Willow Creek Special Area Study
Eugene City Council

Mayor R. A. "Gus" Keller

John Ball
D. W. (Bill) Hamel
Mark Lindberg
Gretchen Miller
Brian Obie
Emily Schue
Betty Smith
Cynthia Wooten

Eugene Planning Commission

Dorothy Anderson
Bob Barkman
Brian Bauske
Adrienne Lannom
Eleanor Mulder
Roger Rutan
Randy Thwing

Prepared by the following departments — City of Eugene Public Works, Fire, Police, Parks and Recreation, Administrative Services and Planning with aid from Lane Council of Governments. Special assistance from staff of The Nature Conservancy and property owners of the Willow Creek Area and their representatives.
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1. INTRODUCTION

The Eugene-Springfield Metropolitan Area General Plan (February 1982) updated and replaced the 1990 General Plan adopted in 1972. The Metro Plan sets forth broad policy directions which guide public decisions concerning development of the area. While the Metro Plan is a basic land use policy document for the area, it provides the basis for more detailed studies and plans (such as this Willow Creek Special Area Study). In all cases, the Metro Plan is the guiding document. Refinement plans, and special area studies must either be consistent with direction established in the General Plan or a process for its amendment must be initiated.

This study is in several sections as noted on the preceding Table of Contents. The first section lists the summary of the study and policies being recommended. Each individual policy is followed by a brief discussion of the policy. Additional background information for the policies, as well as further discussion of the land use alternatives and elements of the Willow Creek Basin, are found in the latter sections of the Study. Policies are adopted by the City Council as guidance for decision-making related to the Plan area. City programs, actions, and decisions, such as zone changes, traffic pattern changes, and capital improvements, will be evaluated on the basis of their ability to implement these policies as well as other adopted City goals and policies. Because they are adopted by the Council as the City’s guide for action, policies are the most important statements in the Study.

As in other planning efforts in Oregon, this Special Area Study responds to Statewide Planning Goals established by the Land Conservation and Development Commission (LCDC). In response to Goal 2, Land Use Planning, coordination in development of this Study has occurred through referral of drafts for comments to appropriate governmental agencies including the Department of Land Conservation and Development. Although Statewide goals 1 through 14 are applicable to this Study, goals 5 (Open Space), 8 (Recreational Needs), 9 (Economy), 10 (Housing), 11 (Public Facilities and Services) and 14 (Urbanization) are particularly salient. While LCDC goals are dealt with in the policy section of this Study, pertinent Goals are also discussed in other sections of the Study as follows:
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During the 1970s, two basic planning concepts were established in Eugene that directly affect future development of the Willow Creek Basin:

1) The western and southwestern portions of the metropolitan area were established as the primary growth areas for Eugene for at least the remainder of this century. The Metropolitan Area General Plan reinforces this policy direction by identifying the Willow Creek Basin as an important development area for Eugene.

2) The concept of development nodes was established in the mid-1970s. Development nodes are meant to provide facilities for living, working, recreation, and commerce within one general area. The development node concept is especially critical in responding to adopted policies pertaining to compact urban growth, efficient use of public services, and maximum efficiency from the area's transportation system. This concept was first established through the Goodpasture Island Study (June, 1975), and further refined in the Coburg-Crescent Special Area Study (July, 1981). Recognizing the value of the concept, the Metro Plan calls for nodal development patterns in the Willow Creek Basin. Because of its location in the southwestern portion of the metropolitan area, the Basin is a logical continuation of the physical, economic and social growth of the city of Eugene.

Direction to develop the Willow Creek Special Area Study was given by the Eugene Planning Commission on February 22, 1982 through approval in concept of a draft work program. Actual staff work on the special area study began in early March.
The study area for the Willow Creek Special Area Study is shown on Map A. The purpose of the Special Area Study is to establish more specific policy direction and land-use arrangements in the southwestern portion of the metropolitan area — the Willow Creek Basin.

The Willow Creek Basin is important for the future development of the community because:

1. It is in proximity (approximately 10 minutes driving) to Mahlon Sweet Field, the regional airport for the southern Willamette Valley;

2. It is within 15 minutes driving time of downtown Eugene;

3. It contains large undeveloped parcels, which will provide flexibility for future development as it occurs in the Basin;

4. It has interesting and varied topographical and environmental features providing a unique setting, which will be attractive to new business; and

5. It provides an opportunity for the community to encourage development while meeting goals pertaining to compact urban growth and transportation.

II. SUMMARY AND POLICIES

In order to facilitate public discussion, two alternative land use arrangements were proposed as part of the draft study. The first alternative, a high intensity employment alternative, anticipated siting of intensive employment activities in the center of the Basin. This alternative involved an amendment to the Metropolitan Plan. The second alternative focused on residential development, with emphasis on low, medium and high-density residential land-use. This alternative did not involve amendments to the Metro Plan. Both alternatives were considered to be consistent with land-use policies established for the City of Eugene over the last twenty years.

This land-use configuration:

1. Emphasizes the need for extension of sanitary sewer service in the west Eugene area, especially to the Willow Creek Basin.

2. Emphasizes the need for east-west transportation corridors as called for in the Eugene-Springfield Area 2000 Transportation Plan (T-2000), and recognizes that construction of the 6th/7th Avenue Extension and four-lane widening improvements to 5th-7th avenues east of Garfield Street identified in that document will be critical in responding to this need.

3. Identifies the need for improvements to Beltline Road, such as widening of this facility between Willow Creek Basin and its intersection with the new 6th-7th Avenue Extension.
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3. Identifies the need for improvements to Beltline Road, such as widening of this facility between Willow Creek Basin and its intersection with the new 6th-7th Avenue Extension.
4. Preserves critical wetlands in the Basin through density transfer mechanisms.

5. Anticipates fire protection to be provided through Station #10 (existing) which must be re-staffed and upgraded from a rapid attack facility to substation status.

6. Assumes police protection to be provided through the current central dispatch system.

7. Identifies the need to provide a new arterial facility from the intersection of Beltline Road which might extend south along the general alignment of Willow Creek Road to the urban growth boundary.

8. Provides land-use arrangements which can emphasize pedestrian, bicycling, transit and paratransit modes of transportation.


10. Provides for major public activities, including an elementary school, community center and park, day care facilities, and incubator industrial activities to be located within one general area of the Basin called a "public resource node".

11. Requires provision of a key level of urban services as defined in the Metropolitan Plan as part of annexation and development proposals.

Policies

The following policies reflect direction established by broad planning documents such as the Eugene-Springfield Metropolitan Area General Plan, Eugene's 1974 Community Goals and Policies Document, and T-2000. They are intended to provide guidance for public decision making in the Willow Creek Basin area and to be used in conjunction with other applicable policies found in the Statewide Goals and Guidelines, Metropolitan Area General Plan, and Eugene's 1974 Community Goals and Policies document.

A. Land Use

Policies pertaining to land use are consistent with related policies developed in the City over a number of years. They are directed at supporting the nodal development concept which involves concentrations of employment, housing and commercial activities. This has become an integral part of Eugene's implementation of the compact urban growth form -- a basic goal for the entire metropolitan area. These policies also reflect the balance between environmental and development issues in the Willow Creek Basin.

The City of Eugene shall actively seek annexation of the land designated special-light and light-medium industrial in the Willow Creek Special Area Study.
This policy is consistent with other policies in the Metropolitan Plan which provide for annexation of industrial land in conjunction with an approved capital improvement program that outlines provision of sanitary sewer service to an area. The Metro Plan policy also provides for interim sanitary sewer service through acceptable (to both the city and developer) facilities, such as sewage lagoons, when a permanent servicing plan has been established through an adopted capital improvement program. Adoption of the City's capital improvement program for FY 1982-83, which identifies the West Eugene Trunk as Eugene's highest priority for capital improvements, helps fulfill this policy direction. Finally, the Metro Plan contains policy language (policy #23, Page III-B-6 - Aug. 1980 Metro Plan, and policies #18, Page 26 and 19, Page 6 - 1982 Plan Amendments) which support an aggressive annexation program and servicing of designated industrial lands in order to have a sufficient supply of "development ready" land. In addition, this policy responds to Eugene's own economic diversification efforts as outlined in "Eugene's Economic Diversification Program," Sept. 23, 1981, which identifies industrial siting as one strategy to improve the economic conditions of the community.

2. Except as specially provided in Policy E-3, annexation of commercial and residential land shall be deferred at least until sanitary sewer service is available to the area and other Eugene annexation requirements are met.

This reflects further policy direction established in the Metropolitan Plan to annex commercial or residential land only upon availability of a key range of urban services (including sanitary sewers), and to maintain a 6- to 10- year supply of developable land in all categories.

3. Map E reflects land-use arrangements for the Willow Creek Basin and shall become one basis for future implementation through zoning or other applicable land use measures.

The approved land-use map reflects a variety of policies within this special study and other approved policy documents such as the Community Goals and Policies and the Metro Plan.

4. The City of Eugene shall apply its planned unit development (PUD), cluster subdivision or site review procedures (as appropriate) in the Willow Creek Basin in at least three cases:

   a. Properties with elevation and slope, soil and geologic conditions which fit criteria identified in Eugene's South Hills Study for applying PUD procedures;

   b. Properties in or adjacent to designated natural areas will be developed under either PUD or site review procedures, depending on the scale and complexity of the project; and

   c. Properties along natural stream courses will be developed under either PUD or site review procedures depending on the scale and complexity of the project.
On properties with slopes and elevations which fit criteria to apply
departmental unit development procedures outlined in the
South Hills Study, the PUD procedures shall include direction to: 1)
minimize the effects of development on visual assets; 2) cluster
development away from potential and identified problem soils, slopes
and geologic conditions; and 3) maximize retention of existing
vegetation. On properties in or adjacent to designated natural
areas, the PUD procedures should include direction to: 1) transfer
residential densities from natural resource areas to buildable
portions of tax lots; 2) control storm drainage (quantity and
quality) consequences on the natural area; and 3) use buffering
techniques such as vegetative landscape barriers, or fencing, to
protect the natural resource values of the site. On properties
bordering stream courses, the PUD, cluster subdivision or site
review procedures shall include direction for retention of natural
vegetation, and buffering of the stream courses from development.
This policy recognizes that under Eugene's planned unit development
regulations, a variety of structure types and other neighborhood
uses such as "neighborhood commercial" are allowed in any
residential area.

B. Transportation

Transportation policies for the Willow Creek area reflect the major
development potential of the Basin. Current estimates suggest that, if
the Basin were fully developed as anticipated in the approved land-use
configurations, over twice as many employees could work in the Basin as
are currently employed in downtown Eugene. The transportation policies
also support broad policy direction established in the area-wide
transportation plan by emphasizing bicycling, walking, paratransit and
transit as modes of transportation which shall be supported in development
of the Basin. Finally, analysis suggests that approximately 1/3 of the
trips generated from dwelling units in the study area might terminate
within the study area. These trip-making characteristics reflect the
nodal development concept and are supported by transportation policies in
the Willow Creek Special Area Study.

1. The City of Eugene shall seek amendment to the T-2000 Plan to add
an arterial generally following the alignment of Willow Creek Road, north
from the urban growth boundary to intersect with 18th Avenue, then
extending north to intersect West 11th Avenue at Beltline Road.

Improved access is important to development of the Willow Creek
Basin. This can best be achieved through development of a new
arterial, which can provide direct access from Beltline Road south,
terminating at the urban growth boundary. The arterial should most
appropriately intersect with West 18th Avenue at Willow Creek Road in
order to utilize the existing right-of-way of Willow Creek Road south
to the urban growth boundary, but alignment of this arterial will be
considered through the T-2000 Transportation Plan process and
detailed engineering analysis. This facility would enhance traffic
movement to high intensity activity areas such as the proposed
commercial development at the northern edge of the Basin. The
transit transfer station called for in T-2000 for the southwestern
portion of the City should be considered as an integral part of this
facility. Although the specific location and operation of the
transit station should await further discussion of the arterial facility, it could appropriately be considered at a major activity point, such as the commercial area at the northern edge of the Basin.

2. Through appropriate mechanisms, proposed developments shall be encouraged to respond to an overall transit, bicycle, and pedestrian system for the Willow Creek Basin.

Development of these modes of transportation is a critical part of implementing the nodal concept of the Metropolitan Area General Plan. Pedestrian and bicycle linkages to major arterials, especially through residential areas, can facilitate use of alternative modes of transportation.

3. Bicycle facilities will be designed to connect with other major routes outside the Willow Creek Basin, in order to provide residents and employees with this transportation option for daily and recreational travel needs.

4. Major employment and commercial center proposals shall plan for convenient, covered on-site bicycle parking as an integral part of a parking program.

Policies in T-2000, the Metro Plan, and Community Goals and Policies emphasize the use of alternative modes of transportation. Provision of convenient on-site bicycle parking facilities has been shown to be a critical element in achieving implementation of these policies.

5. Through appropriate mechanisms, proposed developments shall be encouraged to provide adequate transit access.

T-2000 policies indicate that major employment, commercial, or residential concentrations should include adequate transit transfer areas which allow convenient loading and unloading of passengers and minimum disruption of other vehicular flow.

6. The City of Eugene shall work with major employers to establish and implement ongoing paratransit programs.

Paratransit has been identified as one means of achieving locally adopted transportation goals. The City of Eugene has worked to implement paratransit programs with existing major employment centers in the community and this effort should be extended to include any new employment concentrations occurring in the Willow Creek Basin.

7. Development proposals within the urban growth boundary shall be reviewed to ensure adequate access to the adjacent properties within the urban reserve area.

This recognizes the need to plan a current transportation system which can effectively be expanded to serve the entire Willow Creek Basin. This system should be flexible enough to accommodate development phasing and, where feasible, minimize disruption to existing parcels.
8. A carefully planned collector street system providing access from residential, commercial, and industrial areas to arterial streets shall be developed for the Willow Creek Basin.

Policies in T-2000 call for the use of innovative traffic engineering techniques as an alternative to major street construction whenever possible to provide adequate capacity on major streets and to minimize through traffic on residential streets. Access to collector and arterial streets should be carefully controlled to maximize traffic carrying capacity.

C. Off-Site Public Facilities

Development of the Willow Creek Basin is based on development of several regional public facilities which will actually occur outside the study area. These policies are intended to set public direction for implementation of these facilities.

1. As its highest capital improvement priority, Eugene will seek funding which will allow extension of the first phase of a major sanitary sewer trunk line in west Eugene to the Willow Creek Basin by the end of 1984. Efforts shall be made to complete the final phase of the trunk line five to ten years later.

The West Eugene Trunk Line is critical to economic diversification efforts and logical growth of the City. The City’s Planning Commission and Council have identified the West Eugene Trunk Line as the highest priority for capital improvements. This facility is critical for timely and logical development of the Willow Creek Basin. Funding mechanisms must be identified and implemented as soon as possible in order to complete this facility in a timely manner.

2. The City of Eugene shall actively seek to encourage the State of Oregon and other appropriate governmental bodies to implement the 6th/7th Highway improvement as soon as possible.

This facility was identified in the area-wide transportation plan as a critical new element in the metropolitan area street and highway network. Preliminary analysis conducted as part of this study indicates that with urbanization of the Willow Creek Basin the 6th/7th Extension will become more important. Besides providing for daily transportation needs, it will become an important social and psychological link between the Willow Creek area and the rest of the City.

3. Analysis shall be conducted and appropriate measures taken to deal with urban level storm run-off from the Willow Creek Basin.

Experience shows that increased urbanization will result in the necessity to improve storm run-off facilities. In this case, the existing Amazon Channel will become part of the major storm run-off system for the Basin. A thorough analysis shall indicate if ultimate urbanization of the Willow Creek Basin will result in capacity or flow problems, and if so, what remedial actions are necessary. Implementation measures should attempt to balance protection of bottomland in the Basin from storm run-off against the need for
maintenance of appropriate moisture levels (both quantity and quality) for vegetation in the natural area.

4. The City of Eugene shall review the implications of and, if appropriate, adopt an ordinance requiring installation of sprinkler systems in all major buildings in the City.

Sprinkler systems are an accepted first level fire-defense measure which, while offering protection to life and property, also assist in maximizing existing public investment in fire protection systems, thereby reducing the requirement for continued public investment in these types of facilities.

5. The City of Eugene shall maintain sufficient staffing and equipment capability to provide adequate fire-fighting response time to the Willow Creek Basin.

Currently, this can be achieved most efficiently by re-staffing Fire Station #10 (Bailey Hill and Warren Streets), and as urbanization occurs, upgrading it from satellite to substation status, and housing a pumper truck at the station.

D. On-Site Public Facilities

As outlined in the Metro Plan, a series of minimum level key urban services are critical prerequisites to residential and commercial development of the Basin. This policy suggests that some of these services should be clustered in a public resource node within the Basin itself.

1. The City of Eugene shall explore the possibility of acquiring land for a community resource node that may eventually consist of a community park and center, an elementary school, day care facilities and an incubator industrial park which would provide start-up space for small light industrial activities.

