets in Whiteaker might include portions of 4th Avenue, 5th Avenue, Clark Street, Monroe Street, and North Adams. (Refer to the map titled, "Street Improvements" on page 64 and definition of "Green Streets" in the Glossary.)

8.2 Use design principles to reduce levels of through automobile traffic along green streets and encourage use of the streets by local residents, bicyclists, and pedestrians. (Refer to definition of "Green Streets" in the Glossary.)

8.3 Recognize the essential access Van Buren Street provides from 1st Avenue to Blair between the residential, commercial, and industrial areas of the Blair neighborhood. Work to keep the Southern Pacific Railroad crossing open to assure the necessary access and traffic flows.

Alternative Transportation

9. **Continue to improve safe bicycle access to and throughout the Whiteaker neighborhood.** (Refer to the map titled, "Bikeway System Improvements" on pg. 65.)

9.1 At the time Blair Boulevard is reconstructed, install bike lanes along the following street: 2nd Avenue between Blair Boulevard and Chambers Street. At the time Blair Boulevard is reconstructed, also sign as a bike route and remove on-street parking from one side of the street to allow wider shared travel lanes: a) Van Buren from Second Avenue to First Avenue, and b) 2nd Avenue between Blair Boulevard and Van Buren.

9.2 Designate and install a signed bike route on Monroe Street between 1st and 6th Avenues. On narrow portions of Monroe Street remove parking along one side of the street in order to provide two wider/shared travel lanes.

10. Encourage the installation of bus shelters, especially near areas with concentrations of senior citizens or where there is high transit usage and limited opportunities for shelter during bad weather.

10.1 Encourage Lane Transit District to consider installing bus shelters along Railroad Boulevard, Jefferson Street south of First Avenue, and on High Street between 3rd and 4th avenues.

10.2 Encourage the design of bus shelters to be compatible with nearby historic structures.

11. Encourage Lane Transit District to maintain at least its present frequency and coverage of public transit services to the Whiteaker community.

12. Undertake an active sidewalk construction program emphasizing pedestrian movements.

12.1 Initiate steps to have high priority sidewalks constructed as identified in the "1993 Sidewalk Program." Proposed high priority locations identified for construction in the first three years of the 1993 Sidewalk Program include:

a. West side of Jackson Street from 1st Avenue to the northern boundary of Whiteaker School;
b. Two lots on the southeast corner of Polk Street and 2nd Avenue; and
c. South side of 2nd Avenue from Blair Boulevard to Taylor Street.

In addition to these locations, priority should be given to sidewalk construction around Whiteaker School, the east side of Sladden Park, along Railroad Blvd, and other locations identified by the neighborhood organization.

Note: Sidewalk facilities and sidewalk access ramps shall be in compliance with American Disability Act requirements. Utility poles, streets signs and other street furniture should not obstruct or impede free flowing pedestrian movements along the sidewalk areas.

12.2 Examine the City's sidewalk assessment policies to include provisions for subsidies or grants to low-income property owners for new sidewalk construction or repair.

13. Provide adequate pedestrian facilities for crossing of arterial streets at their points of greatest demand.

13.1 Improve safe crossings for seniors traveling from Ya-Po-Ah Terrace to the Campbell Senior Center.

13.2 Install east-west pedestrian and bicycle paths through the park between Washington Street and Jefferson Street that connect at 4th Avenues.

13.3 Maintain the sidewalk along the east side of the Chambers Street connector north of 2nd Avenue.

Note: This facility is an integral part of the pedestrian/bicycle system, and generates high demand by users of the Eugene Mission. Gating or closing this section of sidewalk would result in circuitous and excessive pedestrian trips, and would funnel associated activity toward the east versus the existing dispersed pattern of circulation.

14. Continue to install sidewalk access ramps at intersections within the Whiteaker area.

14.1 Review updated priority lists submitted to the city through the neighborhood needs process.

Alleys

15. Retain alleys and encourage their appropriate use as important elements of the transportation network.

15.1 Avoid vacating alley rights-of-ways unless it is in the direct interest of the community.

15.2 Encourage property owners to improve unimproved alleys to City standards or to gravel and regularly maintain alleys.

16. Enhance the function alleys and pedestrian ways currently perform as part of the pedestrian system.

16.1 Re-examine the city policy regarding alley maintenance and take steps to resurface, with gravel or paving, unimproved alleys where conditions warrant. Criteria for applying gravel could be established by the City that would consider demand for use, historic concerns, public safety concerns, neighborhood priorities, the percentage of non-owner occupied properties, and alternative provisions available.

16.2 Change the way property owners are assessed considering density instead of linear footage along the alley.

16.3 Seek additional and alternative funding sources to pay for alley improvements.

Street Trees and Planting Strips

17. Recognize street trees as a significant public asset and help integrate where possible into the streetscape. Planting strips can soften the edge adjacent to residential areas and visually integrate residential and non-residential areas.

17.1 Implement City adopted plans such as the Urban Forest Management Plan and Street Design Standards that provide guidance on maintenance and establish requirements for street trees and plantings in and along the public right-of-way.

17.2 Examine ways to redesign existing and future overhead power lines to avoid the frequent topping of trees located near power lines.

18. Require property owners to replace removed street trees at the time of removal or during the next planting season, subject to adopted planting standards.

Railroad

19. Establish an Ad-Hoc Committee consisting of representatives from the Public Utility Commission (PUC), Southern Pacific Railroad, Oregon Department of Transportation, City of Eugene, and Whiteaker Neighborhood for the purpose of discussing and resolving a variety of issues of mutual concern related to the significant impact the railroad has on the neighborhood and to provide education to Whiteaker residents and businesses. (Refer also to Policy 7 on page 33 and Strategy 8.3 on page 58.)

19.1 Encourage Southern Pacific Railroad to establish a long-range plan and to analyze the feasibility of conducting train building activities at the north end of the Eugene yard, thus mitigating the problems in the vicinity between Van Buren Street and Jefferson Street.

19.2 Establish emergency and evacuation plans to address spill containment and exposure from hazardous materials being transported along the railway.

19.3 Petition the PUC to work with the Southern Pacific Railroad to have a communication system linking the 9-1-1 center with the Eugene yard to ensure coordination during street blockages.

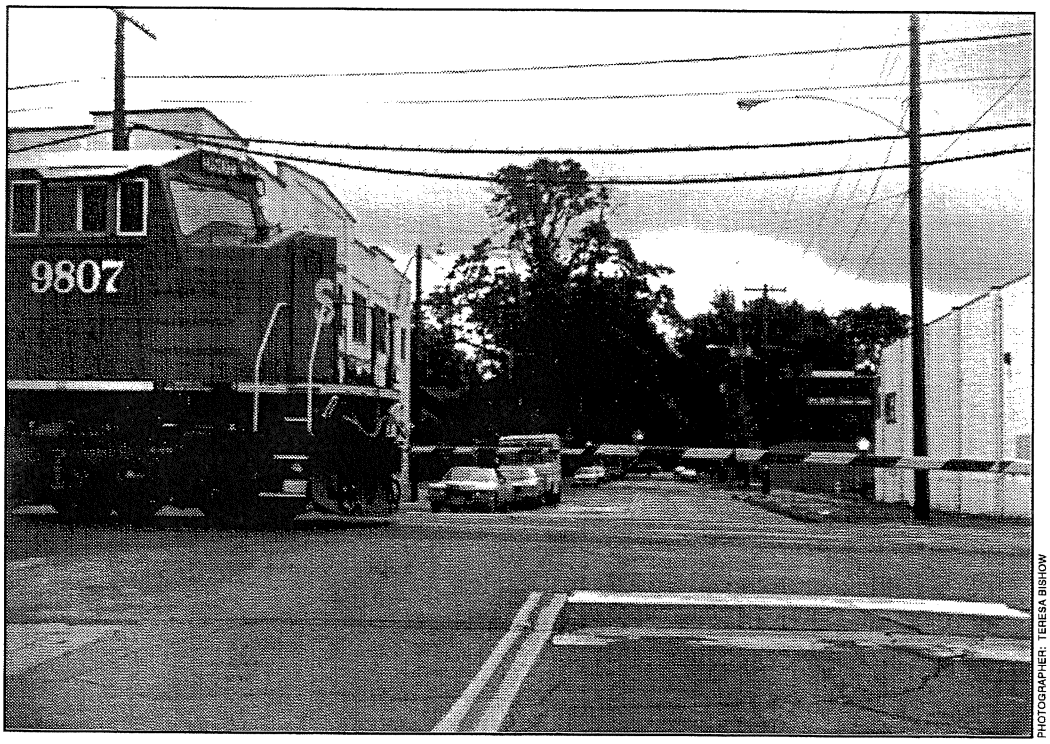
19.4 Work with Southern Pacific Railroad to reduce or eliminate the frequency of street blockages caused by rail activity, particularly at the west end of the neighborhood.

19.5 Work with Southern Pacific Railroad to explore noise mitigation strategies.

19.6 Work with Southern Pacific Railroad to implement beautification and landscaping treatments along the railway, particularly along the Railroad Boulevard property frontage.

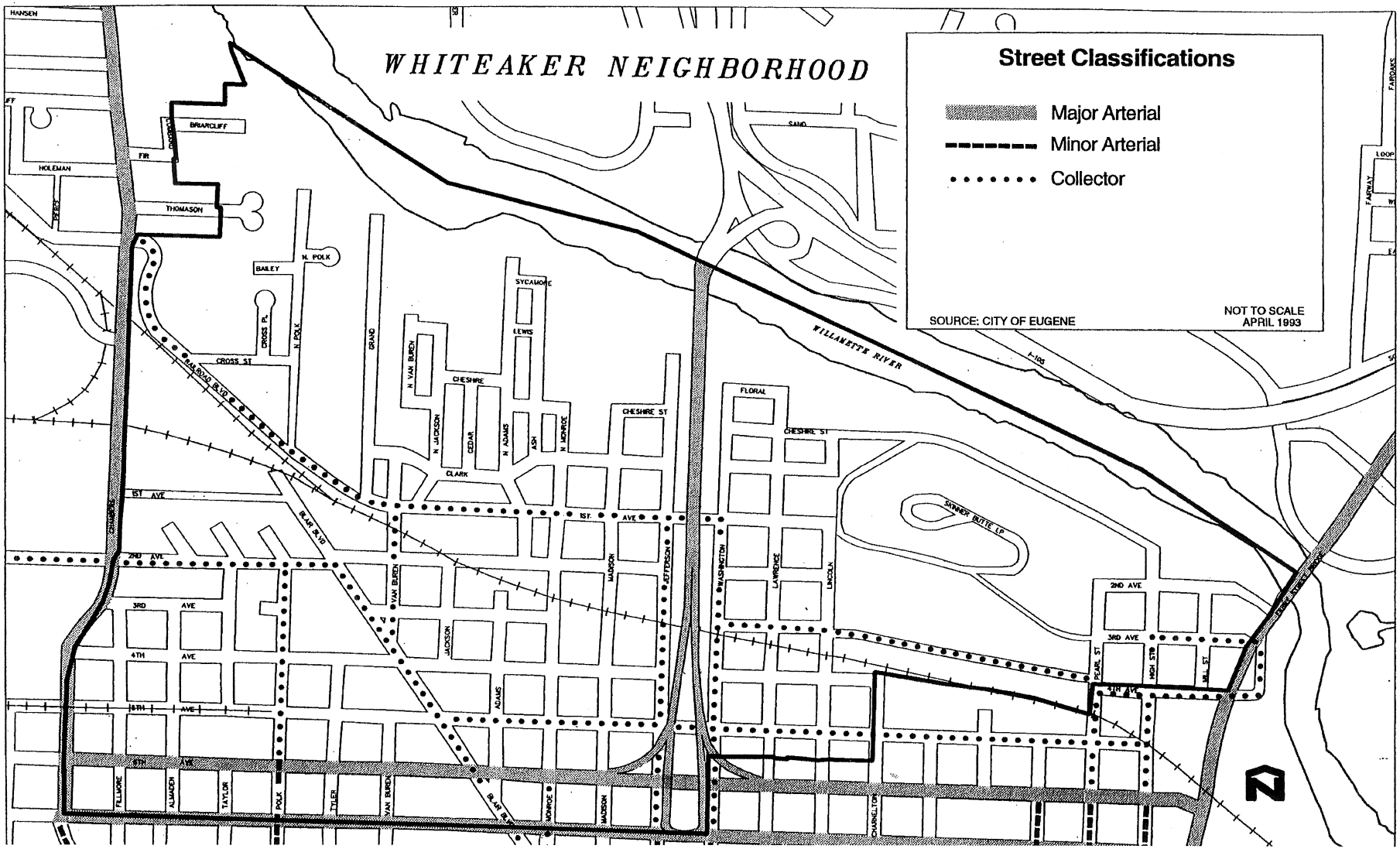
19.7 Work with the Oregon Department of Transportation and Southern Pacific Railroad in facilitating the high-speed rail service to Eugene. Take steps to ensure citizen involvement from Whiteaker concerning any affects on the neighborhood resulting from implementation of the plan.