The community resource node concept is intended to maximize public investment by providing land for facilities which can be shared by various public, quasi-public, and appropriate private activities. Under this concept, Eugene would acquire land for the public resource node and make it available to various users including appropriate social service agencies. Ultimately, siting of the elementary school facility must be approved by the School Board of District 4J, taking into account location of other existing schools, attendance boundaries and other pertinent factors. In any event, the proposed future acquisition of this property should not be used to stop development plans when other appropriate public criteria have been satisfied. The public resource node on the Plan Diagram is merely meant to schematically demonstrate this concept. It is not meant to be site specific.

2. The City of Eugene shall investigate new methods of financing capital projects required for development of the Willow Creek Basin.

As development occurs in the Willow Creek Basin, public financing of capital projects will be required. While these
capital improvements will occur over a long period of time, identification of the appropriate revenue mechanisms to provide the required financing can occur in the near future. Through the Council Revenue and Resources Committee, these mechanisms might be put in place in time for the City's FY 1983-84 Budget. Examples of mechanisms which could be employed by Eugene might include continued use of general fund sources, earmarking new tax revenues generated from new construction in the Basin for construction of capital projects in the Basin, or special systems development charges applied to new construction in the Basin and earmarked for construction of public capital improvements in Willow Creek. The Revenue and Resource Committee should also investigate funding for capital projects which could be generated in new relationships with cooperating public jurisdictions and the private sector as well as the City of Eugene.

E. Environmental

Eugene has a strong tradition of balancing environmental and development needs. Eugene's South Hills Study is a good example of public policy intended to achieve this balance. Development that has occurred in the south hills of the City reflects the fact that environmental and development needs can be blended successfully. The following policies pertaining to environmental issues are intended to continue that balance in the Willow Creek Basin.

1. Eugene shall cooperate with Lane County to protect forested slopes between the city limits and the ridgeline.

   The majority of the hillside area above the 500-foot contour elevation is forested and provides an important scenic resource, wildlife habitat, and vegetative cover. These hillside areas pose special development problems, but because they are primarily within land designated urban reserve in the Metro Plan, cooperative efforts between the City and County are important to protect these forested slopes.

2. Acquisition, transfer of development rights, public easements and dedication to the public are mechanisms which shall be used to protect a continuous corridor along the entire length of the Basin ridgeline, including properties above the 800-foot elevation contour. The same mechanisms shall be employed to pursue protection of an interconnecting environmental/recreational/storm-drainage system throughout the Basin.

   These corridors represent important community resources for wildlife habitat and recreational activities (see Map G).

3. In order to facilitate agreements for protection and public management of the Willow Creek wetlands area, the City of Eugene will initiate annexation of the wetlands area and contiguously owned buildable properties provided the three affected property owners agree to such action. In the short term, a non-urban zoning classification, such as AG Agriculture and Grazing District, shall be applied to these properties until appropriate conditions have been met to provide for urban development.
Acceleration of the annexation process for these properties will facilitate agreement between the property owners and the The Nature Conservancy. Buildable portions of these properties are not currently served by public services, especially sanitary sewers. As public services are made available to the Basin and compliance with other city and metropolitan-wide policies occurs, properties will be rezoned to a residential zoning district with application of a planned unit development suffix (see Policy A - 4).

III. CITIZEN PARTICIPATION

As in all public decisions in Eugene, development of the Willow Creek Special Area Study has involved citizen participation. The involvement program has occurred through five separate methods:

1. Some of the major property owners in the Willow Creek Basin were contacted through their representatives. At least 60% of the part of the Basin within the urban growth boundary is owned by five individual (or groups of) property owners. These property owners were contacted as part of the Planning Commission’s initiation of the project and reviewed staff work during development of concepts for recommendation to the Planning Commission.

2. Other property owners and residents were contacted on an individual basis. The remainder of the Basin is owned by about 260 individual property owners. Early in the development of the staff recommendations, each property owner was contacted by mail to apprise them of the Planning Commission’s action in initiating the study, and to inform them that staff was available at any time to meet with individuals or small groups to discuss ideas or issues. A copy of the Planning Commission’s adopted work program for this study was also forwarded as part of this mailing.

3. The Eugene Planning Commission is a citizen group that will deal with major aspects of future development particularly in the Willow Creek Basin area. Most of the land within the study area remains undeveloped. This condition is substantially different from most other refinement planning areas in Eugene which contain high levels of urban development. Because the Willow Creek Basin represents one of the major growth areas of the City (into the 21st century) and because it is currently sparsely populated, the Planning Commission itself must play the role of citizen advocate for future generations of Eugeneans. This involves balancing the Commission’s role as a policy developer with one which assesses (as much as possible) the needs and desires of the citizens living or working in the Willow Creek Basin during the 21st century.

4. The Metropolitan Area Plan Advisory Committee (MAPAC), a citizen involvement body for metropolitan wide planning, has received continuous status reports and updates concerning development of this Study. This provided a metropolitan-wide perspective on public policy development for the Willow Creek Basin.

5. Citizen involvement in development of the Basin will continue after adoption of this special study. Eugene’s citizen involvement program provides for citizen participation and
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5. Citizen involvement in development of the Basin will continue after adoption of this special study. Eugene's citizen involvement program provides for citizen participation and
discussion with the Planning Commission and ultimately the Mayor and Council at various steps of the public decision-making process. For instance, subsequent to adoption of this special area study, annexation and zoning will occur on an incremental basis. Public hearings on each annexation/zone change will be held. Affected property owners and residents will receive notification of the hearings by mail. As development of the Basin proceeds and infrastructure such as streets and sewers is installed, further notification and public hearings will occur. However, development of the Willow Creek Special Area Study is the first step in the public's participation in development of the Basin and will set the direction within which future decisions occur.

On April 8, 1982, the Eugene Citizen Involvement Committee reviewed the proposed citizen involvement techniques and approved in concept these methods to gain citizen input into development of the special study. As a result of its public hearing and Commission discussion, the Planning Commission, on June 14, 1982, voted unanimously to forward the draft (with some modifications) to the City Council for adoption. The Council also held a public hearing on the Commission's recommendation and on July 21, 1982 voted unanimously to adopt the Willow Creek Special Area Study as recommended by the Commission and further modified by the City Council.

IV. WILLOW CREEK

A. Metropolitan Area General Plan

Map B shows the urban growth boundary adopted as part of the Metropolitan Plan (February 1982) and land identified in the Metropolitan Plan as urban reserve. Urban reserve lands are defined as:

...rural areas located beyond the urban growth boundary but not needed to satisfy urban demands associated with a population of 293,700 (projected for the year 2000). These areas have been identified, based on current trends and policies, as areas for urban development beyond the planning period. Certain public utilities, services, and facilities, particularly water, sanitary sewers, and storm sewers, can be provided to areas designated urban reserve most economically following extension from areas within the urban growth boundary because of topographic features. Designating these areas at this time will assist in the preparation of capital improvement programs that extend beyond the planning period of this (the General) Plan.

The Metro Plan anticipates the Willow Creek Basin as a significant:

1. Employment center with industrial and commercial activities occurring, ultimately employing about 9,000 employees; and

2. Residential area with residential development occurring in low, medium and high density residential areas and containing a possible 11,200 units within the adopted urban growth boundary.

B. Current Study Area Conditions
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B. Current Study Area Conditions
MAP B
METRO PLAN BOUNDARIES

- CITY LIMITS
- URBAN RESERVE
- URBAN GROWTH BOUNDARY
- PLAN BOUNDARY (ridgeline)
The Willow Creek Basin is outside the City, and the majority of land is undeveloped. Table 1 shows the amount of land within the urban growth boundary and within the urban reserve category by existing land use.

<table>
<thead>
<tr>
<th>Land-Use</th>
<th>Within Urban Growth Boundary</th>
<th>Within Urban Reserve</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td>Undeveloped</td>
<td>1275</td>
<td>1305</td>
<td>2580</td>
</tr>
<tr>
<td>Single Family</td>
<td>162-102 Units</td>
<td>221-95 Units</td>
<td>383-197</td>
</tr>
<tr>
<td>Other Residential</td>
<td>24</td>
<td>17</td>
<td>41</td>
</tr>
<tr>
<td>Commercial/Industrial</td>
<td>88</td>
<td>0</td>
<td>88</td>
</tr>
<tr>
<td>Roads</td>
<td>72</td>
<td>70</td>
<td>142</td>
</tr>
<tr>
<td>Cemetery</td>
<td>81</td>
<td>0</td>
<td>81</td>
</tr>
<tr>
<td>Other</td>
<td>4</td>
<td>10</td>
<td>14</td>
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<tr>
<td>TOTAL</td>
<td>1707(Ac)</td>
<td>1622(Ac)</td>
<td>3329(Ac)</td>
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Source: Lane County Geographic Data System, Lane Council of Governments, January 1980

The large amount of undeveloped land provides a unique opportunity to create policy guidance for this newly developing area of the City. As noted above, the urban reserve area is programmed to provide developable land beyond the projected 293,700 population anticipated in the Metropolitan Area General Plan by about the year 2000.

Existing physical conditions in the Willow Creek Basin are discussed in the Environmental Section of this Study.

V. CURRENT/FUTURE URBAN SERVICES

Urban levels of service delivery need to be programmed so that timely development of the Willow Creek Basin can occur. Six major types of urban services are critical to development of the basin in a timely and logical manner.

A. Schools

The Willow Creek Basin is within the service area of School District 4J. Both the School District and the City of Eugene have a long history of cooperation in policy and facility planning. The existence of Churchill High, Kennedy Junior High, and Bailey Hill Elementary schools immediately east of the Basin (see Map A) reflects that cooperation. This cooperative philosophy can carry over to efficient development of public educational facilities in the Basin.
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Churchill High School is currently at 87% capacity and Kennedy Junior High is operating at 106%. Bailey Hill Elementary School is currently operating at 89% of capacity and next year, under the middle school concept, is anticipated to operate at about 79% capacity.

Existing policies pertaining to maintenance of inventories of developable residential land and current development trends and natural building cycles indicate total short-term development of the residential portion of the Willow Creek Basin is very unlikely. Instead, development will most likely occur on a phased basis over the next twenty years. Based on data shown in Table 2 analyzed by School District 4J staff, one elementary school facility will be required as part of the long-term residential development of the Willow Creek Basin. Additional elementary school capacity may be available in Bailey Hill School as maturation changes the neighborhood characteristics of the existing population in that area. The School District staff indicates that as residential development initially occurs school boundary adjustments will be used to balance enrollment in existing schools.

B. Sanitary Sewers

Currently, wastewater disposal in the Willow Creek Basin is handled through individual septic tanks. Adopted policies direct that urban levels of residential and commercial development are contingent upon extension of sanitary sewer service through annexation. Five points are salient to the discussion of extension of sewer service to the Willow Creek Basin:

1. The major sanitary sewer trunk system to service the Willow Creek Basin will also provide service to other lands in the west Eugene drainage basin. Eugene will provide sewer service to the Basin through construction of the major trunk system and connection of this system to the regional treatment facility.

2. Ultimately, capacity in the major trunk system will be provided to service the entire Willow Creek Basin including the urban reserve area.

3. Provision of ultimate capacity of the major trunk system may happen in a phased manner depending upon funding mechanisms.

4. The highest priority of the City is to provide sanitary sewer service to lands within the adopted urban growth boundary. Provision of service to property within the urban reserve area is of secondary importance at this time and, in any case, will not occur until those properties are included within an urban growth boundary through amendment or update to the Metro Plan.
5. All trunks and lateral sewer systems except the major trunk system, will be designed and constructed to their ultimate capacity. Their construction may be phased depending upon annexation and actual development.

Generally the City of Eugene's current policy on financing of sanitary sewers is as follows: (1) the cost of construction of any sewer lines 8" or less in diameter is borne by the abutting property owner; (2) the cost of sewer lines 10" or greater in diameter is usually shared by the City and the abutting property owners, with the property owners paying an amount equivalent to (1) above and the City paying the balance of the cost; and (3) in addition to the direct cost for sewer lines, the city levies incrementally as the site develops, a special trunk sewer levy at the rate of $0.005 (current rate) per square foot or $217.80 per acre, which is used for development of major trunk sewer lines. This rate may be increased in the future. Also a portion of the City's Systems Development Tax is earmarked for major sewer line construction.

C. Fire

The City of Eugene provides fire protection for the Willow Creek Basin through contractual arrangement with the Zumwalt Fire District. The City Fire Department responds to all calls within the Willow Creek study area as follows: first alarm response comes from Station #4 at Broadway and McKinley and Station #8 on Bernsten Road; second alarm response comes from Station #2 at First and Jackson and Station #1 at 7th and Pearl (City Hall).

The Fire Department indicates that adequate response to the Willow Creek Basin can occur on a first alarm basis from Station #10 located at Bailey Hill and Warren St. However, due to decreased funding, this station will be closed during FY 1982-83. Through three specific actions, Station #10 can be made to adequately serve future development occurring within the part of the Willow Creek Basin within the urban growth boundary:

1. Re-staff Station #10. This will be necessary in order to provide staffing for adequate fire protection.

2. Upgrade Station #10 from satellite to substation status. While Station #10 was built as a satellite station to house rapid attack equipment, it can be reconfigured to substation status. Urbanization of the Willow Creek Basin will make this upgrade necessary. Required modifications involve additions to dormitory facilities and enlargements to the garage door area so that larger equipment can be housed within the facility.

3. House a pumper truck at Station #10. The Fire Department indicates that the development foreseen in this study could be adequately served for the next fifteen years with the availability of a pumper truck for first alarm from Station #10.
While these actions can accommodate minimum fire defense needs for the Willow Creek area, two additional actions are critical for acceptable long-term fire defense for the Willow Creek Basin:

1. Installation of sprinklers in major buildings is an accepted first level fire-defense method in most major U.S. cities. While this defense mechanism has been accepted in concept in Eugene, it has not been codified. The fire department indicates that a supervised sprinkling system can: (a) provide invaluable early warning to fire officials; (b) provide a good first defense against loss of life and property; and (c) pay for itself in approximately ten years (current estimates) because of reduced insurance rates. Notably, sprinkling systems also maximize the capacity of public fire prevention systems, thereby reducing the requirement for continued public investment in these types of facilities.

2. While Station #10 will serve the short-term needs of the Willow Creek Basin, plans should be established to service the urban reserve area as urban development occurs there. At this time it appears that a facility sited on the westerly edge of the current urban growth boundary might best serve that portion of the Willow Creek Basin now in urban reserve status, as well as the industrial land north of West 11th Ave.

D. Police

Police protection is currently provided by the Lane County Sheriff's Department. As urbanization occurs, higher levels of police protection will be mandatory. This increased level of service will be provided by the Eugene Police Department in conjunction with annexations occurring in the Willow Creek area. The Police Department indicates that adequate response time to the area can be provided through the existing central dispatch system, and, at this time, it appears that urbanization of the Willow Creek area will not require establishment of a precinct system for police protection in western and southwestern Eugene.

E. Electrical/Water

Electrical service to the Basin is currently provided by the Eugene Water and Electric Board (EWEB) and Lane Electric Cooperative. Map C shows the current service boundaries for the two utilities in the Willow Creek Basin.

Electric utility boundaries for Lane Electric Cooperative are established by the State Public Utility Commissioner. EWEB has no set boundaries, but is not able to serve within the defined service areas of other utilities. However, boundary adjustments can be made with the mutual consent of both utilities. As this area develops, precise utility boundaries will have to be determined and electrical services provided accordingly.
MAP C
ELECTRIC SERVICE AREAS

LANE ELECTRIC COOP

GREENHILL ROAD

EWEB

TERRY STREET

DANOBO STREET

BELTLINE ROAD

WEST 11TH AVE.
28% is 50' ROW
72% is 60' ROW

29% is 40' ROW
41% is 50' ROW
30% is 60' ROW

- 60 ROW
- - - 76% is 60' ROW
- - - 13% is 70' ROW
- - - 3% is 70-80' ROW
- - - 6% is 90' ROW

MAP D
RIGHT OF WAY WIDTHS
Water for the Basin is currently provided through on-site wells scattered throughout the area. Twenty-inch water mains presently exist on 11th Avenue and Bertelsen Road. As this area is annexed to the City of Eugene, water will be provided by EWEB. According to EWEB policy, all water extensions shall be paid by the developer.

F. Roads

Map D shows the existing road system in the Willow Creek Basin with existing right-of-way widths basically reflecting County standards. Because Willow Creek has only recently been included within the metropolitan area urban growth boundary, past transportation planning, i.e. T-2000 has not programmed urban level street improvements for the area. Required street improvements are discussed further under the Transportation Section (Section IX) of this Study.

VI. OPEN SPACE AND RECREATION AREAS

As urbanization of the Basin occurs, public decisions will be required concerning provision of open space areas. The undeveloped nature of the Basin provides the opportunity to develop policy direction which can affect these future decisions. Much of the preliminary work required to develop these policies has been completed in the draft Parks Master Plan for Eugene. While that document will receive public review and adoption during 1982, the background work involved in its preparation is reflected in the provisions for open space in the Willow Creek Special Area Study.

Two types of open space considerations are necessary in the Willow Creek Basin -- active open space areas, (e.g., ball fields, and community gardens,) and passive open space, (e.g., nature trails). Both are critical parts of the urban environment.

A. Active Recreation Areas

Eugene has a strong tradition of providing a network of active open space areas throughout the city. These include regional facilities such as Skinner Butte and Amazon parks, as well as facilities serving a more localized need, such as Monroe Park or Bond Lane Park. Currently, the active recreation areas closest to the Basin are located at the Churchill High/Kennedy Jr. High complex about one mile east and Petersen Park about two miles to the north. The current draft of the Parks Master Plan correctly identifies the need to ultimately provide a major active recreational area located in the center of the Willow Creek Basin. The parks plan also identifies four locations for neighborhood facilities (about five acres each) sited throughout the Willow Creek area. However, based on subsequent analysis, the Parks Department feels that two modifications to the draft Parks Plan might be appropriate.

1. The draft Parks Plan suggests that a major active recreational facility be located on the eastern edge of the Basin near the intersection of 18th Avenue and Bailey Hill Road. While this location would be central to short
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2. As noted above, the draft Parks Plan suggests the need for four neighborhood parks within the Willow Creek Basin. After reviewing the two proposed land-use alternatives developed as part of this document (see section on proposed land-use), the Parks Department feels that a fifth neighborhood park site should ultimately be provided. This should be located at the southeastern edge of that portion of the Basin within the urban growth boundary. This site will provide active recreational facilities for residents in the low density area surrounding the wetlands area and future residential development occurring within the urban reserve.

B. Passive Recreation Areas

The Willow Creek Basin has the potential of providing passive recreational areas near intensive urban development. These areas will complement the active open space program discussed above. Specifically, the wetlands area and the ridgeline system (see Section VIII, Environmental Issues) will be critical in providing a passive recreational program. At this time, a decision has been made to maintain the wetlands area in its natural condition, by providing access only through a walking/bicycling system which will run through the wetlands area. By a connection with 18th Avenue, this path will become an integral part of the overall recreation/transportation system of the Basin.

VII. FUTURE LAND-USE ARRANGEMENTS

The Willow Creek Basin provides the community with a unique opportunity to set public policy prior to development of the area. Because the Basin is substantially undeveloped, policy direction can be established at this time that will guide short-range and long-range development of the area and set in motion mechanisms required to build public facilities which will serve future residents, employers, and employees in the Basin.

Development of the Metropolitan Plan was the first step in establishing public policy for this area. The Metro Plan developed generalized guidelines for the area by allocating various land-use activities to the Basin. The plan diagram, adopted as part of this Special Study, is intended to conceptually identify land-use arrangements in the Basin which would ultimately be implemented by other more specific public actions. For instance: 1) the public resource node on the plan diagram is shown schematically to demonstrate the intent of the concept and is not meant to be site specific; 2) neighborhood commercial facilities may be
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located in residential areas as part of the process of urbanization; and
3) zoning and other implementation techniques will be used to specifically
define land-use arrangements suggested by the plan diagram.

A. General Land-Use

Based on existing policies, two potential land-use arrangements were
considered.

1. Alternative #1

Under this alternative land use in the Willow Creek Basin would be
arranged to reflect:

- A major special light industrial site for activities
  involving manufacture of high-technology products, located in
  the center of the Basin, taking advantage of the gently rolling
  terrain in this area;

- Designation of land for light-medium industrial activities at
  the northern edge of the Basin;

- Medium-and-high density residential development clustered in
  proximity to the employment centers in Willow Creek to
  encourage the use of alternative modes of transportation.

- Location of commercial activities at the northern edge of the
  Basin in proximity to light-medium industrial activities.

Alternative #1 maximizes the nodal development concept by creating
an environment which fosters neighborhood identity, but provides for
logical and continuous development of the City. It reflects the direction
established in the Metro Plan and responds to the nodal development
concept by anticipating that areas of high intensity employment would
ultimately occur in the Basin. Finally, Alternative #1 responds to policy
22, page III-B-6 of the Metro Plan which calls for continued evaluation of
other sites for potential light-medium and special-light industrial
sites. Alternative #1 sufficiently modifies the Metro Plan to require an
amendment to that document.

2. Alternative #2

This alternative closely parallels arrangements generally proposed
for the Basin in the Metro Plan. Under Alternative #2:

- A special light industrial site would be located toward the
  northern edge of the Basin with direct access to West 11th
  Avenue and Beitline Road.

- Greater emphasis would be placed on residential development
  than in Alternative #1.

- Commercial facilities would be located at the northern edge of
  the Basin in proximity to industrial sites with direct access to
  West 11th Avenue and Beitline Road. Because of its proximity to
  these industrial sites in the Basin, the commercial land would
potentially supplement activities occurring on industrial land at the northern end of Willow Creek.

Alternative #2 supports the nodal concept in the Metro Plan by emphasizing residential development in the Basin. Alternative #2 merely refines land use arrangements in the Metro Plan and will not require an amendment to that document.

3. Summary of Action

Both the Planning Commission and Council conducted public hearings on the draft Willow Creek Study. Testimony presented at the public hearings strongly supported the direction established in Alternative #1. Both bodies based their deliberations on 1) established public policy; 2) testimony presented at both the Planning Commission and Council public hearings; and 3) data and information presented as background information to the draft study.

As a result of its public hearing and Commission discussion on June 14, 1982, the Planning Commission voted unanimously to forward the draft (with some modifications) to the Council for adoption. The commission included the land-use configuration generally described in Alternative #1 in its recommendation.

On July 21, 1982, the Council unanimously adopted the Willow Creek Special Area Study, incorporating in that adoption the land-use configurations generally described in Alternative #1 and shown on Map E.

Table 2 shows the approximate area (in acres) devoted to the various land-uses anticipated in the Willow Creek Basin.

B. Public Resource Node

Both alternatives contain a proposal to establish a public resource node within the interior of the Willow Creek Basin. This is intended to provide land for an elementary school, a community center, major active recreational areas (e.g. ballfields), incubator high technology facilities (a start-up space), and day care facilities. While these types of facilities are generally available within the community, this proposal conceives them being clustered in one area and located in proximity to other high-intensity land uses in the Basin. Under this proposal, the City would investigate the implications, and, if appropriate, implement a land acquisition program for the public resource node. Ultimately, the City could control all land within the public resource area and through contractual arrangements provide land for various facilities including an elementary school. Ultimately, however, the School Board must decide on siting of the school. Other users, including small high technology firms, could utilize the land through lease arrangements with the City. If, as in other parts of the City, a change in demands for certain facilities occurs conversion to other public uses might be appropriate. Overall, the premise of the public resource center concept is to minimize public investment through sharing of facilities. While this is not a new concept in Eugene, the proposal is the next logical evolutionary step in this idea for the community.
C. Environmental Land Use

Under both alternatives, the Willow Creek wetlands are identified as a natural area. A more detailed discussion of the environmental importance of this portion of the basin is contained in Section VIII, Environmental Issues, in this study. However, it is important to note that while the wetlands area is shown as a natural area, the properties are currently under private ownership. As a result of the Land Conservation and Development Commission's (LCDC's) acknowledgement requirements for the Metro Plan, a process was established to address and resolve potential conflicts between future development and maintenance of the environmentally sensitive area. While the LCDC set the stage for this effort, it was through the work of the property owners and The Nature Conservancy (a non-profit environmental organization) that specific resolution of this potential conflict occurred. The process for preservation of these sensitive lands is as follows:

1. The City of Eugene will annex and concurrently rezone to AGT (Agricultural, Grazing and Timber District), or a similar non-urban zoning classification, the environmentally sensitive areas and less critical buildable lands under common ownership and adjacent to the natural area;

2. As the buildable portions of the lands are needed for urban development, and services (including sanitary sewers) are made available, rezoning to a residential district and application of the PUD suffix will occur.

3. Through "density transfer" provisions of the current planned unit development regulations, transfer of density from the environmentally critical area to the buildable areas of these properties will occur.

This process responds to Policy 22, Page III-A-6 of the Metro Plan which calls for economic incentives, "such as density bonuses for builders and developers who provide amenities or specialized housing that benefit the metro area..."

At this time, The Nature Conservancy is negotiating access and management rights through a direct lease arrangement. As part of this process, the Conservancy will determine the exact area to be managed for future public use through a detailed land survey. This survey will then specifically designate the protected area and designate that portion of the wetlands which will not experience urban development. Prior to annexation and development approval, the lease will provide interim protection for environmentally sensitive areas. However, ultimate protection of the wetlands will result from ownership by the Conservancy (or some other public body) and planned unit development approval with density transfer from the sensitive areas. If long term maintenance and management of this area is provided by the City of Eugene, this action could have budgetary impacts which are not currently programmed.

While the planned unit development process provides a density transfer mechanism, actual development on the buildable part of these properties will also be directed by other factors such as: 1) conditions of an approved planned unit development application, e.g., building
placement, amenities; 2) the market for certain types of housing, which can only accurately be assessed at the time of development; and 3) building envelopes and siting, which in part are controlled by the market as well as conditions of approval of a planned unit development.

Table 2

Willow Creek Basin
Special Study Allocations
(In Approximate Acres)

<table>
<thead>
<tr>
<th>Plan Designation</th>
<th>Acres</th>
</tr>
</thead>
<tbody>
<tr>
<td>Low-Density Residential</td>
<td>550</td>
</tr>
<tr>
<td>Medium-Density Residential</td>
<td>320</td>
</tr>
<tr>
<td>High-Density Residential</td>
<td>80</td>
</tr>
<tr>
<td>Special Light Industrial</td>
<td>200</td>
</tr>
<tr>
<td>Light-Medium Industrial</td>
<td>300</td>
</tr>
<tr>
<td>Commercial</td>
<td>75</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td>1525</td>
</tr>
</tbody>
</table>

Data in Table 2 excludes: 1) the area of existing roads; 2) the cemetery at the northern edge of the Basin; and 3) area for land designated urban reserve.

Table 3 compares the potential for future residential and employment development in the Basin.
Table 3

Residential and Employment Potential
Willow Creek Basin Special Study

<table>
<thead>
<tr>
<th>Land Use</th>
<th>Units</th>
</tr>
</thead>
<tbody>
<tr>
<td>Low-density</td>
<td>2850</td>
</tr>
<tr>
<td>Medium-Density</td>
<td>3500</td>
</tr>
<tr>
<td>High-Density</td>
<td>2000</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>8350</strong></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Employees</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Commercial</td>
<td>5700</td>
</tr>
<tr>
<td>Special Light Ind.</td>
<td>6300</td>
</tr>
<tr>
<td>Light-Medium Ind.</td>
<td>5550</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>17550</strong></td>
</tr>
</tbody>
</table>

(1) Note: Numbers in Table 3 are merely estimates and actual numbers of dwelling units and levels of employment may be higher or lower depending on specific development plans.

A total of seven special light industrial sites (about 885 gross acres total) are designated in the Metro Plan. Those seven sites were not designated to meet projected employment demand; they were designated to respond to goals regarding diversification of the local economy. A number of sites were designated to meet two objectives: (1) allocation of sites to meet the cities of Springfield and Eugene needs; and (2) allocation of sites in various sizes, configurations, and locations to allow choice among several sites by potential special light industrial firms. Criteria used for selecting the seven sites in the Metro Plan include: (1) large scale - in excess of 50 acres; (2) five or fewer ownerships; (3) good access to transportation facilities - especially highways; (4) buffered from detracting surrounding urban uses; (5) campus-like atmosphere; and (6) the ability to extend services to the site.

Originally the Metro Plan designated a special light industrial site at the northern edge of the Basin near West 11th Avenue.

1. Size - The approximately 230 acre special light industrial site in the approved study is in one ownership and can provide sitting potential for a major user. The special light industrial site in Alternative #2 is split by Willow Creek Road into approximately sixteen separate parcels possibly rendering it less desirable by a potential major firm.
2. Access - While land at the northern edge of the Basin currently has access to a major arterial (West 11th Avenue), upon extension of the proposed arterial facility south from Beitline Road, the access to the special light industrial site adopted as part of the study would be superior.

3. Surrounding Uses - The topography of the site provides natural buffering from existing transitional heavy industrial uses to the north.

4. Campus-Like Environment - Some firms do prefer gently rolling topographical conditions. The site contains this type of condition. In addition, it provides opportunities for unobstructed views to the scenic forested hills to the south, and the natural wetlands area to the east.

In addition to the points noted above, the Willow Creek Study provides a residential land use arrangement which responds more efficiently to goals and policies of the community pertaining to balanced land use and compact urban growth. This occurs through clustering of the multiple family land uses around the major service and employment centers, i.e., commercial and industrial land uses.

VIII. ENVIRONMENTAL ISSUES

This section summarizes a more extensive environmental analysis conducted by Lane Council of Governments for the Willow Creek Study. The results of the detailed work are on file at the Eugene Planning Department Office.

The Study area consists of two drainage areas (the Willow Creek and Greenhill subbasins) which flow north into the Amazon drainage system, which in turn empties into the Long Tom River through Fern Ridge Reservoir. The northern portion of the Willow Creek Basin below the 500-foot level is generally flat or gently sloped and unforested. The southern and western hillside slopes of the Basin above the 500-foot elevation are forested. The undeveloped nature of the Basin provides the opportunity to achieve a balance between the need for future urban development in this area and protection of the many existing environmental resources. The ultimate result of this balancing can be an attractive urban environment.

A. Soils

Map F shows soil classifications for the Willow Creek Basin and Appendix A identifies those classifications. The soil mapping technique and soil constraint model used in updating the Metro Plan were also used for this Study (for more details see the Metro Plan "Natural Assets and Constraints" working paper, LCOG, April, 1978). In certain circumstances soil conditions may affect development considerations. Because the combination of factors affecting soil suitability and because design solutions to various soil conditions are complex and vary on a case-by-case basis, and because soil mapping is generalized, on-site analysis is required to identify development limitations, appropriate design solutions, and possible building prohibition areas.
2. Access - While land at the northern edge of the Basin currently has access to a major arterial (West 11th Avenue), upon extension of the proposed arterial facility south from Beltline Road, the access to the special light industrial site adopted as part of the study would be superior.

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4. Campus-Like Environment - Some firms do prefer gently rolling topographical conditions. The site contains this type of condition. In addition, it provides opportunities for unobstructed views to the scenic forested hills to the south, and the natural wetlands area to the east.

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MAP F
WILLOW CREEK SOILS

̶ Ridgeline

110A Soil map symbol (refer to accompanying table, Appendix A)
On a broad scale, soils in the Willow Creek Basin do present conditions which suggest case-by-case analysis is appropriate at the building permit state. On the flat bottomlands (0 - 5% slope), the soils consist of generally poorly-drained silty-clay materials overlying old alluvial materials. These soils have moderate to high shrink-swell potential and are susceptible to storm run off problems. On the hillsides (10 - 40% slope), factors such as high shrink-swell potential and low bearing strength combined with steep slopes and shallow depth to bedrock pose special concerns for development.

B. Slopes

Within the urban growth boundary, slope conditions are generally flat (0 - 5%) or gentle (less than 10%). The major exception to this condition occurs on the ridge which extends southwest of the cemetery on a northeast-southwest axis where moderate slopes of 10 - 20% occur. Consequently, slope conditions within the urban growth boundary present little difficulty in achieving urban levels of development anticipated by the Metro Plan or suggested in this Study.

On the hillsides within the urban reserve area, slopes are steeper. Slopes are generally 10 - 30% in the Willow Creek subbasin and 40 - 50% some places on Murray Hill and Bailey Hill. As urban development occurs on lands designated urban reserve, special development, design and construction considerations should appropriately be applied as required in Chapter 70, Excavation and Grading, Uniform Building Code, 1979.

C. Agriculture

The Willow Creek Basin contains some of the least productive agricultural soils in the metropolitan area. They generally consist of Class III and IV rated agricultural soils with isolated pockets of Class II soil on the flatland and Class VI soils in the upper portions of the Basin (see Map F). During the update of the Metropolitan Plan, the relatively low degree of potential agricultural productivity in the Basin was compared with other areas having greater agricultural productivity. For this reason, among others, the Basin was identified as a major growth area of the City.

D. Forests

Forests in the Study area are confined largely to streamside and hillsides. Douglas fir and Douglas fir associations constitute the majority of general forest cover types with some oak, and hardwood forests on the hillsides and moisture-tolerant species, such as Oregon ash, present along the stream courses.

Within the urban growth boundary, some forest cover exists on the ridge southwest of the cemetery and extensive riparian vegetation borders the major branches of Willow Creek. Outside the Willamette and McKenzie River floodplains, the streamside and wetland forests in the Willow Creek subbasin represent the most extensive remaining riparian areas in the Metropolitan area.

However, the majority of the forested lands and the existing stands of commercial forest, lie outside the urban growth boundary on hillsides.
within the area designated as urban reserve in the Metro Plan. While forest harvesting practices within the City of Eugene are governed by Eugene's tree cutting ordinance, similar measures do not apply outside Eugene's city limits or in the urban reserve area. Mechanisms similar to the Eugene tree cutting ordinance should appropriately be instituted in the urban reserve areas to afford long-term protection of this natural resource and prevent degradation of the watershed.

E. Hydrology

Urbanization of the Willow Creek Basin could result in two potential hydrological problems, both related to stormwater run off. The first area of concern relates to potential effects of storm runoff on private property. Poor soil permeability and standing water above ground level during wet seasons are both indicators of potential hydrological problems which could be expected, particularly in the larger Willow Creek subbasin, as natural vegetation is removed and replaced with impervious surfaces, such as roofs or streets. Storm run off problems are potentially greatest downstream from the point where the southern and western branches of Willow Creek converge near West 18th Avenue.