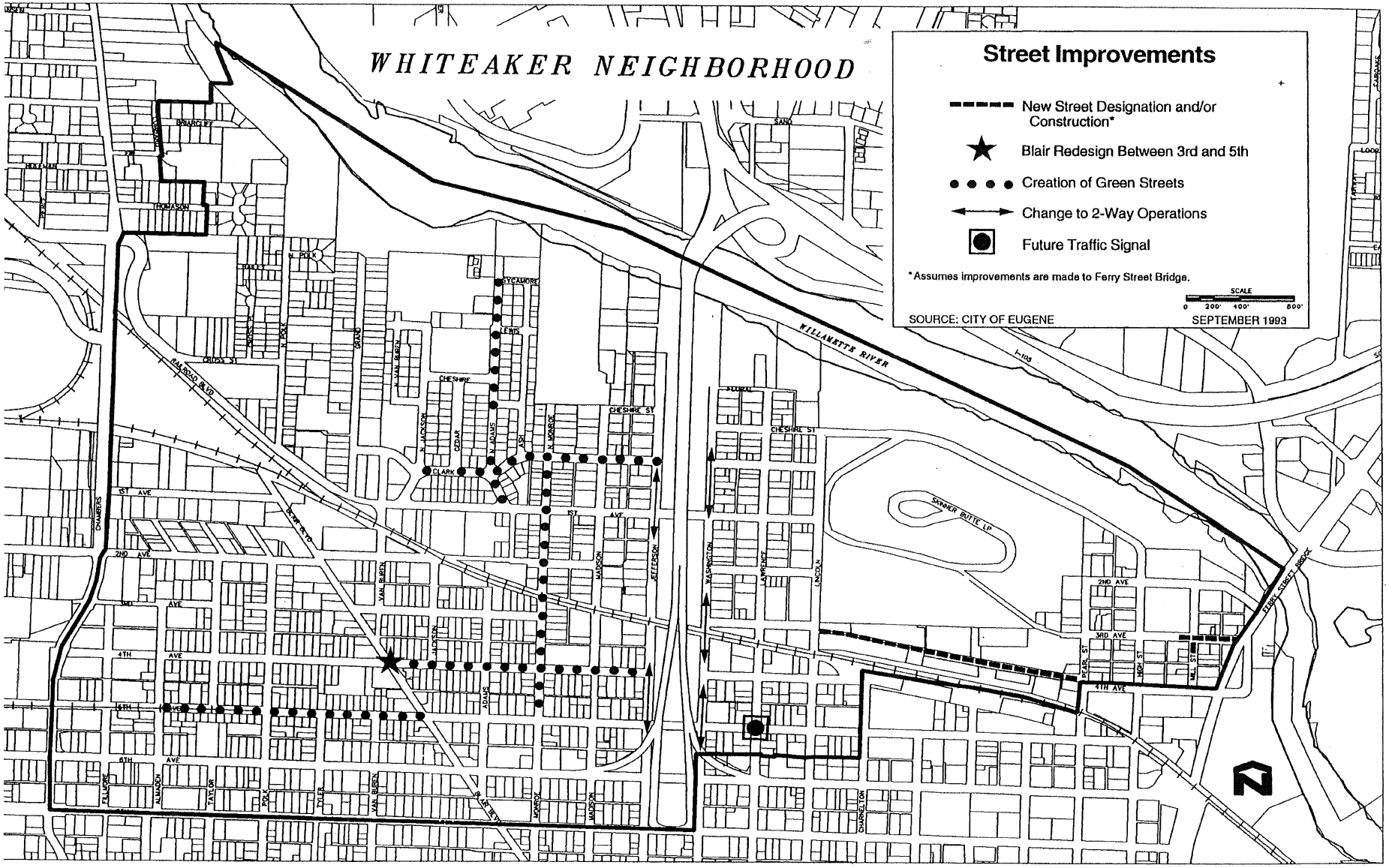
20. Consider rail transportation and associated issues as a separate item to be examined during the update of TransPlan, the metropolitan area transportation plan.

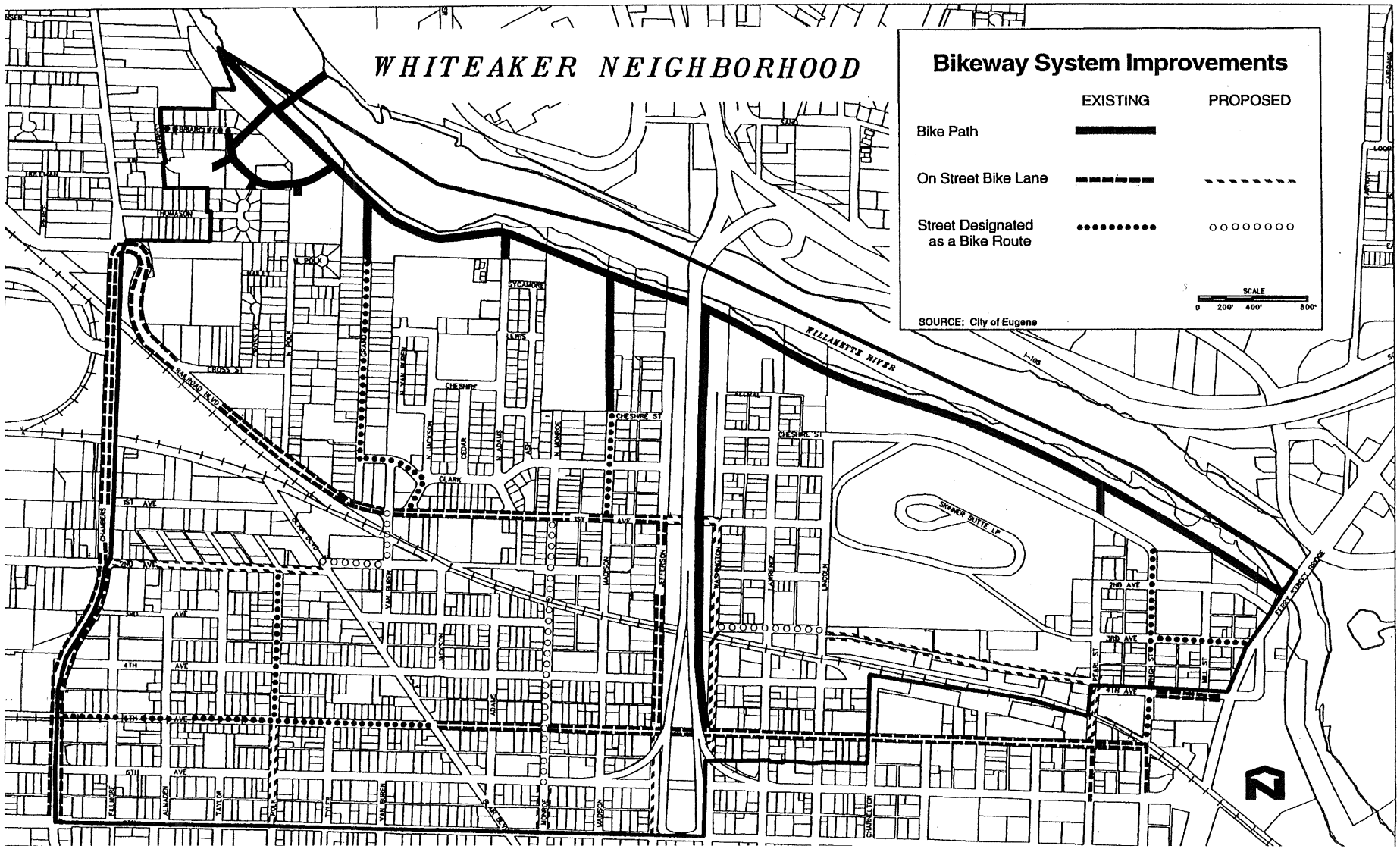


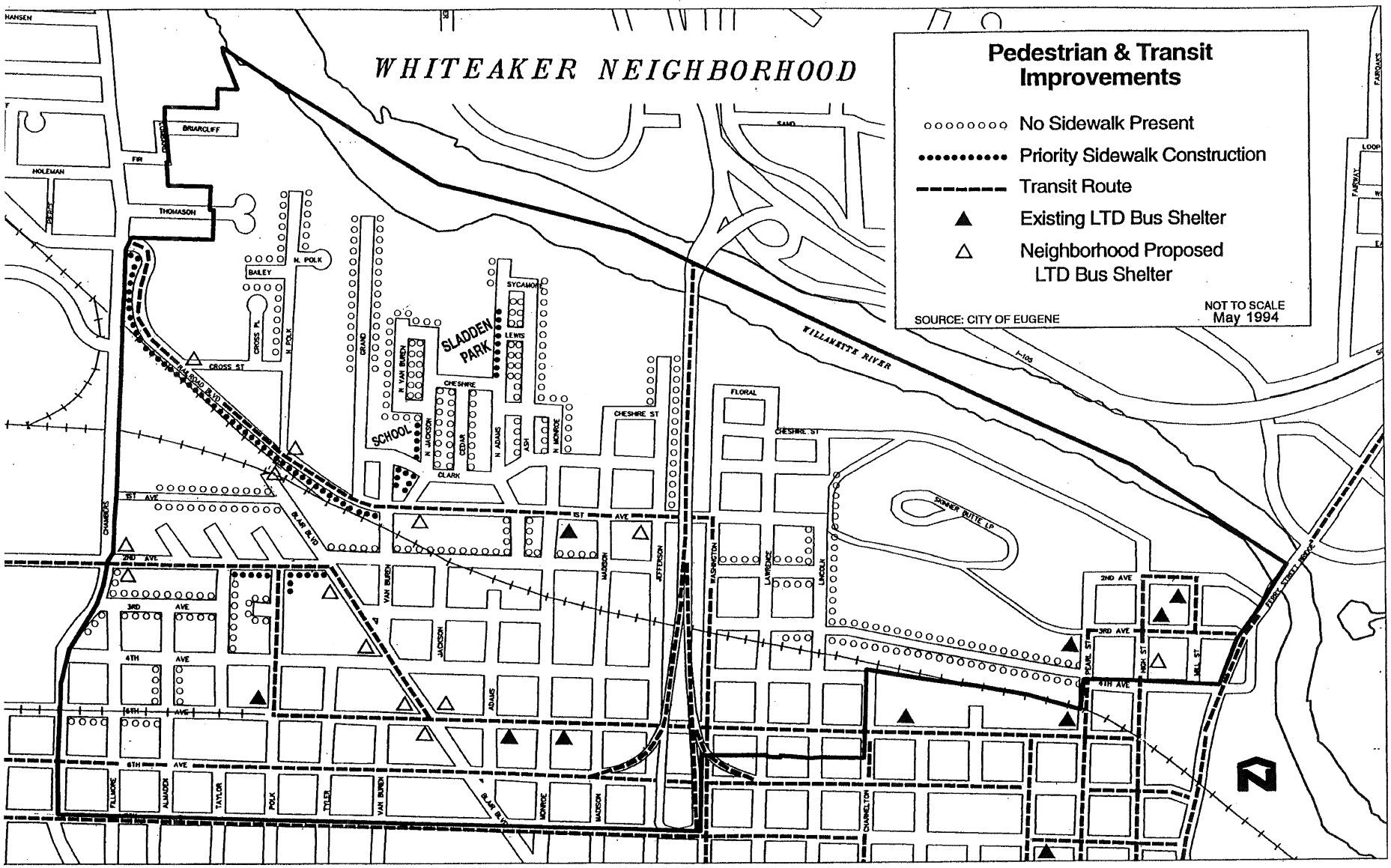
PHOTOGRAPHER: TERESA BISHOW

The location of the railroad through Whiteaker has historically influenced land use, traffic patterns, quality of residential areas, and overall character.