The second area of concern relates to the effect of changes in water flow conditions on the rare plant species located in the Willow Creek wetland area.

Detailed impacts of storm run off on property and the wetlands are not currently known. A baseline hydrological study should occur in the natural area and monitoring of changes in run off conditions should continue as urbanization takes place on land adjacent to and upstream of the natural area. Appropriate streamwater controls could be applied if monitoring indicates potential alteration of water requirements for the rare plants in the natural area. Over the next few years, as urbanization of the Basin occurs, efforts can be made to more precisely estimate these impacts and provide engineering solutions to these potential run off problems.

F. Plants and Wildlife

While no known threatened or endangered animal species exist within the Basin, a wide variety of wildlife habitat supporting a broad range of wildlife species exists.

At least three rare plants (including the Aster curtis) do exist in the wet natural resource area of the Basin (see Map C). This significant rare plant area is one of the few known remaining sites within Oregon where conditions have preserved remnants of this Willamette Valley prairie-type plant life which once covered much of the valley. Protection of this plant life is important.

In order to achieve the dual goals of providing an area for future urban development and protecting this sensitive natural area, a balance must be found between land actually set aside for protection and land devoted to future urban development. This is particularly significant in this case because all of the wetland properties are privately owned, and no public resources are currently available to purchase them in their entirety. However, through joint efforts of the property owners and
Nature Conservancy, methods have been identified to preserve the most sensitive natural areas and allow development through density transfer to adjacent lands (see environmental discussion under the Land Use Section of this Study). In addition to this particularly sensitive area, protection of ridgelines and stream courses are of importance in relation to urban wildlife management in the Basin (see Map G).

G. Scenic Resources

The forested hillsides and south ridgeline of the Study area are prominent scenic features for the entire community. For instance, people entering Eugene from Mahlon Sweet Airport via Green Hill Road or Beltline Road often obtain their first impression of Eugene's hills from Willow Creek's forested hillsides. As with the entire South Hills area of the City, the hillsides in the study area are an extremely important component of the visual image of the City. In addition, vegetation along stream courses, and open space areas, such as the cemetery at the northern edge of the Basin, provide scenic and open space opportunities from within the Basin. As urbanization occurs, these scenic resources will increase in importance and should prove to be extremely attractive to potential industrial employers and to residents of the Basin.

H. Geology

There are four basic geologic units in the study area. The bottomlands are underlain by old alluvial deposits, and the hillsides are underlain by marine deposited sandstone and shale (Eugene Formation), a mixture of volcanic materials (Fisher Formation), and basaltic flows (Little Butte Volcanic Series).

One known fault exists in the study area along a contact between the Eugene and Fisher formations. There is no evidence of recent activity along this fault, and there is no appreciable concern about potential movement. However, more detailed geologic study is required to determine possible effects, if any, on future development.

IX. TRANSPORTATION

In order to assess the potential impact on the transportation system of both Alternatives #1 and #2, a simplified transportation model was run for both land-use scenarios. This model assumed certain land-use configurations and development densities for both the Willow Creek Basin and the remainder of the metropolitan area and assigned daily trips between Willow Creek and other employment and residential areas throughout the community. In order to more accurately assess the impact of development in the Willow Creek Basin, potential industrial development immediately north of the Basin was included in the analysis.

A. Assumptions

Table 4 shows the trip rate assumptions used in the transportation analysis.
Nature Conservancy, methods have been identified to preserve the most sensitive natural areas and allow development through density transfer to adjacent lands (see environmental discussion under the Land Use Section of this Study). In addition to this particularly sensitive area, protection of ridgelines and stream courses are of importance in relation to urban wildlife management in the Basin (see Map G).

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A. Assumptions

Table 4 shows the trip rate assumptions used in the transportation analysis.
Table 4
Daily Trip Rate Assumptions
Willow Creek Special Area Study

<table>
<thead>
<tr>
<th>Land-Use</th>
<th>Trips</th>
</tr>
</thead>
<tbody>
<tr>
<td>Residential</td>
<td>10 Per Dwelling Unit</td>
</tr>
<tr>
<td>Special Light Ind.</td>
<td>4 Per Employee</td>
</tr>
<tr>
<td>Light-Medium Ind.</td>
<td>4 Per Employee</td>
</tr>
<tr>
<td>Heavy Ind.</td>
<td>2 Per Employee</td>
</tr>
<tr>
<td>Commercial - Retail</td>
<td>20 Per Employee</td>
</tr>
<tr>
<td>Commercial - Service</td>
<td>4 Per Employee</td>
</tr>
</tbody>
</table>

Source: Lane Council of Governments, Willow Creek Special Area Study-Transportation Analysis, April 1982

In conducting this analysis, the following transportation system additions were also assumed:

1. The 6th/7th Extension facility (see Eugene-Springfield Area 2000 Transportation Plan - T-2000) was assumed to exist, connecting with West 11th Avenue in the vicinity of Oak Hill Road.

2. An arterial facility was assumed to exist extending from the intersection of Beltline Road and West 11th Avenue south to 18th Avenue and then generally following the alignment of Willow Creek Road south, terminating at the urban growth boundary (see Map E).

Finally, all land in the Willow Creek Basin and inside the urban growth boundary was assumed to be fully developed. This is significant because, under the adopted land-use arrangement, the numbers of employees in the Basin could ultimately be twice the number of workers currently employed in downtown Eugene, while under Alternative #2, the number of employees in the Basin could approximately equal the number of employees in downtown.

B. Transportation Analysis Conclusions

Based on the assumptions outlined above, the following conclusions can be reached from the transportation analysis conducted for the Willow Creek Special Area Study:

1. Land-use in Alternative #1 would result in greater levels of employment, while Alternative #2 would provide area for more housing. The overall number of daily trips resulting from full development under either alternative would be about the same. However, peak hour congestion would be more affected by employment at industrial sites in Alternative #1 than in Alternative #2, because of the larger number of industrial employees under this scenario. Changes in working hours could mitigate this problem under Alternative #1.
2. Approximately 1/3 of the trips generated from dwelling units in the study area will terminate within the study area. This reflects the importance of the nodal development concept, demonstrating the public advantage of locating residential, employment, and commercial activities in proximity to each other.

3. Land development patterns and street layout, transit routings, and bicycle routes will have an important influence on traffic patterns between places of residence and employment centers in the study area. An extension of Terry Street south of West 11th Avenue, for example, would help improve access to the 6th/7th Avenue Extension for residential traffic and traffic associated with the special light industrial site in Alternative #1. Lack of good access to the 6th/7th Extension would most likely result in more traffic congestion on West 11th and West 18th avenues. An internal street network emphasizing well-defined collectors and specific connections to arterials would mitigate through traffic problems on residential streets, while maintaining traffic capacity on arterials by reducing congestion.

4. Both land-use alternatives reinforce the need for the 6th/7th Extension. The intensity of development under both alternatives makes the 6th-7th Avenue Extension very critical in achieving the industrial development in west Eugene envisioned in the Metro Plan.

5. Both land-use alternatives have potential major impacts on existing roads in the immediate vicinity of the Basin. Beltline Road, West 11th Avenue, and West 18th Avenue can be expected to carry significantly greater traffic loads than anticipated in T-2000 as a result of ultimate development of the entire Willow Creek Basin. Although the 6th/7th Extension and Beltline Road would carry the bulk of traffic to and from the Willow Creek Basin, particularly for more distant metropolitan area trips, 18th Avenue would most likely be the route of choice for trips to and from south and southwest Eugene. For trips to the Willow Creek Basin, 18th Avenue will gather trips from collectors and other arterial streets in the southern portion of the City. The impact on intersection capacity and the timing of improvement should be considered as part of the update to the T-2000 Plan.

6. Under both alternatives, the commercial land-use in the Basin will be a significant attractor of trips. Careful planning of access points to the commercial area can help protect the capacity of new and existing roads serving the commercial development.

7. The nodal development concept offers significant opportunities to achieve community objectives concerning the use of transit. While T-2000 is the document which designates major transit stations, intense development anticipated under both Alternatives #1 and #2 appears to support the siting of a major transit station in the Willow Creek Basin as part of the urbanization process. This could be located at a major activity
point, such as the commercial area at the northern edge of the Basin.

8. Intensive concentrations of employment, proposed under both alternatives, suggest paratransit programs and employee-oriented peak-hour-only bus service offered by Lane Transit District could be successfully used in the Willow Creek Basin.
X. FINANCING

Development of the Willow Creek Basin represents the equivalent of construction of a new city. At ultimate development, the Basin could provide homes for about 20,000 people and places of employment for about 17,500 employees. This represents a city with a population roughly equivalent to the cities of Milwaukee, Hillsboro or Albany (1980 populations) and employment approximately equal to the cities of Albany and Millersburg combined. These comparisons suggest that costs of providing services to the entire Basin can appropriately be reviewed in the context of capital costs required to develop a new medium size city in Oregon. Information obtained from the Bureau of Governmental Research at the University of Oregon indicates that the total estimated value of the fixed assets inventory for the City of Hillsboro, 1981 population of 28,650, is roughly $32.5 million. This excludes costs for schools, electrical distribution systems, and transit facilities. Significantly, this estimate is generally based on acquisition costs and not replacement costs. It can be estimated that actual replacement costs could double the total value of the fixed asset inventory, i.e., replacement cost could be about $65 million. Table 5 indicates that costs for delivery of services to the Basin (excluding schools, electrical distribution systems and transit facilities) are currently estimated to be about $26.5 - $28.5 million (1982 dollars).

A. Estimated Service Costs

Table 5 shows estimated costs by component and service which will ultimately be involved in providing service to the Willow Creek Basin.
Table 5
Costs For Services In
Willow Creek
(1982 $000s)

<table>
<thead>
<tr>
<th>Component</th>
<th>School</th>
<th>Sewers</th>
<th>Service</th>
<th>Transp</th>
<th>Fire</th>
<th>Elec/Water</th>
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</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td>Parks</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Elementary 5000-7000</td>
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</tr>
<tr>
<td>Storm</td>
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<td>1100</td>
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<td>Neighborhood Park</td>
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<td>Community Center</td>
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<td>Streets</td>
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<tr>
<td>Transit Sta</td>
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<tr>
<td>Equip/Remodel</td>
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<tr>
<td>Electricity</td>
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<tr>
<td>Park Development</td>
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<td></td>
<td></td>
<td>2000-2500</td>
</tr>
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</table>

These estimates reflect a broad overview of potential public service delivery requirements based on preliminary layout and design concepts which may change in the context of specific development proposals. The estimates in Table 5 indicate that the total costs of providing a full range of services to the Basin, at full-development, could be approximately $40 - $44 million (in 1982 dollars). Data in Table 5 does not include costs for facilities outside the Basin which will be needed to serve the area at full development.
These data suggest that, based on estimated replacement value of the fixed asset inventory of the City of Hillsboro, delivery of services to the Basin may be 40 percent of the cost of delivering comparable services in the City of Hillsboro, i.e., the estimated costs of services for the Basin (excluding schools, electrical distribution system and transit facilities) are $25.5 - $28.5 million compared to an estimated $65 million for replacement of similar services to the City of Hillsboro. This reflects the fact that many existing facilities in Eugene can be used to meet the public service needs of the Basin. For instance, the regional treatment center and fire and police dispatch facilities are in-place and available for use by the residents and businesses in the Basin. Other savings, such as the use of existing Fire Station #10 (immediately to the east of the Basin) contribute to the savings in public expenditures for capital projects needed to service the Basin. This demonstrates that the nodal development approach to urbanization, in the context of an already developed City, can be a cost-effective method of dealing with required public expenditures for capital projects.

B. Revenue

Table 5, does not identify sources of funds for development of the Basin, but the potential exists for funding participation by other agencies besides the City of Eugene. However, as in all other newly developing areas of the City, Eugene will be required to provide a substantial share of the funds needed to construct the infrastructure outlined in Table 5. There are currently two basic directions open to the City to provide a long-term funding mechanism for these facilities:

1. The City could rely on the general fund to provide the majority of revenue sources needed to construct capital facilities in the Basin.

2. The City could institute a mechanism which earmarks new tax revenues generated from new construction in the Basin for construction of capital facilities.

3. The City could institute a special systems development charge for application to new construction in the Basin, with the intent of using these funds for development of public capital improvements in Willow Creek.
APPENDIX A
WILLOW CREEK SOILS INFORMATION

The accompanying soil type map and corresponding table provide information on soils in the study area.

The soil map symbol (for example, 100A) indicated on the map corresponds to a soil listed in the table. The table contains the following information:

<table>
<thead>
<tr>
<th>Map Symbol</th>
<th>This symbol is based on the U.S. Soil Conservation Service (U.S.S.C.S.) system of soils mapping and labeling.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Soil Name</td>
<td>Soil names are based on the U.S.S.C.S. system for identifying and organizing soil groups, depending on soil characteristics.</td>
</tr>
<tr>
<td>Slope</td>
<td>In some instances, the same soil may exhibit different properties at different degrees of slope. For example, the Steiger silty loam soils exhibit different agricultural characteristics which vary with slope (430B = Class III at 3-12 percent slope, 431C = Class IV at 12-20 percent slope, and 432E = Class VI at 20-50 percent slope)</td>
</tr>
<tr>
<td>Agricultural Soil Capability Class</td>
<td>This rating (Class I highest, Class VIII lowest) is given each soil by the U.S.S.C.S., and this rating is referred to in LCDC's definition of agricultural land in Goal 3.</td>
</tr>
<tr>
<td>Forest Site Index</td>
<td>This rating is provided for some soil types by U.S.S.C.S. The site index is an indication of potential productivity and is based on the average total height of the dominant tree species (Douglas fir) in a stand 100 years old.</td>
</tr>
<tr>
<td>Cubic Foot Site Class</td>
<td>The Forest Site Index rating was converted to a more accepted measure of the productivity potential of a soil for tree</td>
</tr>
</tbody>
</table>
growth (Class I is the most productive rating). This methodology and rating is acceptable under LCDC's Goal 4, "Forest Lands," requirement.

This rating is based on U.S.S.C.S. interpretation of several development suitability factors:

1. Dwelling unit construction
2. Road construction
3. Underground utility installation
4. Water runoff potential

Those soils with a 5 rating have the most severe development limitations.

For more data on the soils information, refer to:

<table>
<thead>
<tr>
<th>MAP SYMBOL</th>
<th>SOIL NAME</th>
<th>SLOPE</th>
<th>AGRICULTURAL SOIL CAPABILITY CLASS*</th>
<th>FOREST SITE INDEX*</th>
<th>CUBIC FOOT CLASS**</th>
<th>DEVELOPMENT RATING</th>
</tr>
</thead>
<tbody>
<tr>
<td>100A</td>
<td>Waldo (silty clay loam)</td>
<td>III</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>4</td>
</tr>
<tr>
<td>110A</td>
<td>Matroy (silty clay loam)</td>
<td>IV</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>4</td>
</tr>
<tr>
<td>120A</td>
<td>Pengra (silty loam)</td>
<td>III</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>4</td>
</tr>
<tr>
<td>221A</td>
<td>Dayton (silty loam, clay substratum)</td>
<td>IV</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>4</td>
</tr>
<tr>
<td>230A</td>
<td>Bullards-Ferrel Complex (loam)</td>
<td>III</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>4</td>
</tr>
<tr>
<td>370C</td>
<td>Dixonville, Philometh, Hazelair</td>
<td>VI</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>0</td>
</tr>
<tr>
<td>375S</td>
<td>Dixonville, Philometh, Hazelair</td>
<td>VI</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>4</td>
</tr>
<tr>
<td>400C</td>
<td>Dixonville (silty clay loam)</td>
<td>3-12%</td>
<td>III</td>
<td>116</td>
<td>4</td>
<td>3</td>
</tr>
<tr>
<td>415S</td>
<td>Philomath (cobble silty clay)</td>
<td>12-45%</td>
<td>IV</td>
<td>-</td>
<td>-</td>
<td>4</td>
</tr>
<tr>
<td>416C</td>
<td>Philomath (silty clay)</td>
<td>3-12%</td>
<td>VI</td>
<td>-</td>
<td>-</td>
<td>3</td>
</tr>
<tr>
<td>420B</td>
<td>Nekia (silty clay loam)</td>
<td>3-12%</td>
<td>III</td>
<td>145</td>
<td>4</td>
<td>4</td>
</tr>
<tr>
<td>422C</td>
<td>Nekia (silty clay loam)</td>
<td>12-20%</td>
<td>III</td>
<td>145</td>
<td>3</td>
<td>4</td>
</tr>
<tr>
<td>422E</td>
<td>Nekia (silty clay loam)</td>
<td>20-30%</td>
<td>IV</td>
<td>-</td>
<td>-</td>
<td>3</td>
</tr>
<tr>
<td>425F</td>
<td>Nekia (silty clay loam)</td>
<td>30-50%</td>
<td>VI</td>
<td>145</td>
<td>3</td>
<td>4</td>
</tr>
<tr>
<td>430F</td>
<td>Steiver (silty loam)</td>
<td>3-12%</td>
<td>III</td>
<td>-</td>
<td>-</td>
<td>4</td>
</tr>
<tr>
<td>432C</td>
<td>Steiver (silty loam)</td>
<td>12-20%</td>
<td>IV</td>
<td>-</td>
<td>-</td>
<td>3</td>
</tr>
<tr>
<td>432E</td>
<td>Steiver (silty loam)</td>
<td>20-30%</td>
<td>VI</td>
<td>-</td>
<td>-</td>
<td>3</td>
</tr>
<tr>
<td>440S</td>
<td>Witzel (very cobble loam)</td>
<td>3-30%</td>
<td>VI</td>
<td>145</td>
<td>4</td>
<td>3</td>
</tr>
<tr>
<td>441K</td>
<td>Ritner (cobble, silty clay loam)</td>
<td>30-60%</td>
<td>VII</td>
<td>148</td>
<td>3</td>
<td>3</td>
</tr>
<tr>
<td>475C</td>
<td>Panther (silty clay loam)</td>
<td>2-12%</td>
<td>VI</td>
<td>-</td>
<td>-</td>
<td>3</td>
</tr>
<tr>
<td>477C</td>
<td>Dupeo (silty clay loam)</td>
<td>3-12%</td>
<td>III</td>
<td>-</td>
<td>-</td>
<td>3</td>
</tr>
<tr>
<td>480B</td>
<td>Bellpine (silty clay loam)</td>
<td>3-12%</td>
<td>III</td>
<td>155</td>
<td>3</td>
<td>4</td>
</tr>
<tr>
<td>481C</td>
<td>Bellpine (silty clay loam)</td>
<td>12-20%</td>
<td>III</td>
<td>155</td>
<td>3</td>
<td>3</td>
</tr>
<tr>
<td>482E</td>
<td>Bellpine (silty clay loam)</td>
<td>20-30%</td>
<td>IV</td>
<td>154</td>
<td>3</td>
<td>4</td>
</tr>
<tr>
<td>490B</td>
<td>Willakenzie (clay loam)</td>
<td>12-20%</td>
<td>III</td>
<td>154</td>
<td>3</td>
<td>3</td>
</tr>
<tr>
<td>491C</td>
<td>Willakenzie (clay loam)</td>
<td>20-30%</td>
<td>IV</td>
<td>154</td>
<td>3</td>
<td>3</td>
</tr>
<tr>
<td>492D</td>
<td>Willakenzie (clay loam)</td>
<td>3-12%</td>
<td>VI</td>
<td>-</td>
<td>-</td>
<td>3</td>
</tr>
<tr>
<td>500C</td>
<td>Chelulpeum (silty loam)</td>
<td>12-40%</td>
<td>VI</td>
<td>-</td>
<td>-</td>
<td>4</td>
</tr>
<tr>
<td>501E</td>
<td>Chelulpeum (silty loam)</td>
<td>2-7%</td>
<td>III</td>
<td>-</td>
<td>-</td>
<td>4</td>
</tr>
<tr>
<td>520B</td>
<td>Hazelair (silty clay loam)</td>
<td>7-20%</td>
<td>IV</td>
<td>-</td>
<td>-</td>
<td>4</td>
</tr>
<tr>
<td>521C</td>
<td>Hazelair (silty clay loam)</td>
<td>3-12%</td>
<td>III</td>
<td>-</td>
<td>-</td>
<td>4</td>
</tr>
<tr>
<td>55A</td>
<td>Conser (silty clay loam)</td>
<td>12-20%</td>
<td>VI</td>
<td>-</td>
<td>-</td>
<td>3</td>
</tr>
<tr>
<td>90A</td>
<td>McAlpin (silty clay loam)</td>
<td>II</td>
<td>199</td>
<td>-</td>
<td>-</td>
<td>3</td>
</tr>
</tbody>
</table>

* Agricultural Soil Capability Class and Douglas Fir Site Index from U.S. Soil Conservation Service OR Soils -1 Forms (OR-1s).


SG:bp/METRO2
RESOLUTION NO. 3699

A RESOLUTION ADOPTING THE WILLOW CREEK SPECIAL AREA STUDY AND AMENDING THE EUGENE-SPRINGFIELD METROPOLITAN AREA GENERAL PLAN.

The City Council of the City of Eugene finds that:

1. The Eugene-Springfield Metropolitan Area General Plan established a portion of the Willow Creek Basin as an important growth area of the community and included a portion of the Basin within the urban growth boundary of the Metropolitan Plan.

2. As part of the Metropolitan Plan process a variety of land uses were identified as appropriate within the Basin as urban development occurred.

3. In February, 1982, the Planning Commission directed that work be initiated on a Special Area Study in the Willow Creek Basin in order to establish public policy direction prior to development proposals for the Basin.

4. As part of the development of this Special Area Study a citizen involvement process was established by the Eugene Citizen Involvement Committee. The citizen involvement process included: dialogue with major land owners in the Basin; a May 25, 1982 meeting held with residents and property owners of the Basin at Bailey Hill elementary school, attended by about 50 interested individuals; discussions and comments by interested parties through individual meetings; distribution of about 650 copies of the draft Study (May 1982) to property owners, residents, and interested governmental agencies; and consultation with the Metropolitan Area Plan Advisory Committee regarding the Special Area Study.

5. The draft Study contained a series of policy statements and two alternative land-use configurations appropriate for the Willow Creek Basin. All of the policies are consistent with direction established by the Metropolitan General Plan. Alternative 1 of the two land-use arrangements reflected an employment intensive scenario which could be appropriate for the Basin. Alternative 2 reflected a focus on residential development in the Basin. Because Alternative 1 provided for substantial modifications to the Metropolitan General Plan, it requires an amendment to that document. Alternative 2 does not require such an amendment. Both alternatives contained a variety of land uses which were consistent with broad goals and policies established by the Metropolitan Plan, the 1974 Community Goals and Policies document, and the Eugene-Springfield Area Transportation 2000 Plan (T-2000).

6. On June 8, 1982 the Planning Commission conducted its public hearing on the Willow Creek Special Area Study. About 12
individuals presented testimony to the Commission at this hearing. The majority of the testimony supported the Study and generally favored Alternative 1 - the employment intensive land-use alternative.

7. The Commission continued its deliberation on the Study at its meeting of June 14, 1982. At that time, based on testimony it received at the public hearing, its own discussion, and the background and supporting materials, including Statewide Goal and local plan consistency analysis (Exhibit A), and justification for amendment to the Metropolitan Plan (Exhibit B), the Commission unanimously voted to forward the following recommendations to the City Council:

a. Adopt the Willow Creek Special Area Study with Alternative 1;

b. Initiate amendment procedures to the Metropolitan Plan following the process outlined in Chapter IV of that document; and

c. Make a series of changes to the draft document.

8. The City Council initiated the Plan amendment procedure as prescribed in Chapter IV of the Plan document, on June 16, 1982.

9. On July 12, 1982, the City Council conducted its own public hearing of the Planning Commission's recommendations. This hearing addressed the Willow Creek Special Area Study and possible amendment to the Metropolitan Plan.

Now, therefore, based on the above findings and actions,

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

Section 1. The policies set forth in the Willow Creek Special Area Study are hereby adopted as a refinement to the Eugene-Springfield Metropolitan Area General Plan for the Willow Creek Basin, and the explanatory text following the policies is recognized as clarifying and explaining the intent of the policies.

Section 2. The Land Use Diagram included as recommended by the Planning Commission is recognized as clarifying and providing further explanation of the intent of the Metropolitan Plan Diagram. To the extent the Special Area Study Land Use Diagram is inconsistent with the Metropolitan Area General Plan Diagram, the General Plan Diagram is hereby amended.

Section 3. The City Council adopts as additional findings, the supporting text, maps, and tables contained in the remainder
of the Willow Creek Special Area Study as recommended by the Planning Commission.

Section 4. The supporting materials concerning consistency with Statewide Goals as set forth in Attachment A, (June 15, 1982 and June 14, 1982 memoranda), attached hereto and incorporated herein by reference, is recognized as providing further analysis, support, and findings for the adoption of this Special Area Study and Amendment of the General Plan Diagram. Attached as further findings in support of these actions is Attachment B, supplementary findings, which are hereby adopted and the July 21, 1982 memorandum from the Planning Department, the findings and policy statements and amendments are likewise adopted.

The foregoing Resolution adopted the 31st day of July, 1982.

[Signature]

City Recorder
ORDINANCE NO. 20098

AN ORDINANCE AMENDING THE EUGENE-SPRINGFIELD METROPOLITAN AREA GENERAL PLAN DIAGRAM AND THE WILLOW CREEK SPECIAL AREA STUDY DIAGRAM TO REDESIGNATE PROPERTY IDENTIFIED AS MAP 17-04-33-33, TAX LOTS 700 AND 800 (WESTEC SITE) FROM LIGHT-MEDIUM INDUSTRIAL TO COMMERCIAL, AND REZONING THE PROPERTY FROM I-2, LIGHT MEDIUM INDUSTRIAL TO C-2/SR, GENERAL COMMERCIAL WITH SITE REVIEW SUBDISTRICT.

The City Council of the City of Eugene finds that:

A. On June 6, 1997, APC, Inc. submitted an application for a Type II Metro Plan diagram amendment, concurrent automatic amendment to the Willow Creek Special Area Study (refinement plan), and concurrent zone change to redesignate and rezone property identified as Map 17-04-33-33, Tax Lots 700 and 800, referred to as the Westec site, from Light-Medium Industrial to Commercial.

B. This proposal came to the City of Eugene for action pursuant to procedures for amendment and refinement of the Metro Plan described in the Metro Plan and Chapter 9 of the Eugene Code, 1971 (EC), which establishes the Eugene City Council as the approval body for Type II Metro Plan diagram amendments located within the incorporated city limits of Eugene.

C. On June 13, 1997, the Metro Plan amendment application was referred to Lane County and the City of Springfield, and referral notice of the application and public hearing information was mailed to the Churchill Area Neighbors.

D. On July 15, 1997, notice of the hearing was mailed to the owner of the property subject to the amendment, and to owners and occupants of property within 300 feet of the subject property.

E. On July 15, 1997, notice of the hearing was published in the Eugene Register-Guard.

F. On July 11, 1997, the proposed amendment and notice of the City Council hearing on the amendment was mailed to the Oregon Department of Land Conservation and Development as required by ORS 197.610. No comment was received in response to the notice.

G. On August 5, 1997, the Eugene Planning Commission held a public hearing on the request. As per EC 9.130, the Planning Commission hearing was the sole evidentiary hearing on this application, and all evidence in support or opposition to the proposed amendment had to be introduced at the Planning Commission hearing. Testimony in support and in opposition to the
proposed amendment was provided and the written record was held open for two weeks, followed by an additional third week for response from the applicant.

H. The Planning Commission met on September 8 and 9, 1997 to deliberate on the request. At the conclusion of its September 9, 1997 meeting, the Commission was unable to obtain a majority of votes to support a specific recommendation to City Council. The Commission did direct staff to draft a set of possible site review criteria to be forwarded to the City Council. On September 22, 1997, the Commission supported sending a set of draft site review criteria for City Council consideration in the event the Council wished to approve the request and to consider the establishment of a site review subdistrict as part of the rezoning. Only one of the site review criteria would apply to the Westec site if the site were developed as a hotel; all the site review criteria would apply to the Westec site if it were developed for any other commercial use.

I. On September 26, 1997, notice of the Eugene City Council hearing was mailed to the applicant, neighborhood association and those who had requested to be placed on the Interested Parties list for the Metro Plan amendment. On October 14, 1997, notice of the rescheduled hearing was sent to those who received the September 26, 1997 notice.

J. The Eugene City Council held a public hearing on the request on October 27, 1997, followed by work sessions on October 29 and November 10, 1997 and is now ready to take action on the requested amendment. The City Council hearing was on the evidentiary record created before the Planning Commission.

K. Evidence exists within the record and the findings attached hereto that the proposal meets the requirements of Chapter 9 of the Eugene Code, 1971, and the requirements of applicable state and local law.

NOW, THEREFORE,

THE CITY OF EUGENE DOES ORDAIN AS FOLLOWS:

Section 1. The above findings, and the findings set forth in Exhibit C attached hereto and incorporated herein by this reference are hereby adopted.

Section 2. The Metro Plan Diagram land use designation for the property identified as Map 17-04-33-33, Tax Lots 700 and 800, referred to as the Westec site, is amended from Light-Medium Industrial to Commercial, as depicted on Exhibit A attached hereto and incorporated herein by this reference.

Section 3. The Willow Creek Special Area Study land use diagram (Map E) designation for the property identified as Map 17-04-33-33, Tax Lots 700 and 800 is automatically amended from Light-Medium Industrial to Commercial, as depicted on Exhibit A attached hereto and incorporated herein by this reference, in conformance with the provisions of EC 9.136(4).

Section 4. The zoning for the property identified as Map 17-04-33-33, Tax Lots 700 and
800, referred to as the Westec site, is amended from I-2, Light-Medium Industrial to C-2/SR General Commercial with Site Review Subdistrict, as depicted on Exhibit A attached hereto and incorporated herein by this reference. Site Review criteria to be applied to this property are provided in Exhibit B attached hereto and incorporated herein by this reference.

Section 5. If any section, subsection, sentence, clause, phrase, or portion of this Ordinance is for any reason held invalid or unconstitutional by any court of competent jurisdiction, that portion shall be deemed a separate, distinct, and independent provision and that holding shall not affect the validity of the remaining portions of this Ordinance.

Passed by the City Council this 24th day of November, 1997

[Signature]

City Recorder

Approved by the Mayor this 24th day of November, 1997

[Signature]

Mayor
EXHIBIT A:

MA 97-2/Z 97-24, WESTEC SITE

METRO PLAN DESIGNATION: COMMERCIAL
WILLOW CREEK SPECIAL AREA STUDY DESIGNATION: COMMERCIAL
ZONING: C-2/SR
EXHIBIT B

MA 97-2/Z 97-24
SITE REVIEW CRITERIA, WESTEC SITE

Applicability: The following criteria shall apply to the Westec site (Assessors Map 17-04-33-33, Tax Lots 700 and 800) unless the Westec site should be developed with a hotel, in which case only criterion 2(I) shall apply.

Criterion 1: In order to encourage pedestrian oriented, commercial services which will primarily serve the surrounding employment center and residents, the site shall be developed under the following provisions:

A. No single retail tenant space shall be larger than 25,000 square feet of gross building area. No single non-retail, commercial use shall exceed 35,000 square feet gross building area.

Criterion 2: The project design will result in a safe, convenient, and efficient pedestrian-oriented development. In order to promote pedestrian orientation and alternative modes of transportation, the building and site design shall incorporate the following elements:

A. Wherever practicable, the first floors of buildings occupied by commercial or office uses should face public ways. The use of windows, awnings, arcades and other architectural elements to reduce the impact of large unbroken facades adjacent to pedestrian routes shall be incorporated.

B. Buildings shall be oriented to pedestrians arriving by all modes of transportation, not just the automobile, by locating the primary entrance and windows adjacent to pedestrian walkways.

C. The project design, including building orientation and setbacks, shall incorporate areas of public space in order to emphasize and enhance pedestrian activity.

D. Building designs shall avoid long, linear configurations. Pedestrian linkages between buildings, as well as connections from the street to the buildings, shall generally be provided every 200 to 400 feet of street frontage.

E. Architectural features to provide protection from the weather, such as canopies, awnings and covered walkways shall be incorporated where practical. Canopy trees shall also be incorporated along pedestrian paths to provide adequate shade.
MA 97-2/Z 97-24
Site Review Criteria, Westec Site

F. Pedestrian-scale lighting shall be provided along pedestrian routes and at transit stops.

G. Pedestrian paths shall be adequately buffered and separated from streets and other areas of vehicular traffic. Pedestrian paths which cross driveways and parking areas shall incorporate raised crosswalks or walkways which include a change in paving materials.

H. Automobile parking shall be oriented predominately behind or under structures.

I. All signs shall be oriented to the surrounding employment center and residents.

Criterion 3: The development will be designed to promote the use of alternative modes of transportation, thereby reducing potential vehicular traffic-related impacts, by incorporating the following provisions:

A. The total number of parking spaces for the development will not exceed 100% of the minimum requirement.

B. The applicant shall provide adequate transit facilities, including transit stations, bus stops and shelters, as recommended by Lane Transit District.

C. Locate pedestrian routes to provide convenient access to transit facilities on the site, and to link to transit facilities across Willow Creek to the east of the site.

D. Locate bicycle parking facilities close to building entrances and in areas with good visibility.
EXHIBIT C:

FINDINGS IN SUPPORT OF THE ORDINANCE AMENDING THE EUGENE-
SPRINGFIELD METROPOLITAN AREA GENERAL PLAN DIAGRAM,
CONCURRENT AUTOMATIC AMENDMENT OF THE WILLOW CREEK SPECIAL
AREA STUDY DIAGRAM (MAP E), AND ZONING FOR THE WESTEC SITE
MA 92-2/Z 97-24, WESTEC

The following findings pertain to the Westec site (Assessor's Map 17-04-33-33, Tax Lots 700
and 800). Numbers in bracketed citations refer to page numbers in the October 27, 1997 record
packet distributed to the Eugene City Council.