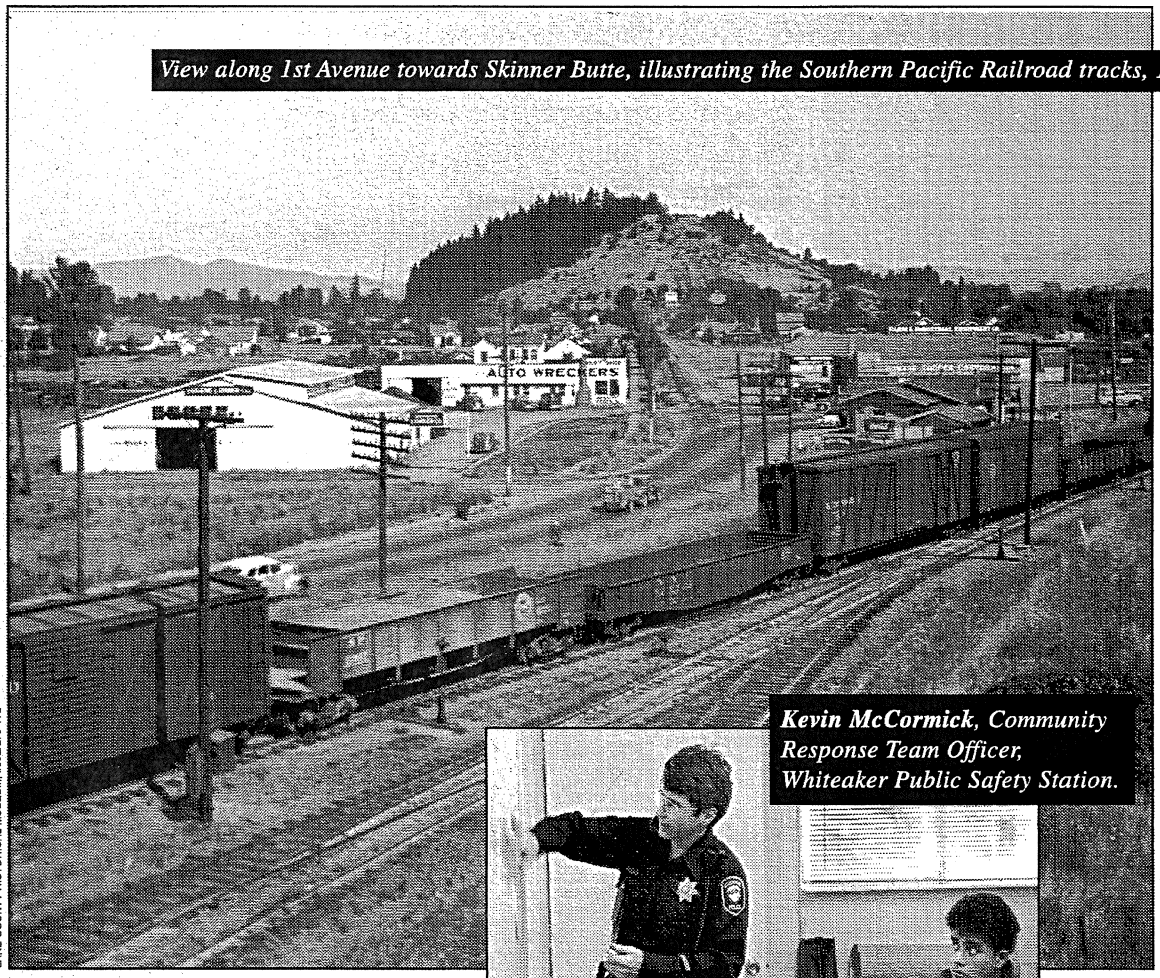

WHITEAKER NEIGHBORHOOD
Street Classifications
Major Arterial
Minor Arterial
Collector
SOURCE: CITY OF EUGENE
NOT TO SCALE
APRIL 1993
WILLAMETTE RIVER
I-105
HANSEN
HOLEMAN
BRIARCLIFF
FIR
THOMASON
BAILEY
N. POLK
CROSS PL.
CROSS ST
RAILROAD BLVD
GRAND
N. VAN BUREN
CHESHIRE
N. JACKSON
CEDAR
N. ADAMS
ASH
N. MONROE
SYCAMORE
LEWIS
CLARK
CHESHIRE ST
FLORAL
1ST AVE
2ND AVE
3RD AVE
4TH AVE
6TH AVE
8TH AVE
BLAIR BLVD
VAN BUREN
JACKSON
ADAMS
MADISON
JEFFERSON
WASHINGTON
LAWRENCE
LINCOLN
SUMMER BUTTE LP
PEARL ST
HIGH STR
MILL ST
FILLMORE
ALLMADEN
TAYLOR
POLK
TYLER
MONROE
CHARNELTON
SAND
LOOP
FAIRWAY
FAIRDALE


WHITEAKER NEIGHBORHOOD
Street Improvements
New Street Designation and/or Construction*
Blair Redesign Between 3rd and 5th
Creation of Green Streets
Change to 2-Way Operations
Future Traffic Signal
*Assumes improvements are made to Ferry Street Bridge.
SCALE
0 200' 400' 800'
SOURCE: CITY OF EUGENE
SEPTEMBER 1993
WILLAMETTE RIVER
I-105
SKINNER BUTTE LP
FERRY STREET BRIDGE
RAILROAD BLVD
CHESHIRE ST
1ST AVE
2ND AVE
3RD AVE
4TH AVE
5TH AVE
6TH AVE
CLARK
SYCAMORE
LEWIS
CHESHIRE
CHAMBERS
CROSS ST
N POLK
N VAN BUREN
N JACKSON
CEDAR
N ADAMS
ASH
N MONROE
MADISON
JEFFERSON
WASHINGTON
LAWRENCE
LINCOLN
CHARNELTON
PEARL ST
HIGH ST
MILL ST
FILLMORE
ALMADEN
TAYLOR
POLK
TYLER
VAN BUREN
BLAIR BLVD
MONROE
MADISON
SAND
THOMASON
BRIARCLIFF
HOLEMAN
N


WHITEAKER NEIGHBORHOOD
Bikeway System Improvements
EXISTING
PROPOSED
Bike Path
On Street Bike Lane
Street Designated as a Bike Route
SCALE
0 200' 400' 800'
SOURCE: City of Eugene
WILLAMETTE RIVER
I-105
SKINNER BUTTE LP
FERRY STREET BRIDGE
RAILROAD BLVD
CHESHIRE ST
1ST AVE
2ND AVE
3RD AVE
4TH AVE
5TH AVE
6TH AVE
CHAMBERS
THOMASON
CROSS ST
CLARK
CEDAR
ASH
N. MONROE
N. ADAMS
N. JACKSON
VAN BUREN
JEFFERSON
MADISON
WASHINGTON
LAWRENCE
LINCOLN
CHARNELTON
PEARL ST
HIGH ST
MILL ST
SYCAMORE
LEWIS
N. POLK
N. VAN BUREN
GRAND
FILLMORE
ALMADEN
TAYLOR
POLK
TYLER
SAND
LOOP

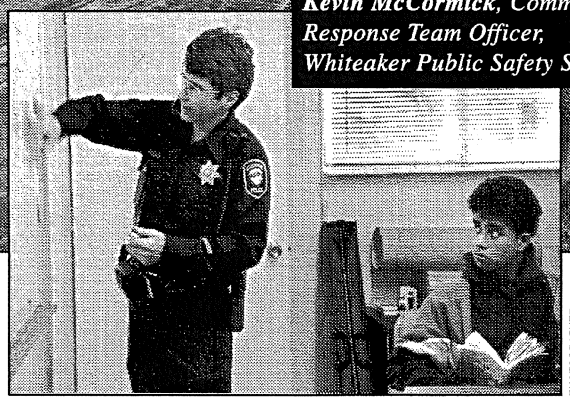

WHITEAKER NEIGHBORHOOD
Pedestrian & Transit Improvements
No Sidewalk Present
Priority Sidewalk Construction
Transit Route
Existing LTD Bus Shelter
Neighborhood Proposed LTD Bus Shelter
SOURCE: CITY OF EUGENE
NOT TO SCALE
May 1994
WILLAMETTE RIVER
SLADDEN PARK
SCHOOL
SKINNER BUTTE LP
BRIARCLIFF
HOLEMAN
THOMASON
N. POLK
BAILEY
CROSS PL
CROSS ST
GRAND
N VAN BUREN
SYCAMORE
LEWIS
CHESHIRE
N JACKSON
CEDAR
N ADAMS
ASH
N MONROE
CLARK
CHESHIRE ST
FLORAL
1ST AVE
2ND AVE
3RD AVE
4TH AVE
6TH AVE
CHAMBERS
BLAIR BLVD
VAN BUREN
JACKSON
ADAMS
MADISON
JEFFERSON
WASHINGTON
LAWRENCE
LINCOLN
CHARNELTON
PEARL ST
HIGH ST
MILL ST
FILLMORE
ALMADEN
TAYLOR
POLK
TYLER
MONROE
FAIRWAY
LOOP
I-105

PUBLIC SAFETY



View along 1st Avenue towards Skinner Butte, illustrating the Southern Pacific Railroad tracks, 1942.

LANE COUNTY HISTORICAL MUSEUM, #30E.L79-172



***Kevin McCormick**, Community Response Team Officer, Whiteaker Public Safety Station.*

PHOTOGRAPHER: SUSAN DETROY

PUBLIC SAFETY ELEMENT

Introduction

Public safety services include fire protection and prevention services; police protection, investigation, and crime prevention services; and emergency medical services. The Public Safety element addresses key public safety issues in the Whiteaker neighborhood within a framework which is compatible with the city's public safety long range plan.

Overview of Key Issues

Community Policing

People in the Whiteaker neighborhood are almost three times more likely to witness police and fire activity than in Eugene as a whole. Community policing is a new approach to public safety that recognizes the need for the City Public Safety Department to operate in partnership with human service agencies, neighborhood groups, and individuals in the community. Community members identified a need to continue to explore neighborhood-based community policing strategies, including extended programs and services at the Whiteaker Public Safety Station and efforts to improve public safety in neighborhood parks.

Role of Social Service Providers

A major component of community oriented policing is its link with social services. In the Whiteaker neighborhood, the existence of a large non-resident population which uses the neighborhood's social services has contributed to public safety concerns. Community members identified a need to continue the collaborative efforts of public safety and other service providers in the community for coordinated victim assistance and to aid the more successful integration of ethnic groups and lower-income people into the community. The Eugene Mission, for example, is a key facility that attracts a significant transient population, has plans for expansion, and must be better tied into the social service/public safety network.