CRITERIA FOR EVALUATING A METRO PLAN AMENDMENT AND
CONCURRENT AUTOMATIC AMENDMENT TO A REFINEMENT PLAN

The following criteria from EC 9.128(3) shall be applied by the City Council in approving or
denyng a Metro Plan Amendment application:

(a) The amendment must be consistent with the relevant statewide planning goals adopted by
the Land Conservation and Development Commission; and

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

EC 9.136(4) provides that when a Metro Plan amendment is enacted that requires an amendment
to a refinement plan or functional plan diagram or map for consistency, the Metro Plan diagram
amendment automatically amends the refinement plan or functional plan diagram or map if no
amendment to the refinement plan or functional plan text is involved.

Based on substantial evidence in the record, the Eugene City Council finds as follows:

Metro Plan Amendment Criterion #1:
EC 9.128 (3)(a) The amendment must be consistent with the relevant statewide planning goals
adopted by the Land Conservation and Development Commission.

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

The amendment is consistent with Goal 1 through the City of Eugene's public notification and
public hearing processes concerning Metro Plan amendments.

A Metro Plan amendment application is subject to the public notification and hearing processes
adopted by the City of Eugene in EC 9.118 to 9.136. This amendment was considered by the
Eugene Planning Commission and Eugene City Council in public hearings. Notice of these
public hearings was duly published in the newspaper of record, The Register-Guard. Written
hearing notices were also mailed to owners and occupants of properties within 300 feet of the property, to persons requesting notice, and to the neighborhood association.

The amendment was referred to the City of Springfield and Lane County on June 13, 1997, as required by EC 9.124, however neither jurisdiction chose to participate. On June 16, 1997, the Planning Division sent to the Churchill Neighborhood Group a referral notice of the application and information on the public hearing before the Eugene Planning Commission, scheduled for August 5, 1997. On July 3, 1997, a Staff Report was mailed to the Eugene Planning Commission and to affected and interested parties as of that date. On July 15, 1997, the Planning Division mailed notice of the Metro Plan amendment public hearing to the applicant and persons who requested notice, to the owner/occupant of the subject property, and to all owners and occupants of property within 300 feet of the subject property. Notice of the Metro Plan amendment public hearing was published in The Register-Guard on July 15, 1997. The Planning Commission public hearing was held on August 5, 1997. Pursuant to EC 9.130, the Planning Commission hearing was the sole evidentiary hearing on the application.

After taking public testimony at the August 5, 1997 public hearing, the Planning Commission left the record open for two weeks, through August 19, 1997, for additional public comments, followed by a one week period, ending August 26, 1997, for response from the applicant.

Following the close of the record on the public hearing, the Commission met on September 8, 9, and 22, 1997, to deliberate on the matter. The Planning Commission deadlocked and was unable to forward a specific recommendation to the City Council either supporting or opposing the amendment.

However, the Commission did direct staff to draft a set of possible site review criteria which could be forwarded to the City Council should the Council decide to attach a Site Review subdistrict to the Metro Plan amendment application's concurrent zone change request. On September 22, 1997, the Commission reviewed and modified a set of draft site review criteria and supported sending the amended set of site review criteria to the City Council for its consideration.

On July 11, 1997, the proposed amendment and notice of the City Council hearing on the amendment was mailed to the Oregon Department of Land Conservation and Development as required by ORS 197.610. No comment was received in response to the notice.

On September 26, 1997, City staff mailed notice of the Eugene City Council hearing (scheduled for October 13, 1997) to the applicant, neighborhood association, and those who requested to be placed on an interested parties list for the Metro Plan amendment. The City Council public hearing was rescheduled to October 27, 1997. On October 14, 1997, City staff sent notice of the rescheduled public hearing to those who received the September 26, 1997 public hearing notice.

The Council held a public hearing on October 27, 1997 and heard argument based upon the evidentiary record established before the Planning Commission. The Council also met on October 29 and November 10, 1997 to further deliberate on the amendment. Public hearing and
meeting notices were duly published in The Register-Guard.

The processes for public involvement and citizen participation established by the City of Eugene, and as implemented above, provided ample opportunity for citizen involvement in the Metro Plan amendment process. The amendment is therefore consistent with statewide planning Goal 1.

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

The amendments to the Metro Plan and Willow Creek Special Area Study plan diagrams are consistent with the Plan amendment provisions found in the Metro Plan, as codified in the Eugene Code (EC 9.118-9.136). The Metro Plan is an acknowledged comprehensive plan, pursuant to provisions specified by the Land Conservation and Development Commission.

The amendment, and the process for reviewing the amendment application, follows the procedures outlined in the Eugene Code and thus conforms with the established land use planning process, and is consistent with statewide planning Goal 2.

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

The subject site does not involve any agricultural land by zoning, Plan designation, or use. Therefore, this Goal is not relevant and the amendment does not affect Metro Plan compliance with statewide planning Goal 3.

**Goal 4-Forest Lands:** To conserve forest lands by maintaining the forest land base and to protect the state's forest economy by making possible economically efficient forest practices that assure the continuous growing and harvesting of forest tree species as the leading use on forest land consistent with sound management of soil, air, water, and fish and wildlife resources and to provide for recreational opportunities and agriculture.

The subject site does not involve any forest land by zoning, Plan designation, or use. Therefore, this Goal is not relevant and the amendment does not affect Metro Plan compliance with statewide planning Goal 4.

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

Based on information in the West Eugene Wetlands Plan and the National Wetlands Inventory maps, the subject site does not contain any jurisdictional wetlands or hydric soils. [Pp. 327-328, 330] The northern portion of Westec Business Park does contain a significant wetland area. As part of the subdivision approval for this business park (S 95-36), the applicant was required to delineate the wetland areas. The delineation shows that the subject site is located a substantial distance from any wetlands.
The Draft Metropolitan Natural Resources Special Study identified an Oak Savannah site (Site E34 on the draft inventory map) in the vicinity. The site is described as approximately 38 acres in size, most of which is located on the Lane Memorial Gardens, located west of the subject Westec Site. Approximately 11 acres are located within the Westec Business Park. However, that acreage is comprised of lots that are north of the Westec Site. Furthermore, upon development, any trees proposed for removal on the Westec Site will be subject to the tree felling ordinance contained in the Eugene Code.

No inventoried Goal 5 resources have been identified for the subject site. Based upon the above information, the proposed amendment is consistent with statewide planning Goal 5.

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

The applicant proposes the development of a hotel on the Westec Site. However, the Council’s decision does not involve a specific development proposal or site plan. The decision is limited to an amendment of the Metro Plan and refinement plan land use diagrams, as well as the zoning district designation. Any future development will be addressed through the applicable land use regulations and review procedures and will be required to comply with all local, state, and federal standards and guidelines regarding construction, discharges, and stormwater runoff. Therefore, the Goal is not relevant and the amendment does not affect Metro Plan compliance with statewide planning Goal 6.

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

Flood Insurance Rate Map #410122 0004C (dated 10-18-95), indicates that the subject site is located within Zone C, well above the 100-year flood elevation. No other conditions on the subject sites indicate they are subject to natural hazards or disasters. Therefore, the amendment does not affect Metro Plan compliance with statewide planning Goal 7.

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

The subject property is not designated for recreation or park use in the Metro Plan, Willow Creek Special Area Study, or the Eugene Parks and Recreation Plan (1989). The Metro Plan does designate the Lane Memorial Gardens site to the west as Parks and Open Space, however, in recognition of the visual open space provided. The Eugene Parks and Recreation Plan discusses the need for acquisition of 50 acres for a future community park and community center in the Willow Creek area, however, no specific site has been identified. Based on this information, the amendment does not affect Metro Plan compliance with statewide planning Goal 8.

**Goal 9-Economic Development:** *To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon’s citizens.*
In 1992, the City of Eugene adopted the Eugene Commercial Lands Study and the Metropolitan Industrial Lands Inventory Report and Policy Report. These studies were adopted as functional refinements to the Metro Plan, and comply with the requirements of Goal 9. The primary intent of these studies was to determine the supply and demand for commercial and industrial land.

With regard to commercial land, Table 4, page II-15 of the Commercial Lands Study indicated that the supply of commercial land as of 1989 was 702 acres. [Pg. 242] Demand needs projected through the year 2010 were 532 acres, resulting in an excess supply of 170 acres. This figure also includes a portion of existing industrial land (approximately 95 acres) in available supply, since the I-1 and I-2 zoning districts allow certain "supporting commercial establishments."

The applicant submitted into the record a more recent analysis by Lane Council of Governments (LCOG) updating the methodology used in the 1989 commercial lands inventory and applying the most recent data, the 1994 parcel files. The LCOG analysis indicated a supply of undeveloped commercial land of 354 acres, as of 1994. [Pg. 323]

The Industrial Lands Policy Report concluded that the short-term (5 year) supply of industrial land was determined to be 1,887 acres as of 1989, while the short-term demand was estimated to be between 228 and 410 acres. [Pg. 311] The Report also determined that the long-term (20 year) supply of buildable industrial land was 3,604 acres within the Metro UGB and 2,895 acres within the Eugene UGB, far exceeding the long-term demand estimated at between 650 and 1,172 acres. [Pp. 308, 313] This information indicates that the industrial land supply is more than adequate to meet the short-term and long-term demand for future industrial development.

The applicant submitted an analysis by LCOG updating the available supply of undeveloped industrial land within the Eugene UGB using 1994 parcel data files. The analysis calculated a total supply of 2,861 acres of undeveloped industrially designated or zoned land within the Eugene UGB. [Pg. 324] The Industrial Lands Inventory Report identified that of the total acreage of vacant land within the Eugene-Springfield UGB designated or zoned industrial, approximately 10% of the vacant acreage is deemed unbuildable. The Industrial Lands Policy Report defined "buildable land" as privately owned and "not prohibited from development due to physical prohibitions including floodway, severe soils or slope constraints, and officially protected wetland or wetland mitigation status." [Pg. 7, Policy Report]

Applying the same 10% reduction for unbuildable lands to the updated LCOG analysis of vacant industrial land within the Eugene UGB yields approximately 2,575 acres of vacant, buildable industrial land within the Eugene UGB as of 1994 [Pgs. 126, 127], which far exceeds the demand within the entire Eugene-Springfield Metro UGB. Even if the amount of unbuildable acres within the entire Eugene-Springfield Metro UGB (435 acres) identified in the Industrial Lands Inventory Report [Pg. 308] is subtracted from the updated LCOG analysis of vacant industrial land only within the Eugene UGB, the yield of 2,426 acres still far exceeds the projected demand.

Another study, a "Market Demand Study for Nodal Development" by ECONorthwest and Leland
Consulting Group, indicated a similar number of undeveloped acres designated for industrial use. [Pg. 253] In addition, this study noted that 43% of vacant, buildable industrial land is available for Light-Medium Industrial use and 19% is designated for Campus Industrial use.

Furthermore, the industrial lands inventory accounted for changes in use and Plan designations. The Policy Report stated: "The surplus of industrial land in the existing inventory provides for market choice: original Plan allocations exceed the projected demand; the long term demand figure was increased by 25 percent to account for land holdings, future expansions, and other conditions; and developed land not included in this inventory which may be available for redevelopment." [Pg. 313]

Current work on the West Eugene Wetlands Plan and other future evaluations may affect the exact acreage of future "buildable" industrial land, but the information contained in the Metropolitan Industrial Lands Report provides substantial evidence that the amendment proposed will not result in a notable impact on the availability of industrial land in the short-term and long-term; and that after the amendment, there will still be sufficient suitable industrially-designated land to meet projected needs.

Accordingly, the change in designation for the 4.14 acre site, even when added to the change in designation for the 9.44 acre Willow Creek site, will not materially affect the supply of industrial land in Eugene, or result in projected demand exceeding the supply of industrial land in the short-term or the long-term.

The amendment is also consistent with the text of the Commercial Lands Study. The Commercial Lands Study identified the need for further commercial opportunities, particularly in relation to business and industrial parks. Page III-6 of the Study states that "Community members have expressed an interest in allowing for a greater creation of business parks that would be characterized by a greater mix of office, retail and industrial uses." [Pg. 243] Policy statements within the Commercial Lands Study further support this direction:

Policy 4.0, Page III-6: Allow some flexibility to mix commercial and industrial uses where the site and public infrastructure can ensure compatibility with surrounding land uses and adequate provision of public services. [Pg. 243]

Policy 10.0, Page III-8: Consider additions to the commercial land supply to provide sites for uses with special siting requirements to achieve the City's economic diversification objectives. [Pg. 244]

The Industrial Lands Inventory Report also found that industrial firms in business or industrial parks "want convenient commercial uses and support services ... close by..." [Pg. 305] The Inventory Report also included a survey indicating that the I-2 zoning district is too restrictive with regard to the range of allowable uses and that more flexibility is needed to allow complementary commercial activities.

The policy statements noted above are also supported within the Metro Plan, which includes the
following policy statements:

Policy 5, page III-B-5: Provide existing industrial activities sufficient adjacent land for future expansion.

The amendment would not affect the potential for expansion of surrounding industrial uses. There is ample room in the Westec Business Park to accommodate further industrial development.

Policy 8, page III-B-5: Encourage the improvement of the appearance of existing industrial areas, as well as their ability to serve the needs of existing and potential light industrial development.

Policy 11, page III-B-5: Encourage economic activities which strengthen the metropolitan area's position as a regional distributions, trade, health, and service center.

The amendment will be consistent with the two policy statements above. Providing for commercial use at the Westec Site will support the needs of nearby industrial developments. Providing a commercial site suitable for a hotel within walking distance of two major business parks, the Hyundai semiconductor plant, and other industries will enhance the vitality and desirability to existing and future industrial enterprises.

Policy 2(d), page III-F-5: Existing employment centers shall be encouraged to grow and diversify by allowing and concentrating new commercial, governmental, and light industrial uses, where appropriate, in those centers.

The Willow Creek area is identified as an Employment Center in materials for the update of the Metropolitan Area Transportation Plan (TransPlan). [Pg. 262] With thousands of employees already the area is a de facto employment center, apart from any formal designation as such. Provision of a complementary commercial use to serve the surrounding industrial area is consistent with the above policy.

Based on the above findings and the evidence in the record, the City Council finds that the change in designation for less than 5 acres will not materially affect the supply of industrial lands in Eugene, or result in demand exceeding the supply of industrial land in the short-term or long-term. Therefore, the amendment is consistent with the City's economic development policies and statewide planning Goal 9.

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

The amendment will not affect the availability or opportunities for housing in the area because the amendment only changes the designation of the subject site from an industrial designation to a designation for commercial use. Therefore, the amendment will not affect Metro Plan housing policies and is consistent with statewide planning Goal 10.
**Goal 11-Public Facilities and Services:** To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.

All key urban public facilities and services have been planned and developed in conjunction with previous subdivision approvals concerning the subject site. In particular, all streets and utility services (water, sewer, and electricity) are currently available. Stormwater facilities were constructed in conjunction with development of the Westec Business Park. Accordingly, the amendment will not affect Metro Plan public facility and service provision and is consistent with statewide planning Goal 11.

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

The subject site is accessed by a transportation system that includes Pitchford Avenue and Westec Drive, which are fully improved local streets. These streets lead to Willow Creek Road, which was recently improved as a three-lane collector street feeding into West 11th Avenue and West 18th Avenue, which are arterial streets.

Commercial development at the Westec site will serve the nearby growing industrial development in the Willow Creek area (i.e., Hyundai, Molecular Probes, Westec North and Westec South Business Parks). The amendment locates the commercial use within convenient walking distance to those industrial developments. Providing complementary uses within walking distance of one another potentially reduces the number and length of auto trips, helping reduce the number of vehicle miles traveled (VMT) as required in the state Transportation Planning Rule TPR as established in OAR 660-012-0035(4).

A Traffic Impact Study (TIS) conducted by the applicant demonstrates that the proposed hotel use at the Westec site would not negatively impact traffic and would conform with other provisions of the TPR. [Pg. 367]

Specifically, OAR 660-012-0060 (1) relates to comprehensive plan amendments which "significantly affect" a transportation facility. OAR 660-012-0060 (2) outlines the means by which a plan amendment "significantly affects" a transportation facility:

(a) Changes the functional classification of an existing or planned transportation facility;

(b) Changes standards implementing a functional classification system;

(c) Allows types or levels of land uses which would result in levels of travel or access which are inconsistent with the functional classification of a transportation facility; or

(d) Would reduce the level of service of the facility below the minimum acceptable level identified in the TSP.

The amendment does not "significantly affect" a transportation facility per the above criteria.
because commercial development would not change the function, classification, capacity, or level of service for any of the potentially affected streets identified in the TIS. [pg. 367, 427] For purposes of assessing the “worst case” transportation impact, the TIS projected that “non-nodal ‘big box’ retail development can generate about 500 new PM peak hour trips without causing a deterioration from LOS ‘D’ upon build-out.” [Pg. 75] Staff analysis of the TIS indicated that the “worse case” scenario could generate “about 800 peak hour trips generated by a shopping center on the larger parcel,” a 9.5-acre parcel adjacent to the Westec site also assessed in the TIS. [Pg. 362] We find that even if the Westec site were developed for commercial uses generating traffic volumes projected in the TIS, rather than for the hotel use proposed by the applicant, that given the subject site’s size at less than one-half that of the larger parcel assessed, commercial development at the Westec site would not create sufficiently large traffic volumes as to cause degradation in level of service standards at critical intersections such that the amendment would “significantly affect” a transportation facility in violation of the Transportation Planning Rule and Goal 12.