Disruptive Behavior and Illegal Activity

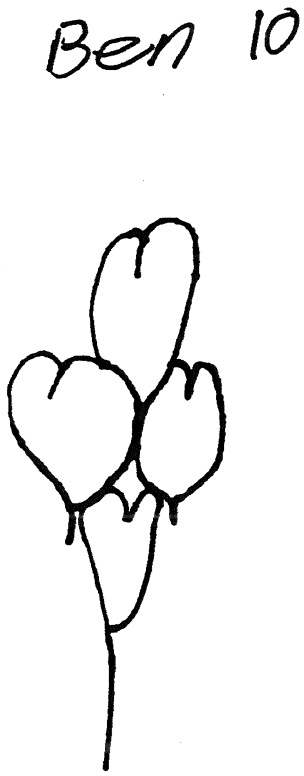
Community members have identified disruptive behaviors which need particular focus, including alcohol use and other illegal activities in the parks, along the railroad, and on railroad property; drug activity and other illegal behaviors in some apartments, motels and alleyways; prostitution on some streets; and repetitive calls for emergency response services in these places.

Fire Station Relocation

Community members have expressed the need to maintain quality fire and emergency medical response capabilities for the Whiteaker neighborhood. The city's Public Safety Long Range Plan contains an overall plan for the relocation of many city fire/EMS stations. The Plan recommends relocating the fire station currently located at 1085 West 1st, to a site in the vicinity of the Chambers Connector. Residents are concerned about whether the new location would continue to provide quality coverage to Whiteaker.

Hazardous Materials Disasters

Community members are concerned about the possibility of a major hazardous material spill or other larger scale disaster in Whiteaker, particularly since there are unique geographic challenges in the neighborhood, including the train tracks and the river. Residents, businesses, and other organizations within the neighborhood do not feel that emergency plans, including evacuation routes, are sufficient, nor have they received education about what actions they should take in the event of a disaster.



"Hearts", drawn by a student at Whiteaker School.

Neighborhood Goal

People will be safe in Whiteaker and feel secure in their homes, on the streets, and in parks. Community members will take pride in helping to stop crime, work cooperatively with City public safety staff, and be well informed on public safety issues.

City Policies/Implementation Strategies

Policies are in **bold**. Indented below each policy are any associated implementation strategies.

1. **Enhance the ability of police to effectively network within the neighborhood to solve public safety problems.**

    1.1 Continue and amplify programs available at the Whiteaker Public Safety Station, including community policing (for example, officers on the street), job experience training, information and referral, security inspections, and public safety interpreter services. (Community Policing and Disruptive Behavior key issues)

    1.2 Integrate police officers, civilians, and community service specialists into neighborhood social service organizations and neighborhood groups through processes of mutual consent. (Social Service key issue)

    1.3 Create city ordinances and cooperative approaches to address repeat criminal activity at residences and businesses, including:

    a) owner liability for knowingly allowing illegal conduct to continue.
    b) prohibition of the sale of fortified beers and wines in Whiteaker.

2. **Develop additional formal relationships between the department of public safety and neighborhood social services, schools, businesses and citizen groups.**

    2.1 Continue the collaboration of public safety and social service agencies in the area of coordinated victim assistance. (Social Service key issue)

    2.2 Develop new public safety strategies to discourage and disrupt criminal behavior such as gang activity, increase physical security of buildings and redirect offenders and at-risk individuals in constructive directions. (Disruptive Behavior key issue)

    2.3 Develop prevention strategies to help create positive conditions relating to housing, discrimination, health, education, employment, family and recreation; for example, along the 6th and 7th corridor, using cooperative associations of public safety and apartment owners. (Community Policing and Disruptive Behavior key issues)

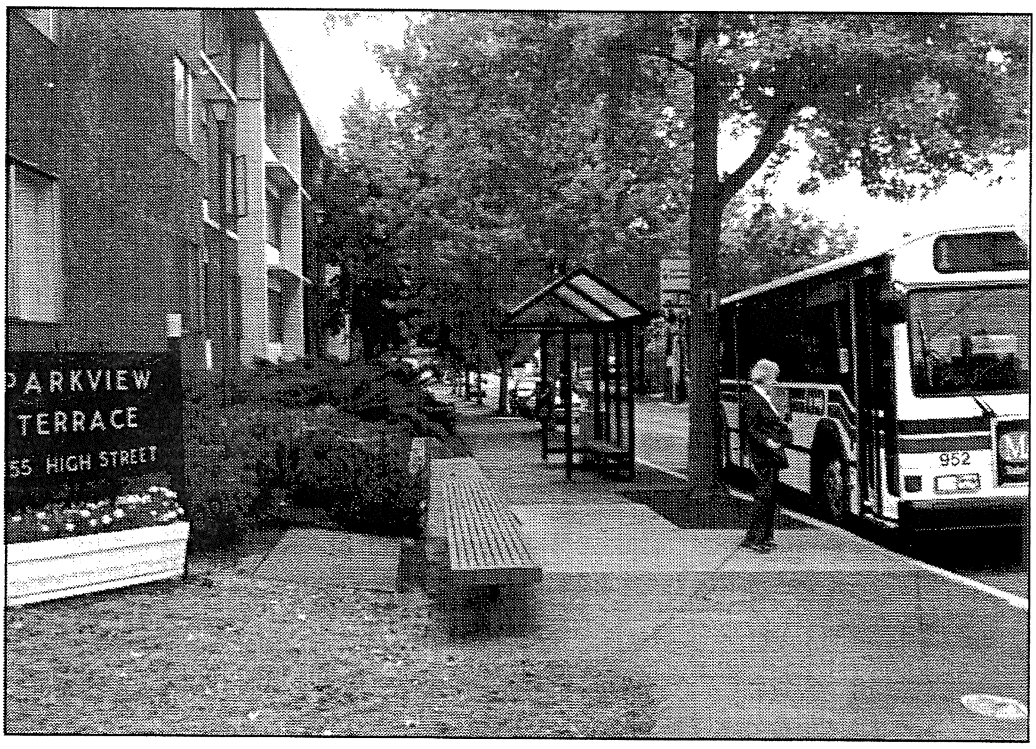
2.4 Develop cooperative relationships among the Eugene Mission, government, businesses, citizens, schools and social services to proactively and collaboratively address crime and disruptive behavior.

3. **Develop and fund fire and emergency medical services facilities in the Whiteaker neighborhood as recommended in the Public Safety Long-Range Plan, while maintaining the four-minute response time goal for all relevant emergency responses to life-threatening and hazardous incidents.** (Fire Station key issue) (Refer to Implementation Strategy 19.3 on page 61.)

4. **Expand community-based fire, hazardous materials and emergency prevention efforts.**

4.1 Develop programs to encourage use of smoke detectors and automatic fire extinguisher systems.

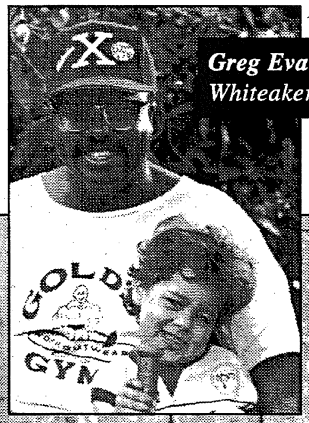
4.2 Develop comprehensive emergency plans regarding hazardous spills and other disaster response, to include citizen and business education components. (Hazardous Materials key issue)



PHOTOGRAPHER: TERESA BISHOW

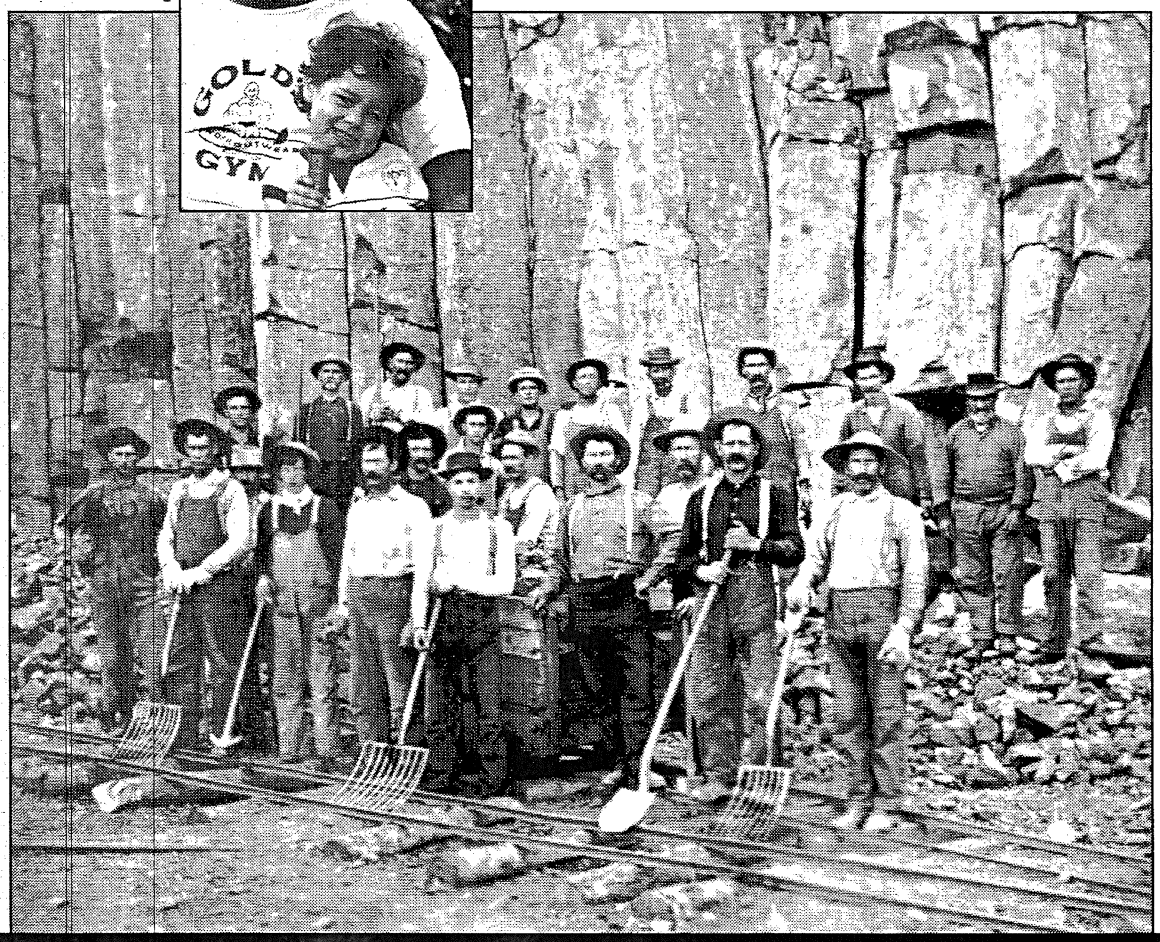
Whiteaker is a diverse urban neighborhood located near many of the amenities that make Eugene a desirable place to live.

Parks and Recreation Element



PHOTOGRAPHER: SUSAN DETROY

***Greg Evans** and son, Whiteaker residents.*



LANE COUNTY HISTORICAL MUSEUM, #180/176-588D

Laborers at the old stone quarry, now the location of the basalt columns, on the west side of Skinner Butte, ca.1908.

PARKS AND RECREATION ELEMENT

Introduction

The Parks and Recreation Element examines the existing use of park land and the availability of City recreational programs to Whiteaker residents. It also evaluates the characteristics and conditions of park and recreation facilities located in the neighborhood. It contains City policies and implementation strategies to guide the enhancement of park land and recreation services for Whiteaker. Refer to the Appendix for a list of goals and policies in the Eugene Park and Recreation Plan that are particularly applicable to the Whiteaker neighborhood.

The Whiteaker Neighborhood contains 162.57 acres of park and recreation land. Of that acreage, only 5.57 acres (Scobert--1.12, Sladden--4.45) are classed as neighborhood parks, specifically serving the Whiteaker Neighborhood. The remainder of the acreage is classed as metropolitan park land because it serves the entire city and beyond. The facilities within the metropolitan park, however, serve local neighborhood needs as well.

City recreation programs are provided at four locations: Campbell Senior Center at 155 High Street provides programming for seniors; the River House at 301 North Adams conducts the Outdoor Program, with many activities occurring away from that site; the Whiteaker Community School and Sladden Park are sites with children's programs offered through the Westmoreland Community Center.

Four City park facilities are available for private rental to the general public during unprogrammed hours: Campbell Senior Center, Lamb Cottage, the Shelton-McMurphey/Johnson House, and during the summer, a portion of Owen Rose Garden for weddings. The park areas range from the highly manicured, receiving daily maintenance attention, to unimproved natural areas, receiving maintenance on an as-needed basis.

Overview of Key Issues

Recreation Facilities and Programs

City park and recreation facilities have the capacity to be developed and programmed to a greater extent than now exist. Unless there are additional resources for City recreational programs or changes in priorities, the City's ability to expand services is extremely limited. Offering programs with higher user fees would be a hardship for many Whiteaker residents due to low-income levels.

A greater variety of facilities and additional recreation programming would increase the number of people in the parks, which has in the past improved park safety. The planning of such facilities, or the change in existing ones, even though intended for metropolitan benefit, is of keen interest to the neighborhood.

The cultural diversity in Whiteaker suggests that facilities and programs need to be provided in response to that diversity. Although there is no community center within the neighborhood, the Westmoreland Community Center provides activities for children through the Whiteaker Community School. Throughout Eugene, programmed community centers serve two or more neighborhoods. The Westmoreland Community Center and park are the facilities serving west central and southwest Eugene. There are few recreational opportunities for youth and teens at sites within the Whiteaker Neighborhood.

Park Use Impacts

Traffic, parking, and park noise for the metropolitan-scale parks have occasional impacts to occupants of land along the streets that lead to popular destinations, such as the Campbell Senior Center (High Street), Skinner Butte playground, play fields and picnic facilities (High, Lawrence and Cheshire Streets), Owen Rose Garden (Jefferson Street), and the Maurie Jacobs Park area (Fir Lane and North Polk Street). Currently there is no direct vehicular access from central Skinner Butte Park to the Owen Rose Garden. This contributes to vehicular traffic volume through the west Skinner Butte residential area.

Certain park amenities, or lack thereof, can influence who uses the parks and how they are used. Rest rooms, picnic tables, and natural, sheltered areas along the riverfront park system are amenities that invite a variety of park uses, some of which are inappropriate and may create health, safety, and risk issues. Strong pros and cons come with each amenity, making choices difficult.

Park Operations

Parks are governed by numerous City administrative rules, adopted in response to the need to control specific problems, such as people remaining overnight in parks, unleashed dogs, and amplified sound. Adequate signs are a prerequisite for enforcement by police officers. Even with adequate signing of park rules, there is often inadequate enforcement of park rules by police officers.

Parks Maintenance staff can somewhat affect how and when areas and facilities are used through such actions as closing rest rooms at night, removing vegetation that provides visual shelter, maintaining lighting, and generally maintaining parks and recreation facilities in a clean, safe condition. The presence of police, park maintenance staff, and recreational programs in the parks would lead to perceived, if not actual, improvements in health, safety and risk issues.

Park Expansion/Changes

Opportunities exist for adding to the park and recreation system in ways that would create positive benefits. Scobert Park was considered for expansion. Park expansion, however, would result in the loss of existing single-family homes and decrease the size of the

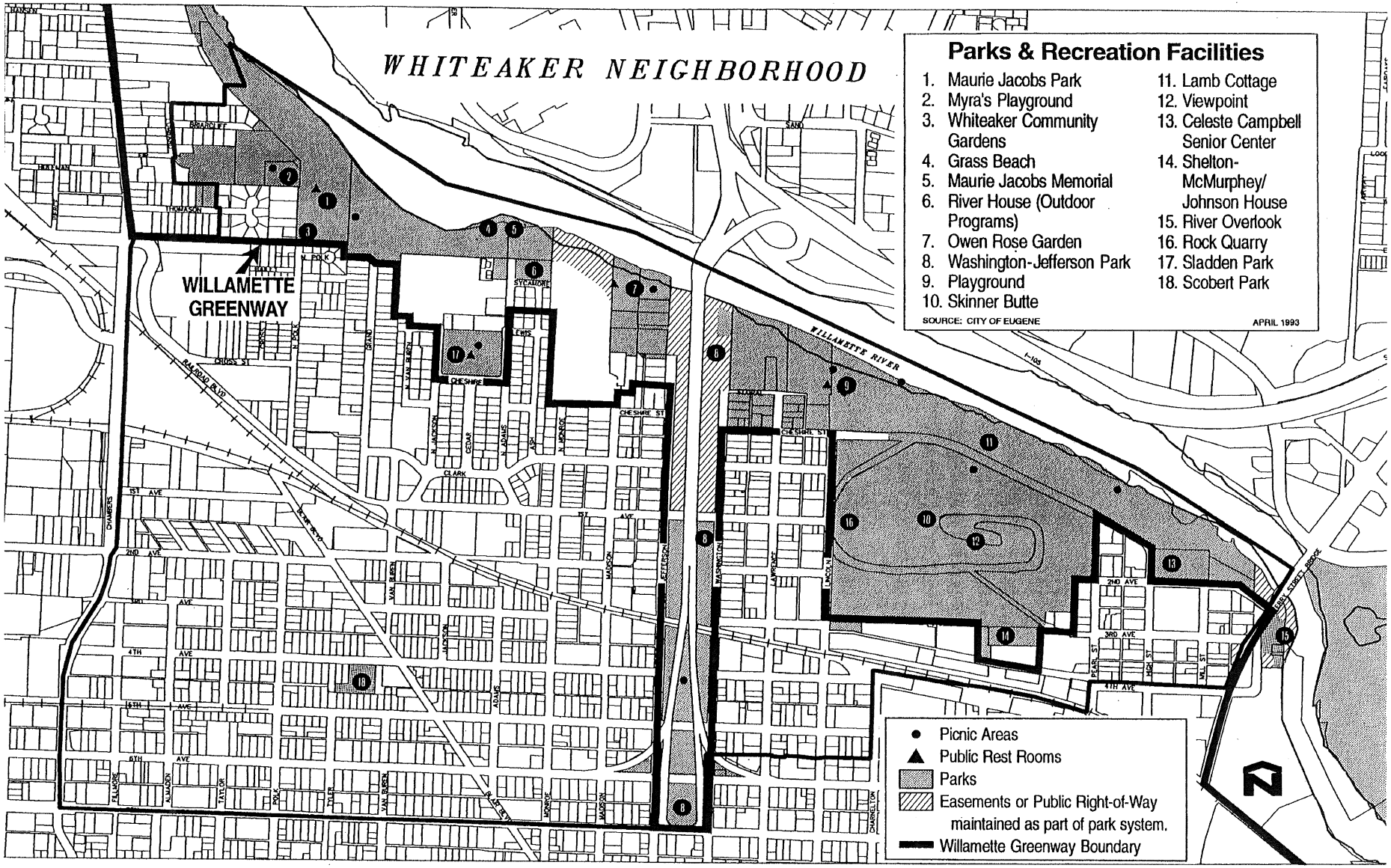
surrounding residential area. Expansion of Scobert Park would also negatively impact the historic nature of the property and potentially some of its distinct landscape features.

Undeveloped or minimally developed portions of Skinner Butte and Washington-Jefferson Parks could be improved to create new activities or leisure opportunity spaces. These programs would lead to more constructive uses of the parks.

Public input suggests that unbuildable lots become "vest-pocket" parks. Vest pocket parks can provide small areas of open space for community members to enjoy. When designed and located properly, they can be attractively maintained and safeguarded by surrounding residents and businesses. They also can strengthen neighborhood pride and identity and afford space for a variety of small-scale uses such as community gardens or people/bird watching. City park planning policy discourages vest pocket parks due to the relatively high maintenance costs associated with very small parks. Vest pocket parks, however, could include natural self-propagating plants to achieve low-maintenance costs.

The parks maintenance yard at 255 Lincoln Street is being vacated by the Parks Services Division, which will create an opportunity for conversion to a new use or uses. According to Section 42 of the City Charter, the area known as the "Butte Property" shall be used for public park uses. The boundary of the "Butte Property" was described in a charter amendment adopted by the voters of the city April 5, 1915. The boundary excludes the southern 2.4 acres of the City maintenance yard on Lincoln Street.

The 4J School District administrative offices, located at the north end of Madison, do not orient to the river and the uses closest to the park system are unsightly, cluttered, and detract from the riverfront park system. The City purchased from School District 4J an easement for park purposes at the northern end of the 4J property, which has the potential for landscape enhancement.


WHITEAKER NEIGHBORHOOD
WILLAMETTE GREENWAY
WILLAMETTE RIVER
Parks & Recreation Facilities
1. Maurie Jacobs Park
2. Myra's Playground
3. Whiteaker Community Gardens
4. Grass Beach
5. Maurie Jacobs Memorial
6. River House (Outdoor Programs)
7. Owen Rose Garden
8. Washington-Jefferson Park
9. Playground
10. Skinner Butte
11. Lamb Cottage
12. Viewpoint
13. Celeste Campbell Senior Center
14. Shelton-McMurphey/ Johnson House
15. River Overlook
16. Rock Quarry
17. Sladden Park
18. Scobert Park
SOURCE: CITY OF EUGENE
APRIL 1993
Picnic Areas
Public Rest Rooms
Parks
Easements or Public Right-of-Way maintained as part of park system.
Willamette Greenway Boundary

Neighborhood Goal

The Whiteaker Neighborhood will be a showcase example of a park and recreation system in terms of park aesthetics, care of natural vegetation and wildlife diversity, affordable leisure opportunities, and social interactions. Park and recreational opportunities will be used positively by community members.

City Policies/Implementation Strategies

Policies are in **bold**. Indented below each policy are any associated Implementation Strategies.

Recreation Facilities and Programs

1. **Maximize opportunities that exist on current City park lands and with School District 4J to provide facilities to meet current and future demands for leisure services.**

   1.1 The Recreation Services Division and Westmoreland Community Center should continue to offer affordable City recreational activities at the Whiteaker Community School, Sladden Park, and other appropriate locations in Whiteaker.

   1.2 Examine the creation of a community center within the Whiteaker neighborhood that would provide a variety of recreation programs emphasizing multi-cultural and multi-age group activities.

   1.3 Increase leisure opportunities for children and youth with an emphasis on diverting kids away from criminal activity and toward positive recreational pursuits.

2. **When planning changes in City facilities or programs that might have an impact on adjacent lands the City shall involve throughout the process all interested parties, including affected property owners and tenants.**

3. **Continue to work with Whiteaker residents concerning any further development of parks to ensure the provision of adequate neighborhood park facilities.**

4. **Continue to encourage the development of community garden space on suitable publicly owned land in the Whiteaker community.**

Park Use Impacts

5. **Develop, manage, and program parks in ways that minimize impacts on surrounding neighborhoods and minimize conflicts of use within parks.**

   5.1 Consider ways to minimize the impacts of park activity on adjacent residents through such measures as landscape buffering, limiting large gatherings to spaces capable of accommodating them, and providing off-street parking where heavy demands would regularly impact adjacent land uses.

   5.2 Initiate an amendment to the Eugene Parks and Recreation Plan to delete the proposed action of acquiring additional frontage on 4th Avenue to expand Scobert Park. (Refer to page 35 of the Parks Plan.)

6. **Support changes in traffic patterns that would minimize park automobile traffic impacting residential streets.**

7. **Prior to establishing a budget for the project or expending any additional City capital funds, conduct a comprehensive evaluation of the impacts associated with the potential extension of Cheshire Street from Washington Street to Jefferson Street under the I-105 bridge.**

   7.1 Provide opportunities for broad public review of the evaluation and consider factors such as planned development in and surrounding the park, the impact of converting Washington and Jefferson Streets to two-way traffic, commuter travel patterns, and the access between park properties along the river.

Park Operations

8. **Manage and maintain park and recreation facilities in a manner that makes them attractive, safe, and functional.**

   8.1 Continue to close parks at night, except as needed for transportation needs. (Currently parks are closed from 11:00 p.m. to 6:00 a.m.) Additional hours of rest room closures should be considered in relation to particular problems.