Site review criteria forwarded by the Planning Commission will be applied as a Site Review Overlay District to the change in Zoning District for the Westec site being processed concurrently with the application for Metro Plan amendment. The site review criteria will further ensure that if the Westec site is not developed as the hotel use proposed, that other commercial uses with greater transportation impacts will effectively be precluded.

However, the amendment meets Goal 12 and the TPR requirements irrespective of the site review criteria and zoning subdistrict applied to the site’s future zoning district. Even if the site were developed with a “big box” retail use generating “worse case” traffic impacts, the use would not “significantly affect” a transportation facility. Therefore, the amendment is consistent with TPR requirements and statewide planning Goal 12.

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

The amendment will allow a commercial use to serve a significant employment center. Because the site is located immediately across the street from its target market, prospective customers are within convenient walking distance of their business destination. This would enable fewer automobile trips and result in greater conservation of energy.

Because a wide range of potential uses are allowed in the I-2 zone, a comparison of energy consumption or conservation between a particular industrial and commercial uses is neither practical or appropriate. For example, an industrial warehouse could have extremely different energy consumption rates as opposed to a manufacturing plant. However, future development plans will be subject to applicable energy efficiency requirements established in the Eugene building code and state and federal standards.

Therefore, the amendment will not affect Metro Plan compliance with statewide planning Goal 13.

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

The subject site is within the Eugene city limits and Urban Growth Boundary and has all necessary urban services. The property is not being converted from rural to urban land use. Therefore, this Goal is not relevant and the amendment will not affect Metro Plan compliance with statewide planning Goal 14.

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

The subject site is not within the Willamette River Greenway, therefore this Goal is not relevant and the amendment will not affect Metro Plan compliance with statewide planning Goal 15.

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

There are no coastal, ocean, estuarine, or beach and dune resources related to the site or involved in the amendment. Therefore, these Goals are not relevant and the amendment will not affect Metro Plan compliance with Goals 16 through 19.

Metro Plan Amendment Criterion #2:
EC 9.128(3)(b) Adoption of the amendment must not make the Metro Plan internally inconsistent.

The Metro Plan amendment will not alter the Metro Plan’s internal consistency because the amendment only modifies the Plan Diagram. No modification to the Metro Plan text references are necessary. As cited under EC 9.128(3)(a) above, the amendment is consistent with adopted policies contained in the Metro Plan, the Willow Creek Special Area Study (1982), and applicable functional plans including TransPlan (1986), the Eugene Commercial Lands Study (1992) and the Metropolitan Industrial Lands Special Study (1993).

Criteria for Concurrent Automatic Amendment of Refinement Plan Diagram:
EC 9.136(4) When a Metro Plan amendment is enacted that requires an amendment to a refinement plan or functional plan diagram or map for consistency, the Metro Plan amendment automatically amends the refinement plan or functional plan diagram or map if no amendment to the refinement plan or functional plan text is involved.

The subject site is located within the Willow Creek Special Area Study (WCSAS). The Metro Plan Diagram amendment and zone change do not require any change to the text of the Metro Plan or Willow Creek Special Area Study. Page 26 of the Willow Creek Special Area Study states that the Plan Diagram is intended to conceptually identify land use arrangements in the Willow Creek basin which would ultimately be implemented by other more specific public
actions, such as zoning and other implementation techniques. [Pg. 268]

The WCSAS emphasizes the nodal development concept, which seeks the "location of commercial activities at the northern edge of the Basin in proximity to light-medium industrial activities." [Pg. 269] With the development of Hyundai, Molecular Probes, and the Westec Business Parks, this area is arguably becoming the most significant employment center in the Willow Creek area. As envisioned in the WCSAS, the amendment would enable the arrangement of land uses to maximize the nodal development concept by locating a complementary commercial use adjacent to the target industrial market.

The Metro Plan amendment meets the criteria specified in EC 9.136(4) and will automatically amend the Willow Creek Special Area Study land use diagram to maintain consistency between the Metro Plan and the refinement plan.

CRITERIA FOR EVALUATING A ZONE CHANGE

The applicant requested a concurrent zone change as provided for in EC 9.674 (3). The following criteria from EC 9.678 shall be applied by the City Council in approving or denying the zone change request:

(a) The uses and density that will be allowed in the location of the proposed change can be served through orderly and efficient extension of key urban facilities and services prescribed in the Metropolitan Area General Plan, and are consistent with the principles of compact and sequential growth;

(b) The proposed change is consistent with the Metropolitan Area General Plan, applicable text, specific elements related to the uses listed in the proposed zoning districts, and applicable land use designations. The written text of the Plan takes precedence over the Plan diagram where apparent conflicts or inconsistencies exist; and

(c) The proposed change is consistent with applicable adopted neighborhood refinement plans. In the event of inconsistencies between these plans or studies and the Metropolitan Area General Plan, the latter is the prevailing document.

Based on substantial evidence in the record, the Eugene City Council finds:

Zone Change Criterion #1
EC 9.678(a): The uses and density that will be allowed in the location of the proposed change can be served through orderly and efficient extension of key urban facilities and services prescribed in the Metropolitan Area General Plan, and are consistent with the principles of compact and sequential growth;

All key utility facilities and services (e.g., water, sewer) are currently available to the Westec site. Stormwater facilities were constructed in conjunction with development of the Westec Business Park.
The Willow Creek area has been identified as a potential nodal development site as part of the TransPlan update process. The change in zoning will enhance the area's function as an employment node by providing a complementary commercial service adjacent to the industrial firms the commercial area is intended to serve. The concept of consolidating complementary services within convenient walking distance in this substantial employment center will promote the principles of compact and sequential growth.

Although the I-2 zoning district currently permits a certain range of commercial uses, there is a distinct limit to the type and amount of commercial activity. The I-2 zone allows commercial services (e.g., barber shops, convenience store, offices for engineers and surveyors), but limits square footages for support services to 20% of the gross floor area of the industrial park. The commercial use proposed is not allowed in any industrial zone. The nearest undeveloped commercial land is located on West 11th Avenue, east of Beltline Highway. Given the distance from the Westec site, this area is identified as a separate and distinct nodal development area from the Willow Creek Employment Center.

Based on the information provided above, the zone change will be consistent with the above criterion.

Zone Change Criterion #2:
EC 9.678(b): The proposed change is consistent with the Metropolitan Area General Plan, applicable text, specific elements related to the uses listed in the proposed zoning districts, and applicable land use designations. The written text of the Plan takes precedence over the Plan diagram where apparent conflicts or inconsistencies exist; and

Discussion of consistency of the zone change with the Metro Plan is provided as part of the evaluation of the Metro Plan amendment and is incorporated herein and made a part of the findings for the zone change by this reference as if fully set forth here. The zone change to C-2, General Commercial, is consistent with the amended Metro Plan land use designation of Commercial.

The proposed zone change meets the above criterion because the commercial use proposed for the subject site is consistent with the specific elements related to the allowable uses listed in the proposed C-2, General Commercial zoning district. Hotels are permitted only in C-2, General Commercial or C-3, Major Commercial districts. The proposal is to change zoning for the Westec site to C-2 since the proposal is to create a commercial use to serve the surrounding area, and not the metropolitan area. Hotels are not permitted in the site's existing I-2, Light Medium Industrial zoning district.

Concurrent approval of the proposed Metro Plan Diagram amendment and zone change will keep the Plan designations and zoning districts for the subject site consistent.

Zone Change Criterion #3:
EC 9.678(c): The proposed change is consistent with applicable adopted neighborhood refinement plans. In the event of inconsistencies between these plans or studies and the
Metropolitan Area General Plan, the latter is the prevailing document.

This zone change request was processed concurrently with an amendment to the Willow Creek Special Area Study (WCSAS) diagram. The Metro Plan amendment automatically amends the WCSAS as provided for in EC 9.136(4). Accordingly, rezoning to C-2, General Commercial is consistent with the new refinement plan designation of Commercial.
COUNCIL ORDINANCE NUMBER 20456

COUNCIL BILL NUMBER 5024

AN ORDINANCE TO REDESIGNATE A PORTION OF "LANE MEMORIAL GARDENS" FOR LOW DENSITY RESIDENTIAL USE BY: AMENDING THE EUGENE-SPRINGFIELD METROPOLITAN AREA GENERAL PLAN DIAGRAM; AND AMENDING THE WILLLOW CREEK SPECIAL AREA STUDY DIAGRAM

ADOPTED: March 8, 2010

SIGNED: March 10, 2010

PASSED: 8/0

REJECTED:

OPPOSED:

ABSENT:

EFFECTIVE: April 10, 2010
ORDINANCE NO. 20456

AN ORDINANCE TO REDESIGNATE A PORTION OF “LANE MEMORIAL GARDENS” FOR LOW DENSITY RESIDENTIAL USE BY: AMENDING THE EUGENE-SPRINGFIELD METROPOLITAN AREA GENERAL PLAN DIAGRAM; AND AMENDING THE WILLOW CREEK SPECIAL AREA STUDY DIAGRAM.

THE CITY OF EUGENE DOES ORDAIN AS FOLLOWS:

Section 1. The Metro Plan Diagram land use designation for the southernmost 28.26 acres of the property identified as Tax Assessor’s Map 17-04-33-32, Tax Lot 600 is amended from Parks and Open Space to the Low-Density Residential land use designation as depicted on Exhibit A attached hereto and incorporated herein by this reference.

Section 2. Consistent with the provisions of Section 9.7750(4) of the Eugene Code, 1971, the land referenced in Section 1 above is automatically and concurrently redesignated from Open Space to Low Density Residential on ‘Map E Future Land Use’ (Page 29) of the Willow Creek Special Area Study, as shown on Exhibit B, which is incorporated herein.

Section 3. Based on the findings set forth in Exhibit C (attached hereto and adopted as findings in support of this Ordinance), the following limitation on the use of the land referenced in Section 1 above is hereby imposed:

The development on the subject site is limited to a maximum of 29 single family units or a combination of uses that results in an equivalent or lesser number of maximum peak hour vehicle trips (not to exceed 35 pm peak hour trips), based on the Trip Generation Manual from the Institute of Transportation Engineers (ITE). The City may allow development intensity beyond this maximum number of peak hour vehicle trips only if the applicant submits to the City and ODOT a traffic impact analysis that demonstrates that the proposed intensification of use would be consistent with the Transportation Planning Rule (TPR) at OAR 660-12-0060. The applicant shall seek and the City shall consider such approval using the City’s Type II land use application procedures.

Passed by the City Council this
8th day of March, 2010

Approved by the Mayor this
10th day of March, 2010

Acting City Recorder

Mayor

Ordinance - Page 1 of 1
Metro Plan Diagram amendment from Parks and Open Space to Low Density Residential for the southern portion of Tax Lot 600 Assessor's Map 17-04-33-32.
Refinement Plan Diagram amendment from Open Space to Low Density Residential for the southern portion of Tax Lot 600 Assessor’s Map 17-04-33-32.
Exhibit C

Findings

Lane Memorial Gardens
(MA 08-1 and Z 09-1)

Metro Plan Diagram Amendment (MA 08-1)

The proposed amendment changes the current Metro Plan land use diagram designation of 28.46 acres of the southern portion of Lane Memorial Gardens Cemetery, on the south side of West 11th Avenue, from Parks and Open Space to Low Density Residential. In accordance with applicable Metro Plan amendment procedures, upon approval, the land use diagram of the Willow Creek Special Area Study will also be automatically and concurrently amended from Open Space to Low Density Residential.

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

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

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

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

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

Subsequent to deeming the applications complete, on April 10, 2009, the City mailed notice of the proposed plan amendments to the Department of Land Conservation and Development, as required by the Eugene Code and in accordance with State statutes. Revised notice of the plan amendment was subsequently mailed October 23, 2009. Referrals concerning the pending applications were sent to the Oregon Department of Transportation (ODOT), City of Springfield, Lane County, the affected Neighborhood Association, the Churchill Area Neighbors and to City departments.
The Planning Commission public hearing on the proposed ordinance was duly noticed to the City of Springfield, Lane County, community groups and individuals who have requested notice as all property owners and occupants within 500 feet of the subject property. In addition, notice of the public hearing was also published in the Register Guard. The City Council then held a duly noticed public hearing to consider approval, modification, or denial of the proposed ordinance. These processes afford ample opportunity for citizen involvement consistent with Goal 1. Therefore, the proposed ordinance is consistent with Statewide Planning Goal 1.

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

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

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

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

Goal 3 is not applicable to these amendments as the subject property and actions do not affect any agricultural plan designation or use. Goal 3 excludes lands inside an acknowledged urban growth boundary from the definition of agricultural lands. Since the subject property is entirely within the acknowledged urban growth boundary, Goal 3 is not relevant and the amendments do not affect the area’s compliance with Statewide Planning Goal 3.

Goal 4 - Forest Land: To conserve forest lands.

Goal 4 is not applicable to these amendments as the subject property and actions do not affect any forest plan designation or use. Goal 4 does not apply within urban growth boundaries and, therefore, does not apply to the subject property, which is within Eugene’s urban growth boundary (OAR 660-006-0020). Therefore, Goal 4 is not relevant and the amendments do not affect the area’s compliance with Statewide Planning Goal 4.
Goal 5 - Open Spaces, Scenic and Historic Areas, and Natural Resources: To conserve open space and protect natural and scenic resources.

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

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

(a) The PAPA creates or amends a resource list or a portion of an acknowledged plan or land use regulation adopted in order to protect a significant Goal 5 resource or to address specific requirements of Goal 5;

(b) The PAPA allows new uses that could be conflicting uses with a particular significant Goal 5 resource site on an acknowledged resource list; or

(c) The PAPA amends an acknowledged UGB and factual information is submitted demonstrating that a resource site, or the impact areas of such a site, is included in the amended UGB area.

The proposed amendments do not create or amend a list of Goal 5 resources, a plan or a land use regulation adopted in order to protect a significant Goal 5 resource or to address specific requirements of Goal 5, and do not amend the acknowledged Urban Growth Boundary. Therefore, it is clear that the proposed amendments do not trigger the need to consider Goal 5 pursuant to OAR 660-023-0250(3)(a) or 3(c).

Some analysis is required to determine whether OAR 660-023-0250(3)(b) triggers the need to consider Goal 5. (3)(b) asks whether "the PAPA allows new uses that could be conflicting uses with a particular significant Goal 5 resource site on an acknowledged resource list."

The forested slopes on a portion of the site were identified on the City's 1978 inventory of "Scenic Areas" (April 12, 1978 Scenic Sites Working Papers, Figure H2), which is a part of the City's acknowledged Goal 5 inventory. The adopted working papers define standards for identifying sites and characteristics of scenic sites, but do not set the level of protection to be assigned to these sites.

Although the site was identified on the 1978 inventory, no further protection of the site was assigned through subsequent processes. While the Willow Creek Special Area Study (1982) identified certain natural conditions that would necessitate development to occur under additional land use approvals, the site does not fall within the identified characteristics, nor is the site identified as having wetlands in the West Eugene Wetlands Plan (2000). These site characteristics and wetlands are discussed further in the concurrent zone change findings at EC 9.8865(2) below, in regards to the adopted Willow Creek Special Area Study and West Eugene Wetlands Plan policies. As no further Goal 5 protection measures have been locally adopted for the subject site, the residential uses allowed by the plan amendment would not adversely affect the Goal 5 "Scenic Area" site.
Even if the site’s current designation was intended to protect the scenic area, the proposed change would not diminish any protections afforded under Goal 5. Whether residential uses “could be conflicting uses with” the identified Goal 5 area may depend upon the definition of “conflicting use.”

The standard definition of “conflicting use” at OAR 660-023-0010(1) is:

“a land use, or other activity reasonably and customarily subject to land use regulations, that could adversely affect a significant Goal 5 resource (Except as provided in OAR 660-023-0180(1)(b).”

If this definition is applied, the question under OAR 660-023-0250(3)(b) would be ‘whether a residential use could adversely affect the Goal 5 site “Scenic Area”.’ (Note that OAR 660-023-0180(1)(b) applies only to mineral and aggregate resources, and as such, is not applicable to this request).

In determining if the new residential uses could adversely affect the Goal 5 site, a comparison can be drawn to existing allowed uses as a cemetery and regulations that would act to preserve the portion of the site as a “Scenic Area”. If no amendment is granted, the remainder of the subject site could be developed as a cemetery. Cemeteries are allowed subject to an approved conditional use permit, which includes approval criteria addressing natural resource and tree protection. The impacts to the site from such development would include activities such as grading and tree removal, which are similar to the impacts to natural features that would arise if the site was developed for residential uses. Future residential uses and development would be subject to similar natural resource and tree protection requirements through the subdivision or other land use application process. In either scenario, the level of resource protection under Goal 5 would not change.

Therefore, OAR 660-023-0250(3)(b) above is also not applicable as the plan amendment does not adversely affect the Goal 5 resource.