   8.2 Increase personal safety and reduce vandalism repair costs in parks by first encouraging use of foot patrols, neighborhood watch, and other community policing efforts. Only as a last strategy, consider park lighting, pruning vegetation, or otherwise opening sight lines.

   8.3 Closely monitor criminal activity in parks' parking lots during closed hours and take steps to address such activity.

9. Provide a level of maintenance that reflects community care for parks and thus evokes better respect and behavior patterns by park users.

9.1 Examine ways to involve those interested in helping to maintain current City parks, such as the Rose Garden, as well as new mini-park sites that may be created. (Volunteers, for example, have assisted with the maintenance of the Owen Rose Garden and in helping to guide visitors through the park.)

9.2 Coordinate with the Whiteaker Community Council periodic clean-up efforts in neighborhood parks to leverage City resources and to enhance neighborhood commitment to maintain beautiful parks.

9.3 During the next update of the Eugene Parks and Recreation Plan, strengthen the policy aimed at protecting natural vegetation and wildlife habitats by including support for diversity of wildlife species populations. Shift planting of public parks away from heavily managed ground to natural self-propagating plants to obtain low-maintenance costs while considering safety. (Refer to Policy J.5. on page 17 of the Parks Plan and Whiteaker Plan Strategy 10.2 on page 23.)

Park Expansion/Change

10. Provide new recreation and park improvements that will diversify and expand the number of people using the metropolitan parks.

10.1 Increase park improvements or amenities and additional recreation activities within the Washington-Jefferson Park.

10.2 Expand the Owen Rose Garden to the west onto the north end of the School District 4-J lot with natural vegetation that will be low-maintenance. An example could be indigenous wild flowers.

10.3 Improve landscape in the open space portion of the park area north of Cheshire Street and east of I-105 bridge.

11. Enhance existing Whiteaker neighborhood parks to improve safety, increase park usage by residents, and provide better pedestrian access.

11.1 Add a bike path light between riverfront park and Sycamore/North Adams intersection by the River House.

11.2 Install sidewalks along the east side of Sladden Park to improve pedestrian access and safety.

12. **Prior to selling any City-owned land designated Park & Open Space or Government & Education on the Whiteaker Plan Land Use Diagram, potential usage of the site for park and recreational uses shall be investigated considering both neighborhood and metropolitan park needs. In addition, if the site is adjacent to an existing park and recreational facility, the impacts of the potential use on these facilities shall be considered.**

    12.1 In evaluating future new park-related uses or activities at the City maintenance yard at 255 Lincoln Street, consideration should be given to the impacts proposed uses may have on Skinner Butte, particularly with regard to the southwesterly view of the City from the road immediately above the property. Consider replacing the existing parking lot for basalt column users to a new site on the northern portion of the maintenance site.

13. **Within Whiteaker, remove unnecessary tax lots in City park areas to improve delineation of public parks on tax lot maps.**

14. **Expand Skinner Butte Park in order to facilitate use and enjoyment of the Shelton-McMurphey House and to protect the lower slopes from further erosion by retaining significant vegetation.**

    14.1 Continue to pursue acquisition of the vacant wooded portion of the Ya-Po-Ah Terrace property, south of the Shelton-McMurphey House for public open space and retention of as much of the wooded area as possible.

    14.2 Examine City acquisition of the vacant parcels on the northeastern edge of Skinner Butte Park for public open space and retention of the urban forest.

PHOTOGRAPHER: TERESA BISHOW

Social Services and Education Element

Joyce and her family outside the Eugene Mission, ca. 1991.

PHOTOGRAPHER: JOHN BAUGUESS

SOCIAL SERVICES AND EDUCATION ELEMENT

Introduction

The 1990 population for the Whiteaker Plan area was 4,633 persons. The City-wide mean wage and salary income is $29,500. By comparison, the mean wage and salary income in Whiteaker is $16,000. The statement is often made that Whiteaker is a diverse neighborhood. The 1990 Census figures bear this statement out with about 10% of the residents of non-white racial or ethnic origins. The percent of residents of Hispanic descent living in Whiteaker is higher than any other area of the City. Hispanic residents contribute positively to the flavor of diversity in the neighborhood and are served by a variety of social services including, for example, Centro LatinoAmericano.

Since the early 1900s, Whiteaker has often served as a gateway to Eugene or a port of entry for those first entering the community. Often these individuals or families have had significant needs when first arriving. In the early 1900s the Territorial Highway (later known as the Pacific Highway or Blair Boulevard) brought traffic through the neighborhood into downtown. By the 1920s, tourist cabins had been constructed along Railroad Boulevard for overnight and by the week accommodations. During the same period, 6th and 7th Avenues were beginning to swing from primarily single-family residences to apartment houses. Motels, auto courts, and a mission on 6th Avenue between Monroe and Madison Streets were also being constructed along these arterials in the 1920s.

In the 1930s, Sladden Park was used as an auto camp for veterans needing temporary housing. The Civilian Conservation Corps established their camp along the river north of Skinner Butte. The Whiteaker neighborhood continues to contain a large number of housing units for low-income residents and temporary housing. It is close to downtown, major employment areas, the riverbank park system, and other amenities.

The Social Services and Education Element addresses key issues surrounding the provision of social services and the Whiteaker Community School.

Overview of Key Issues

Concentration of Social Services

Whiteaker contains a range of public and private agencies and organizations that provide social services including, for example, temporary housing, food, counseling, job referrals, alcohol treatment, and health care. These agencies strive to serve the needs of Whiteaker residents, people without homes, and people living in other parts of Lane County. Factors that have lead to a concentration of social services in Whiteaker include: its location near downtown yet outside the high rent district; availability of affordable facilities desirable for use by non-profit groups; zoning that allows the location of social service agencies in many parts of the

neighborhood; and a high percent of low-income residents. In addition, the 1978 Whiteaker Plan encouraged social service agencies to locate in Whiteaker.

The concentration of social services may provide residents with better access to services but still requires residents to go to multiple locations for specific services. Several of the agencies are located in or adjacent to residential areas. While they contribute to the sense of community for those using the services they can also bring additional traffic, noise and other problems into an area. In addition, the conversion of residential structures to non-residential use results in the loss of housing units.

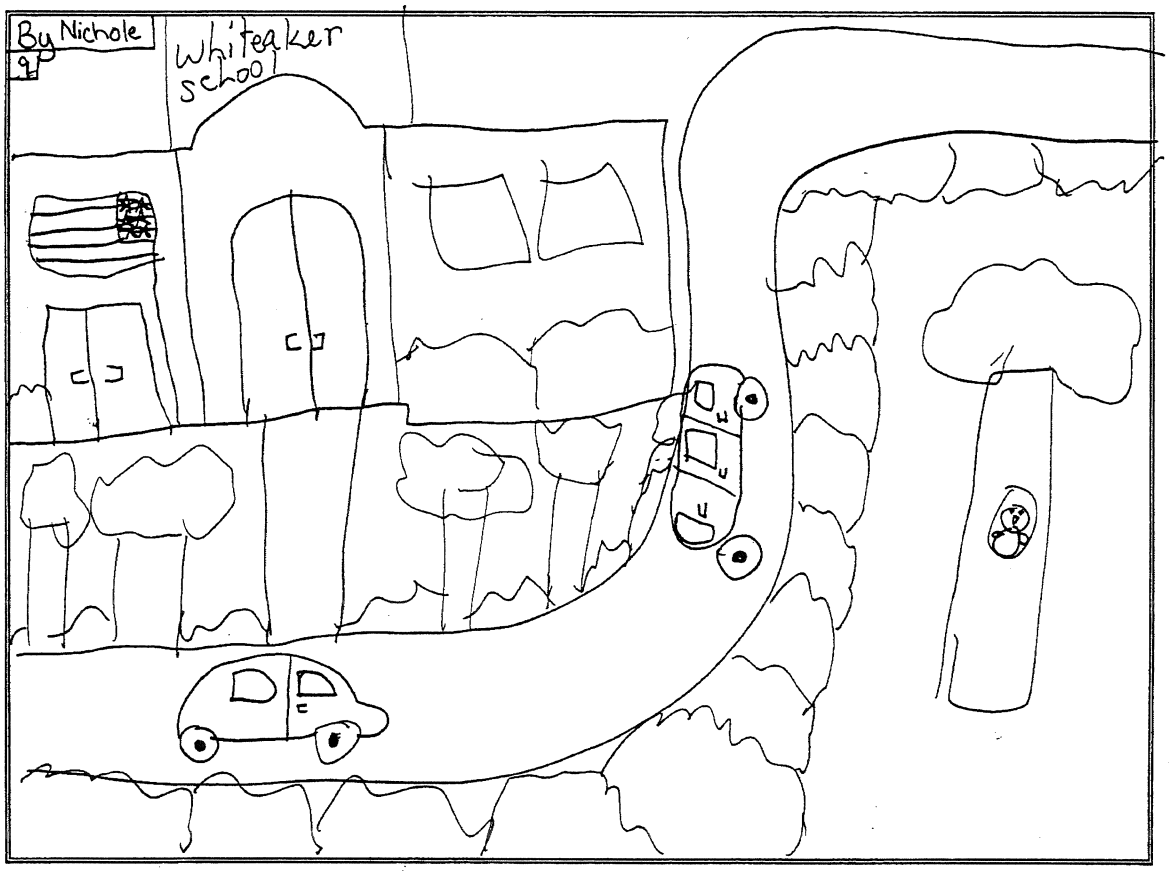
The concentration of social service agencies create a strong image for the neighborhood. Some agencies primarily serve transitory individuals and contribute to the perception that Whiteaker has an extremely unstable population and that residents have great needs for basic social services. Selected agencies, such as the Eugene Mission, have such a noticeable impact on the area that positive features of the neighborhood are overshadowed or unrecognized by people outside of Whiteaker. Agencies that enhance and increase home ownership are helping to increase the percent of stable residents and are not included in this definition of social service agency.

Whiteaker Community School

The Whiteaker Community School was constructed in 1920 and has continually served as an elementary school serving families in the Whiteaker neighborhood. During the 1991-92 academic year, there were a total of 178 students at Whiteaker or an equivalent of 157 full-time students. This enrollment figure compares with an average enrollment during 1975-76 of 250 students. According to School District 4J standards, Whiteaker is one of the smaller neighborhood schools in the district. Due to Oregon Statewide Ballot Measure 5 and district budget constraints, closing schools may be an option for future consideration. Whiteaker, like other small schools, could be identified as a possible site for closure or restructuring. Many other sites that are conducive to consolidation, even if they are not small, could also be targeted as closure sites.

In 1976, only 12 to 14 children living within the Whiteaker attendance area chose to transfer to other schools. This appears to indicate that a strong education program was offered at the school. During the 1991-92 academic school year, 142 children living within the Whiteaker attendance area enrolled at the school while 112 children living within the attendance area transferred to other schools. Only about 15 students transferred to Whiteaker from outside the attendance area. During 1991-92 year, 88 students from Eugene area homeless shelter facilities attended Whiteaker. In 1976, about 5% of the students living within the attendance area transferred to other schools compared to about 45% in 1992. Throughout School District 4J, the average number of students transferring out of their local neighborhood school is about 33%.

Based on a limited survey conducted by the City of Eugene, various opinions surfaced regarding the Whiteaker Community School. These include a high regard for the school's accomplishments and the diverse student body; concern about high student-teacher ratios; school has a higher number of students with behavioral problems; the atmosphere at Whiteaker is more of a social service agency than an educational institution; the large number of Spanish speaking students creates a greater demand on teaching staff; and school is a magnet for low-income families and those without homes.



"Whiteaker School," drawn by a student at Whiteaker School.

Neighborhood Goal

Whiteaker residents will be able to easily obtain essential social services. Children in Whiteaker will have the best elementary school in the 4J School District.

City Policies/Implementation Strategies

Policies are in **bold**. Indented below each policy are the associated implementation strategies.

Social Services

1. **Encourage public agencies or social service providers planning projects or programs within Whiteaker to provide employment or other economic benefits to Whiteaker residents.**

2. **Encourage social service agencies to help stabilize the lives of at-risk Whiteaker residents and to minimize negative impacts related to social service agencies, especially those providing temporary housing or serving the transient population.**

   2.1 Request the Intergovernmental Human Services Committee to conduct a special review of social service agencies, especially temporary shelter facilities, that includes an evaluation of the impacts on surrounding neighborhoods. Create additional positive, proactive strategies that build neighborhood cooperation with social service agencies and vice versa.

   2.2 Request including neighborhood impacts as one of the list of factors used in evaluation of shelter programs. Consider disbursing funds in a manner that helps disperse social service agencies to reduce concentration and better ensure residents have access to services throughout the community.

   2.3 Encourage other jurisdictions in the metropolitan area to allow and develop sites for dispersal of rescue mission services.

   2.4 Encourage the Intergovernmental Human Services Committee to explore the availability and use of public funds to establish another shelter for single individuals outside Whiteaker, and initiate a planning process to locate an alternate site for future expanded rescue mission services in the metropolitan area.

   2.5 Include active and effective participation by the Eugene Mission, and other local social service providers and public agencies, in comprehensive community-wide social service planning.

   2.6 Develop new programs to increase community and neighborhood knowledge and participation in mission services, so that neighbors' contact with the Eugene

Mission is not limited to off-site encounters with mission occupants. Such programs might include, for example, regular public tours of the mission; street fairs at or near the mission; mission participation in neighborhood fairs and events; and mission participation in neighborhood clean-up campaigns.

Education

3. **Encourage School District 4J and neighborhood residents to support the Whiteaker Community School as a strong neighborhood school and an attractive educational institution.**

   3.1 Encourage 4J to reverse the trend of students in the Whiteaker attendance area transferring to other schools.

4. **Coordinate with School District 4J and neighborhood residents to ensure that the Whiteaker Community School serves as a community center and assists Whiteaker families that need help to obtain social services.**

   4.1 Continue to coordinate city recreational programs at Whiteaker Community School.

   4.2 Continue to coordinate support for community police efforts at Whiteaker Community School.

   4.3 Continue to encourage multiple use of Whiteaker School and the Community School Program.

   4.4 Encourage establishment of a pilot program that includes a neighborhood-scale integrated human service center that uses a preventative approach toward solving community social problems and helping at-risk Whiteaker families stabilize their lives. (This type of center would encourage better coordination of service delivery, could decrease the need for new and expanded social service facilities within Whiteaker, and could serve as a model for other neighborhoods.)

5. **Coordinate with School District 4J to address any growth and development needs of the school that enhance school programs and services.**

   5.1 Consider the use of federal Community Development Block Grant funds for physical improvements to the Whiteaker Community Center that will address needs of both the school district and the neighborhood group.

   5.2 Examine potential use of commercial and industrial land for school district needs and related services rather than conversion of residential properties.

5.3 Encourage 4J to invest in needed capital improvements at Whiteaker Community School to ensure that the building and grounds are adequately maintained and not neglected.

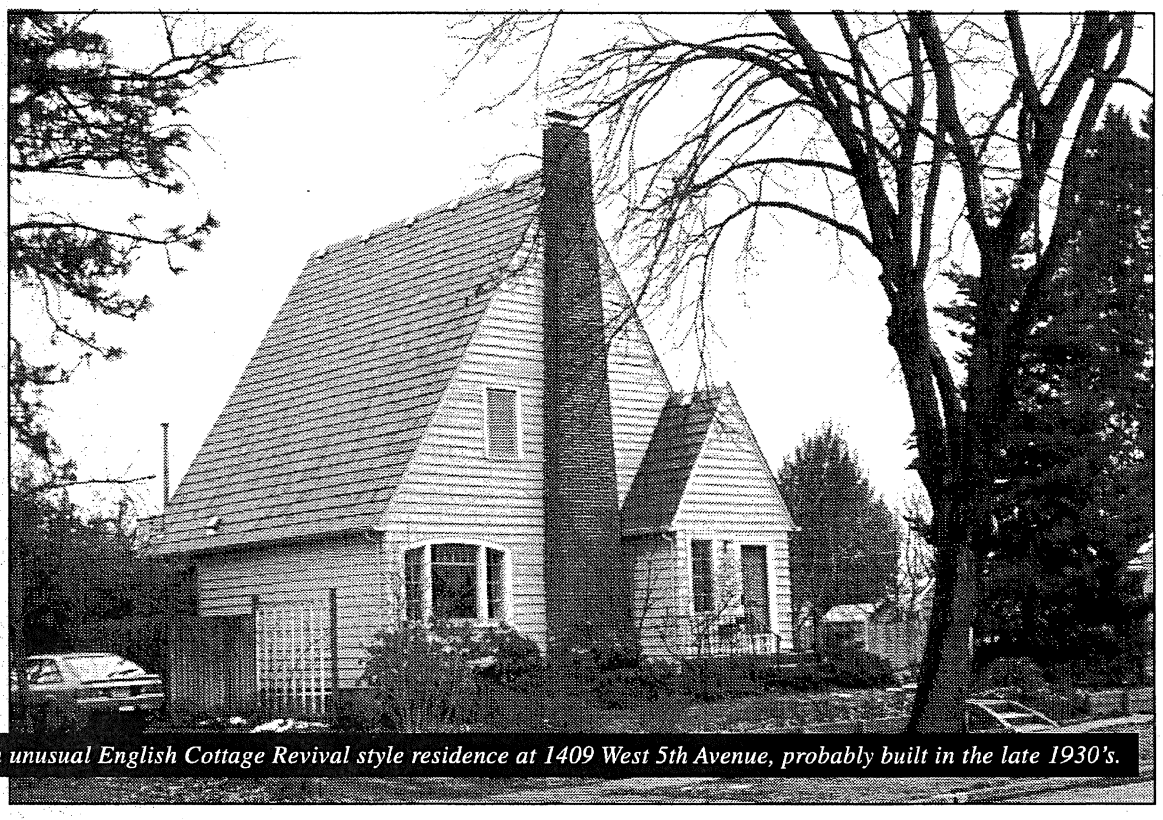
6. **Enhance safe pedestrian and bicycle travel by students and community members using Whiteaker School.** (Refer to Strategy 8.3 on page 58 and Strategy 12.1 on page 59.)

Whiteaker Neighborhood is a special place.

It hAS violence fun schools Kids
ADults, sKinny People, fAt people
cool people, Strong people,
SMARt people And ALL Kinds
of people. Stores And houses
ApARtMents, Motels And MANy
MoRE, By BRENtoN
Age 9 RM. 2
whiteaker [redacted] School

"A view of Whiteaker," written by student at Whiteaker School.

PLAN GLOSSARY



An unusual English Cottage Revival style residence at 1409 West 5th Avenue, probably built in the late 1930's.

GLOSSARY

Community Policing: An approach to law enforcement that emphasizes day-to-day interaction with individuals and community groups, as well as responses to "quality-of-life" concerns, in addition to traditional responses to emergencies as appropriate.

Conditional Use Permit: A contract between a developer and the City of Eugene, issued by the Hearings Official, in which the developer agrees to meet specific conditions, required through staff analysis and the public hearing process, which address compatibility with surrounding uses.

Density: The number of dwelling units per acre of land. Density figures provided in the Whiteaker Plan Land Use Diagram are based on the number of dwelling units per acre of land in residential use.

Design Standards: A set of statements clearly defining parameters to be followed in site and/or building design and development.

EWEB: Eugene Water and Electric Board, Eugene's publicly owned utility provider.

Goal: Broad statements that are adopted by the City Council and describe the community's vision for the areas's future.

Green Street: See definition under Street.

Hazardous Materials: Those substances the uncontrolled release of which can result in hazard to life, property, or the environment, such as: explosives, compressed gases, flammable liquids, flammable solids, oxidizers, poisons, corrosives and radioactive materials.

Historic District: A geographic area possessing a significant concentration, linkage, continuity or design relationship of historically significant sites, buildings, structures, landscape features, or objects unified by past events or physical development.

Historic Resource Survey: An inventory and analysis of structures, landscape features, objects and artifacts that are over 50 years of age that when looked at as a whole help us to understand the built environment of American culture.

House Trust: A program designed to provide funding for moving rehabilitable houses in danger of being demolished to a more suitable site for rehabilitation and continued residential use.

Implementation Strategy: A possible action to promote or fulfill the plan's goals and policies. Strategies are not adopted by the City Council. In general, they will be further reviewed and studied and may not be implemented exactly as stated in the plan. Specific strategies will be evaluated according to their ability to effectively implement policies and to address community goals, taking into account community aspirations, fiscal resources, and legal concerns.

Mixed Use Zoning: Regulations that permit a combination of different uses within a single development site or zoning district.

Multiple-Family Dwelling: Living facilities for a family in a building containing three or more dwelling units.

National Register of Historic Places: The Federal listing of historic building sites, and objects that are over 50 years of age, and which are determined to be excellent examples of their type. Archeological sites are eligible for this listing as well.

Neighborhood Economic Development Corporation (NEDCO): NEDCO is a 501(c)(3) non-profit, neighborhood-based community development corporation (CDC) that was established in 1980 and has Whiteaker as its primary service area. NEDCO has completed several commercial revitalization projects in Whiteaker (including the Red Barn Marketplace, Red Apple and Blair Commercial Area Historic District); and also operates a lease-to-own home ownership program for low-income families, known as the HOMES program. NEDCO develops single-family houses for he HOMES program through both new-built and house-move/rehabilitation construction strategies.

Metro Plan: The Eugene-Springfield Metropolitan Area General Plan, a land use comprehensive plan for the cities of Eugene and Springfield and those parts of Lane County within the metropolitan urban growth boundary.

Ornamental Lighting: The use of lights as a design component where both illumination and aesthetics are important objectives. Light fixtures and light poles will be chosen for their appearance when lights are off as well as when they are on, as well as conformance with community standards.

Planting Strip: A section of land between the street curb and sidewalk that is in the public right-of-way, usually landscaped with lawn and trees, maintained by the adjacent property owner and which may be used for utilities, public signs, mailboxes and other street furniture.

Policies: A course of action selected in light of given conditions to guide and determine present and future decisions. Plan policies are adopted by the City Council to provide direction on how to achieve neighborhood and City goals.

Right-of-way: An area or strip of land, either public or private, on which an irrevocable right-of-passage has been recorded for the use of vehicles or pedestrians or both.

Section 8: A Federal program administered by the Department of Housing and Urban Development which provides housing subsidies for low-income tenants to assure that they pay no more than 30% of their income for rent.

Site Review: The placement of the site review sub-district on a parcel of land requires new development to be reviewed by the Planning Division in order to maintain or improve the character, integrity and harmonious development of an area or provide a safe, stable, efficient, and attractive on-site environment according to applicable plans, policies, goals, and ordinances adopted by the council with due regard to the public and private interests involved.

Small Lot Provisions: Standards which regulate the development of parcels of land which have less than the minimum area or minimum dimensions required in the zone in which the lot is located.

Street Classifications: Streets are classified according to their traffic-carrying capabilities and design functions. The function of the street determines whether it is primarily used to provide access to properties or whether it facilitates movement through an area. The classification system used by the City assigns one of four classifications to area streets; they are classified as local streets, collectors, minor arterials, or major arterials. In addition, there is a new term, "green streets". Green streets and the official street classifications traditionally used are described below.

> **Green street:** Streets which are limited to, or give preference to, alternative modes of transportation (bikes, pedestrian, transit, and electric vehicles). However, these alternate mode vehicles share the street right-of-way with residents and other motorists driving on the street. Green streets are located within an existing street right-of-way and are assigned to local residential streets. Green streets enhance the adjacent neighborhood by reducing auto traffic and encouraging slower, quieter, and safer forms of transportation along the street. The streets connect major activity areas or destinations such as employment, education, dense housing areas, etc. Green streets also should connect to high volume bike paths/routes in adjoining parts of the neighborhood.
>
> One method of creating green streets would be to apply woonerf type design concepts to designated residential streets. The woonerf, which means "living yard", was created by the Dutch in the 1970's. The primary function of woonerf streets is to carry traffic, but implicit in the design is that streets are not just for cars, but also for social interaction, children, cyclists, pedestrians, and that the car must be subservient to these other uses.
>
> **Local Street:** Streets whose primary function is to provide land access are classified as local streets. These are narrow, slow-speed, low-volume service facilities. They contain minimal signing and striping, allow a mixture of unsegregated uses within the right-of-

way (bikes, pedestrians, motor vehicles, parking), and typically carry fewer than 500 vehicles per day.

Collector Street: Streets which collect traffic from the local street system and distribute it to the arterial system. Collector streets have a higher priority for maintenance than local streets, and on-street parking is occasionally restricted on them. Collectors usually provide a high degree of private property access. Collectors normally carry between 1,500 and 5,000 vehicles per day, although some collectors, especially those in commercial areas, may carry more than 10,000 vehicles per day.

Minor Arterial: Streets whose primary function is the movement of large volumes of relatively high-speed traffic are classified as minor or major arterials, depending on the volume of traffic on the street and the purpose and length of trips taken on the street. Minor arterials are designed to carry large traffic volumes, but relatively less than major arterials. They are typically two or three lanes, have some but not total access control, serve neighborhood-level traffic generators, and distribute traffic from collectors to major arterials. Some minor arterials have restricted, on-street parking. They usually carry between 5,000 and 15,000 vehicles per day; occasionally minor arterials in commercial areas may have four or more lanes and carry over 20,000 trips per day.

Major Arterial: Major arterials are usually, but not always, four or more lanes. They generally connect major traffic generators within the city and provide linkage with important rural routes. They are typically wide, carry large volumes of traffic, and have no on-street parking. Signals or grade separations are used for traffic control at major intersections. Through traffic and regional traffic is encouraged to use the arterial system. Major arterials usually carry more than 15,000 vehicles per day, up to volumes as high as 50,000 or more on a few routes.

Tax Increment Financing (Urban Renewal): The primary funding mechanism for urban renewal is called tax increment financing (TIF). Increases in property values within an urban renewal district are responsible for generating the revenue, calculated by applying the tax rate against the increased assessed value above the districts's frozen base. That TIF is directed to the district. TIF can be used to fund capital improvements, make commercial and residential revitalization loans and fund planning and administrative efforts associated with improvements of the district as outlined in the adopted renewal plan.

Whiteaker Community Council: The neighborhood organization for the Whiteaker area which reviews and comments on development proposals in the community and is the communication vehicle for neighborhood goals, activities, programs, and concerns.

Zoning: The delineation of districts and the establishment of regulations governing the use, placement, spacing and size of land and buildings.

Eugene Zoning Districts (Partial List)

RA - Suburban Residential District
R-1 - Low-Density Residential District
R-2 - Limited Multiple-Family District
R-4 - High Rise Multiple-Family Residential
R-3 - Multiple-Family Residential District
MU - Mixed Use District
GO - General Office District
C-1 - Neighborhood Commercial District
C-2 - General Commercial District
I-2 - Light-Medium Industrial District
I-3 - Heavy Industrial District
PL - Public Land
H - Historic
SD - Special Development District

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ORDINANCE NO. 19978

AN ORDINANCE ADOPTING THE WHITEAKER PLAN; REPEALING ORDINANCE NOS. 19460, 19678, AND 19833; ADOPTING A SEVERABILITY CLAUSE; AND DECLARING AN EMERGENCY.

The City Council of the City of Eugene finds that:

A. In the spring of 1992 the City Council authorized the initiation of an update of the 1978 Whiteaker Plan. The Whiteaker Plan Update work program was approved by the Eugene Planning Commission in June, 1992. The citizen participation component of that program was approved by the Eugene Citizen Involvement Committee in July, 1992.

B. Based on a recommendation of the Mayor, on August 26, 1992 the Council appointed nine citizens to serve on the Whiteaker Planning Team.

C. A citizen survey was prepared by the Whiteaker Planning Team and mailed to Whiteaker residents, businesses, and property owners to help identify key plan update issues. The mailing also included notice of the opportunity to be involved with the Whiteaker Plan Update and information concerning two community workshops sponsored by the Whiteaker Planning Team to involve citizens in identification of issues and the plan update process held in October, 1992.

D. Based on input from the citizen survey, community workshops, and discussions with the Eugene Planning Commission, Historic Review Board, and project staff, the Whiteaker Planning Team completed the identification of key update issues by early December, 1992.

E. City staff prepared an evaluation of the 1978 Whiteaker Plan which was reviewed the Whiteaker Planning Team. During the preparation of the draft Whiteaker Plan the Planning Team continued its critique and reviewed land use data, zoning information, and special written reports on major topic areas such as Whiteaker demographics, housing and land use patterns, and public safety.

F. A joint tour of the Whiteaker Neighborhood was conducted by the Planning Commission, Historic Review Board and Whiteaker Planning Team in January, 1993, which resulted in a better understanding of the problems and opportunities within the area.

G. The Planning Team spent several meetings discussing key Plan Update issues and crafting new goals for the neighborhood. Based on a vision for Whiteaker's future, the Planning Team developed policies to guide public and private decisions affecting the

Whiteaker area, and identified strategies to implement the Plan.

H. A special public forum on the draft Plan was jointly sponsored by the Whiteaker Community Council and the Whiteaker Planning Team in June, 1993. A summary of the Plan was mailed to over 5,000 Whiteaker residents, businesses and property owners, with full copies of the Plan available for review. The Planning Team reviewed the public comments received on the June draft Plan and forwarded a revised September draft to the Eugene Planning Commission.

I. Notices concerning the opportunity to comment on the draft September, 1993 Whiteaker Plan and related implementation items to be processed concurrently with the Plan were mailed to over 5,000 Whiteaker residents, businesses and property owners. All standard public notice requirements were met or exceeded for review of the draft plan and related implementation items for the two rounds of public hearings conducted by the Planning Commission.

J. In response to the high degree of public interest in the project, the Planning Commission held three public hearings on the draft Plan and related implementation items concurrently being processed. Public testimony included approximately 8-1/2 hours of oral testimony and 376 pages of written testimony. Ten petitions, with a total of 257 signatures, were submitted on various issues.

K. After 23 work sessions that focused on the Whiteaker Plan and related implementation items, the Planning Commission completed its initial review of the entire draft Plan and related implementation issues on March 14, 1994. The Planning Commission agreed to solicit public testimony on the packet of tentative commission recommendations.

L. A public hearing on the tentative recommendations concerning the draft Plan and related implementation items was held by the Planning Commission on May 3, 1994. After reviewing the public testimony, the Planning Commission forwarded a recommendation to the City Council on May 17, 1994. The Commission also directed staff to prepare a revised version of the draft Whiteaker Plan to incorporate the Commission's recommended changes, referred to as the May, 1994 Draft Whiteaker Plan, attached as Exhibit A hereto.

M. A list of priorities for implementing the Whiteaker Plan was also forwarded to the City Council by the Planning Commission. These priorities were printed separately from the Plan.

N. The City Council conducted a work session on the draft Whiteaker Plan and related implementation items on June 29, 1994.

O. Thereafter, on July 11, 1994, the City Council conducted a public hearing on the May 1994 Draft Whiteaker Plan and related implementation items being processed concurrently.

P. Based on the recommendation of the Planning Commission, the public testimony before the Commission and this Council, and staff notes and background materials, the City Council has determined that the May 1994 Draft Whiteaker Plan is consistent with the Eugene-Springfield Metropolitan Area General Plan, as acknowledged by the Land Conservation and Development Commission, and consequently, the Whiteaker Plan conforms to applicable statewide planning goals.

NOW, THEREFORE,

THE CITY OF EUGENE DOES ORDAIN AS FOLLOWS:

Section 1. Based on the above findings, and the findings set forth in Exhibit C attached hereto and incorporated herein by reference, which are hereby adopted, and subject to the limitations set forth in Sections 4 and 5, the Whiteaker Plan attached as Exhibit A hereto and incorporated herein by reference, including the policies set forth therein, is hereby adopted as a refinement of the Eugene-Springfield Metropolitan Area General Plan.

Section 2. The supporting text, maps, graphs, and tables contained in the Whiteaker Plan and the Whiteaker Plan Appendix are also adopted as additional findings.

Section 3. The Plan Diagram included in the Whiteaker Plan, as revised in Exhibit A hereto, is hereby adopted as a refinement of the Eugene-Springfield Metropolitan Area General Plan. The explanatory text discussing the Plan Diagram designations and subareas is intended to clarify and provide further explanation of the intent of the Metro Plan Diagram.

Section 4. The implementation strategies set forth in the Whiteaker Plan are recognized as potential ideas on how to address the policies, but are not adopted as City policy.

Section 5. The list of Planning Commission Short-Term Implementation Priorities attached as Exhibit B hereto and incorporated herein by reference is recognized as providing direction for the timing of implementation activities. It is recognized, however, that several factors will impact implementation, including project complexity and budget constraints.

Section 6. If any section, subsection, sentence, clause, phrase, or portion of this Ordinance is for any reason held invalid or unconstitutional by a court of competent jurisdiction, such portion shall be deemed a separate, distinct, and independent provision and such holding shall not affect the validity of the remaining portions hereof.

Section 7. Ordinance Nos. 19460, 19678, and 19833 are hereby repealed.

Section 8. That the matters contained herein concern the public welfare an safety

and therefore, an emergency is hereby declared to exist, and this Ordinance shall become effective immediately upon its passage by the City Council and approval by the Mayor, retention by the Mayor for more than ten days, or readoption over a Mayoral veto by two thirds of all members of the City Council.

Passed by the City Council this

3rd **day of** August, **1994**

City Recorder

Approved by the Mayor this

3rd **day of** August, **1994**

Ruth F. Bascom

Mayor

ACKNOWLEDGEMENTS

We greatly appreciate the participation hundreds of citizens gave during the update of the Whiteaker Plan. In addition to the Whiteaker Community Council, we would especially like to thank the special contributions of the following businesses, groups and individuals.

Citizen Survey Drop-box Participants:

Red Apple	Ya-Po-Ah Terrace	Campbell Senior Center
Keystone Cafe	Pedalers Express	Food for Lane County
Agri-Turf Irrigation	Dari-Mart	4J District Offices
River House	Red Barn	Centro LatinoAmericano
Chef Francisco	Eugene Mirror and Glass	Whiteaker Public Safety Station
Whiteaker Community School	Eugene Mission	Nelson the Rocky Feller

Spanish Translations:

Al Parra	Maria Dodd	Eppie Ruiz

Whiteaker Tour Participating Agencies:

Lane Transit District	Eugene Mission	Campbell Senior Center
U.S. Forest Service	Neighborhood Economic Development Corporation (NEDCO)	

Social Service Agency Forum Participants:

St. Vincent De Paul	Eugene Mission	Whiteaker Public Safety Station
Emerald Community Center	Buckley House	Catholic Community Services
Whiteaker Comm. Council	Whiteaker Comm. School	Centro LatinoAmericano

Whiteaker Plan Meeting Sites:

Campbell Senior Center	Ivorena Care Center	Lamb Cottage
Whiteaker Community School	Whiteaker Community Center	

Whiteaker Plan Photographers:

Susan Detroy	John Bauguess	Paul Neevel
Teresa Bishow	Ken Guzowski	Cheryle Hawkins

Special thanks to Kathy Biddle's 4th/5th grade class at Whiteaker Community School for providing art work and written material showing the students' views of Whiteaker and the neighborhood's future. Special thanks to the Lane County Historical Museum for providing historic photographs and research assistance.

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