The applicant’s findings conclude that the new uses could conflict with the Goal 5 resource and has submitted a concurrent zone change (City file Z 09-1) to add the /SR overlay to the subject property as a means of ensuring resource protection as the property is developed. With the /SR overlay, future development applications would be required to be approved through the site review process. Application of the /SR is not required in the context of this Goal, as the above findings demonstrate that the plan amendment does not adversely affect the Goal 5 resource.

The applicant also provided additional findings and ESEE analysis in a letter dated December 7, 2009 to the Eugene Planning Commission from Dan Terrell. That letter is hereby incorporated into these findings by reference.

Per the findings above it is found that the plan amendment does not affect a Goal 5 resource and further Goal 5 considerations are not required. For this reason, the amendment is consistent with Statewide Planning Goal 5.
Goal 6 - Air, Water and Land Resources Quality: To maintain and improve the quality of the air, water, and land resources of the state.

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

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

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

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

The Parks and Open Space designation includes existing publicly owned parks as well as publicly and privately owned golf courses and cemeteries. This Goal 8 ensures the provision of recreational facilities to Oregon citizens and is primarily concerned with the provision of those facilities in non-urban areas of the state. Unlike planning for its residential, commercial or industrial land needs under Goals 9 and 10, planning for a city’s recreational needs is largely a matter of local choice. The applicable statutes, Statewide Planning Goals and administrative rules are not prescriptive as to the amount of park land that a city must have to serve its population. While the City takes into consideration the existence of private recreation facilities and open space in its parks planning process, because there is no guarantee that lands owned by private entities will remain in perpetuity as public open space and/or recreation facilities, the City does not (and is not required to) account for private facilities and open space in its supply of recreation facilities, parks and open space. The subject property is not included on any formally adopted list, inventory or map identifying the City’s existing parks and open space supply. As such, changing the designation of the subject property will have no impact on the City’s parks and open space supply. While the proposed amendments will impact a private cemetery, the proposed amendments will
not impact the provision of public recreational facilities, nor will they affect access to existing or future public recreational facilities. Therefore, the amendments are consistent with Statewide Planning Goal 8.

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

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

The applicant states that the proposed amendment is consistent with OAR 660-009-0010(4) since the proposed amendment does not change the designation from industrial to non-industrial or an employment use designation to any other use designation. The proposed plan designation change is from Parks and Open Space to Low Density Residential.

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

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

Goal 10 requires that communities plan for and maintain an inventory of buildable residential land for needed housing units. The Administrative Rule for Statewide Planning Goal 10 (OAR 660 Division 8) states that “the mix and density of needed housing is determined in the housing needs projection. Sufficient buildable land shall be designated on the comprehensive plan map to satisfy housing needs by type and density range as determined in the housing needs projection. The local buildable lands inventory must document the amount of buildable land in each residential plan designation.” The comprehensive plan map for the City is the **Metro Plan** land use diagram. The 1999 Eugene-Springfield Metropolitan Area Residential Lands and Housing Study (RLS) is acknowledged for compliance with the requirements of Goal 10 and its Administrative Rule.
The subject property was not included in the RLS supply analysis. (See Exhibit I of the applicant’s written statement). The applicant’s written statement, which is included here by reference, notes that both the RLS and Willow Creek Special Area Study do not allocate the subject property for residential land supply. As such, a change to the residential designation from parks and open space will only add to the residential inventory and can be made to the subject property without affecting other inventories.

Based on these findings, the proposal is consistent with Statewide Planning Goal 10.

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

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

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

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

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

The end of the planning period as identified in the adopted transportation system plan (*TransPlan*) is 2015. For state facilities, Oregon Highway Plan (OHP) Policy 1F.2 states in part: “*When evaluating highway mobility for amendments to transportation system plans, acknowledged*
comprehensive plans and land use regulations, use the planning horizon in adopted local and regional transportation system plans (TSP) or a planning horizon of 15 years from the proposed date of amendment adoption, whichever is greater.”

In determining whether there is a significant effect, Level of Service D (LOS D) is considered the minimum acceptable level of performance for the three impacted City of Eugene facilities. Performance standards from the Oregon Highway Plan (OHP) are applied to state facilities that are located in the Eugene-Springfield metropolitan area. The OHP requires a maximum volume to capacity ratio (v/c) of 0.80 for these facilities. Thus, v/c of 0.80 is considered the minimum acceptable level of performance for the three impacted ODOT facilities.

City of Eugene and ODOT staff was consulted in the scoping and development of the TIA and generally agree that the analysis methods used in the TIA are acceptable. The TIA included analysis of six intersections:

<table>
<thead>
<tr>
<th>Transportation Facilities</th>
<th>Mobility Standard</th>
<th>Jurisdiction</th>
</tr>
</thead>
<tbody>
<tr>
<td>West 11th Ave. @ Terry St./Cemetery Access</td>
<td>0.80</td>
<td>ODOT</td>
</tr>
<tr>
<td>West 11th Ave. @ Willow Creek Rd./Danebo Ave.</td>
<td>0.80</td>
<td>ODOT</td>
</tr>
<tr>
<td>West 11th Ave. @ Beltline</td>
<td>0.80</td>
<td>ODOT</td>
</tr>
<tr>
<td>Willow Creek Rd. @ Pitchford Ave.</td>
<td>LOS D</td>
<td>COE</td>
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<tr>
<td>Willow Creek Rd @ West 18th Ave.</td>
<td>LOS D</td>
<td>COE</td>
</tr>
<tr>
<td>Pitchford Ave. @ Westec Dr.</td>
<td>LOS D</td>
<td>COE</td>
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Pursuant to the TPR, the applicant’s TIA evaluates the performance of impacted transportation facilities in 2015 and 2025, comparing worst-case scenario development in the current land use designation/zone with worst-case scenario development in the proposed designation/zone. Based on the TIA, the worst-case scenario under the current designation/zoning would generate 5 trips in the AM peak hour and 24 trips in the PM peak hour. Based on the TIA, the worst-case scenario under the proposed designation/zoning would generate 218 trips in the AM peak hour and 286 trips in the PM peak hour. “Trip” is defined as a single directional vehicle trip that has one origin and one destination. “Peak hour” is defined as the four highest contiguous 15-minute traffic volume periods.

As stated in the applicant’s TIA, as a result of the proposed plan amendment, the following existing transportation facilities will be significantly affected, as that term is defined by OAR 660-012-0060(1)(c)(C):

1. The intersection of West 11th Ave. at Terry Street/Cemetery Access currently exceeds v/c 0.80 in the PM peak hour; the proposed amendment will worsen the performance of this transportation facility.

2. The intersection of West 11th Ave. at Willow Creek/Danebo Avenue currently exceeds v/c 0.80 in the AM peak hour; the proposed amendment will worsen the
performance of this transportation facility.

3. The intersection of West 11th Ave. at Beltline currently exceeds v/c 0.80 in the PM peak hour; the proposed amendment will worsen the performance of this transportation facility.

Pursuant to OAR 660-012-0060(2), when a local government determines that a development would significantly affect an existing or planned transportation facility, the local government must put in place measures as provided in OAR 660-012-0060(2) to assure that the allowed land uses are consistent with the identified function, capacity and performance standards (level of service, volume to capacity ratio, etc.) of the facility.

If it is found that there are no measures that will assure that the allowed land uses are consistent with the identified function, capacity and performance standards of the facility, the City could still approve the proposed amendment if the applicant demonstrates compliance with OAR 660-012-0060(3).

OAR 660-012-0060(3) states that a local government may approve a development that would significantly affect an existing transportation facility without an applicant assuring that the allowed land uses are consistent with the function, capacity and performance standards if the applicant can demonstrate that: (a) the transportation facility is already performing below minimum acceptable performance standards on the date the amendment application is submitted; (b) the planned transportation facilities will not be adequate to achieve consistency with the performance standard of the facility by the end of the planning period; (c) the development resulting from the proposed amendment mitigate the impacts of the amendment in a manner that avoid further degradation of the transportation facility by the time of development; (d) the amendment does not involve property located in an interchange area; and (e) for affected state highways, ODOT has provided a written statement that the proposed funding and timing for the identified mitigation improvements or measures, are at a minimum sufficient to avoid further degradation of the performance of the affected state highway.

The applicant proposes compliance with the TPR pursuant to OAR 660-012-0060(3). Specifically, the applicant proposes to prevent further degradation of the significantly affected transportation facilities with the imposition of a trip cap that limits the residential units allowed on the subject property. The proposed trip cap would limit the number of residential units allowed on the subject property to 29 single family residences or 50 condominiums. Based on the analysis below, the applicant’s proposed trip cap is consistent with OAR 660-012-0060(3).

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

Consistent with this subsection, the identified West 11th Ave. intersections are currently performing below the acceptable performance standard of 0.80 v/c, as demonstrated in the
applicant's TIA.

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

As shown in the applicant's TIA, planned transportation facilities will not be adequate to achieve consistency with the performance standard of the facility by the end of the planning period, consistent with this subsection.

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

The applicant notes the time of development is anticipated to be 2010. To address this requirement, the applicant has proposed a trip cap that limits the number of residential units to 29 single family residences or 50 condominiums. As shown in the applicant's TIA, imposition of the trip cap proposed by the applicant prevents the significantly affected transportation facilities from being further degraded. Specifically, as shown in Table 6 of the TIA Addendum Revised, with the proposed trip cap, the level of service in 2010 (year of opening) would be the same with the plan amendment or without the plan amendment. Accordingly, the proposed trip cap is consistent with the requirement in OAR 660-012-0060(3)(c) to "avoid further degradation."

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

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

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

Pursuant to this subsection, ODOT submitted a letter to the City of Eugene on September 24, 2009, stating that the proposed trip cap appears reasonable and that the applicant's analysis verifies that "the trip cap would satisfy the TPR requirement. . . ."
The applicant has requested that the trip cap be established in agreement with the City and requests that a mechanism is provided for removal of the trip cap should the capacity for traffic in the area improve in the future. The trip cap could then be modified or removed upon demonstration that the actions are consistent with Goal 12 and the TPR.

The proposed trip cap would limit development to 29 single family residential dwelling units, or 50 townhouse dwelling units. Development proposed beyond that number of trips will need to demonstrate compliance with Goal 12 and TPR. To ensure this trip cap is implemented and a mechanism is in place that will allow development once capacity for traffic has improved, upon demonstration that the actions are consistent with Goal 12 and the TPR, the following condition of approval is warranted:

The development on the subject site is limited to a maximum of 29 single family units or a combination of uses that results in an equivalent or lesser number of maximum peak hour vehicle trips (not to exceed 35 pm peak hour trips); based on the Trip Generation Manual from the Institute of Transportation Engineers (ITE). The City may allow development intensity beyond this maximum number of peak hour vehicle trips only if the applicant submits to the City and ODOT a traffic impact analysis that demonstrates that the proposed intensification of use would be consistent with the Transportation Planning Rule (TPR) at OAR 660-12-0060. The applicant shall seek and the City shall consider such approval using the City’s Type II land use application procedures.

Based on the findings set forth above and the available evidence, and with the trip cap imposed as a measure to mitigate/limit the impact, the proposal complies with Statewide Planning Goal 12 as implemented through OAR 660-012-0060.

Goal 13 - Energy Conservation: To conserve energy.

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

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

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

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

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

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

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

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

The applicant notes that the Metro Plan diagram amendment to re-designate 28.46 acres of land from Parks and Opens Space to Low Density Residential will not create an internal conflict with the remainder of the Metro Plan. The applicant provided detailed findings, which are incorporated here by reference, are intended to show how the Metro Plan diagram amendment is consistent with the policy direction contained in the Metro Plan. Some of those relevant policies are addressed below.

The following Metro Plan polices are applicable to this request:

Growth Management Goals, Findings, and Policies

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

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

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

The amendments will allow compact urban growth to occur on lands that are currently within the UGB and underutilized for an urban area. As such, the proposed amendments support this policy.
A. Residential Land Use and Housing Element

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

The 2004 update of the Metro Plan planned for an adequate supply of residential land based on the analysis of the 1999 Residential Land Supply (RLS). As discussed previously in more detail under Goal 10, the subject property was not included in the RLS inventory as part of the residential land supply. The proposal will increase the available residential land supply within the UGB while not reducing available commercial or industrial lands, consistent with this policy.

Require development to pay the cost, as determined by the local jurisdiction, of extending public services and infrastructure. The cities shall examine ways to provide subsidies or incentives for providing infrastructure that support affordable housing and/or higher density housing. (Policy A.8)

The applicant will be required to conform to City of Eugene standards and pay the fair cost of extending public services and infrastructure as part of future development. The proposed amendment will allow residential housing types to occur on the subject property that would not be possible under the current designation. As such, the proposed amendment supports this policy.

Promote higher residential density inside the UGB that utilizes existing infrastructure, improves the efficiency of public services and facilities, and conserves rural resource lands outside the UGB. (Policy A.10)

Generally locate higher density residential development near employment or commercial service, in proximity to major transportation systems or within transportation-efficient nodes. (Policy A.11)

Coordinate higher density residential development with the provision of adequate infrastructure and services, open space, and other urban amenities. (Policy A.12)

The applicant notes that the proposed amendments will promote higher density inside the UGB by increasing the total supply of residential supply where such development is currently not permitted. While this proposal will provide a higher residential density than not being developed, these policies are intended to promote higher residential densities and the siting of these higher density developments. Therefore, to the extent these policies apply, the proposed amendment is consistent.

Provide opportunities for a full range of choice in housing type, density, size, cost, and location. (Policy A.17)

The applicant's proposed amendment will increase the opportunities for low density residential development in the area. Surrounding properties are designated for industrial, commercial and...
medium density residential. While a specific type of housing is not proposed at this point, the low density nature of the permitted density will allow for a range of housing types, density, size and cost consistent with this policy.

*Expand opportunities for a mix of uses in newly developing areas and existing neighborhoods through local zoning and development regulations.* (Policy A.22)

While the applicant provides findings noting that the proposal is consistent with this policy, this policy is directed at the local jurisdictions that govern the local zoning and development. This policy is not applicable to the development.

**B. Economic Element**

*Continue to evaluate other sites in and around Springfield and Eugene for potential light-medium industrial and special light industrial uses, as well as potential residential uses.*

*Policy B.24*

The applicant notes that given the location, the property could request any of the above designations but given the existing low-density zoning of the property the low-density designation was found to be appropriate. It is noteworthy that the policy only asks for continued evaluation for potential other uses but does not require those uses. To the degree this policy is applicable this proposal will not make the Metro Plan internally inconsistent.

**C. Environmental Resources Element**

*Wetland, riparian corridor, or wildlife habitat sites inside the UGB identified after the adoption of the applicable Goal 5 inventory of significant sites, that have not been previously considered for inclusion in the inventory, shall be addressed in the following manner: ... (Policy C.13)*

The subject site was considered for inclusion, and a portion of the site was included, into the City's Goal 5 inventory as previously described. A portion of the site was identified as a “Scenic Area” in the April 12, 1978 Scenic Sites Working Papers, Figure H2, which is included as part of the City's adopted Goal 5 inventory. Since this site has been identified, considered and already included in the Goal 5 inventory, the above policy is met.

*When planning for and regulating development, local governments shall consider the need for protection of open spaces, including those characterized by significant vegetation and wildlife. Means of protecting open space include but are not limited to outright acquisition, conservation easements, planned unit development ordinances, streamside protection ordinances, open space tax deferrals, donations to the public and performance zoning.*

*(Policy C.21)*
The applicant’s findings, which are incorporated here by reference, notes that the Willow Creek Special Area Study identifies areas for active and passive recreation and that many of the identified areas are now established. The developed parks and a series of other neighborhood parks, while to the east there are open spaces oriented to passive uses including the Willow Creek Natural Area and Murray Hill which is part of the Ridgeline trail system. As noted in the Goal 8 – Recreational Needs findings above, which are incorporated here by reference, there are no areas on the subject property that have been identified for future public park use.

A portion of the subject site would be considered to have “significant vegetation”. The forested slopes on the southern portion of the site are identified as a “Scenic Area” in the April 12, 1978 Scenic Sites Working Papers, Figure H2, which is included as part of the City’s adopted Goal 5 inventory. The adopted working papers define standards for identifying sites and characteristics of scenic sites, but do not set standards for preservation of these sites. Furthermore, when the Willow Creek Special Area Study was adopted in 1982, and West Eugene Wetlands Plan was adopted in 2000, no additional or specific open space protection requirements were established for the subject site other than plan policies which consider the potential need for planned unit development or site review land use application procedures, as appropriate. Those policies are discussed further below.

The Willow Creek Special Area Study, adopted as a refinement to the Metro Plan, provides policy guidelines to apply planned unit development, cluster subdivision or site review procedures based on a variety of site characteristics including elevation, slope and soil types. The West Eugene Wetlands Plan also identified additional wetland resource protections in the area. As discussed per the findings below at EC 9.8865(2), which are incorporated here by reference, this site does not meet the guidelines provided in the Willow Creek Special Area Study to apply further land use procedures and no additional wetland resources are identified on the subject site in the West Eugene Wetlands Plan for protection.

Given the findings, the proposal is consistent with the above policy.

F. Transportation Element

The project area is currently served by Pitchford Avenue along the southern boundary. Pitchford Avenue is a local road which is not improved along the frontage of the subject property. Future development of the subject site will include improvements to Pitchford Avenue, proportionate to the impact of development that will bring the road up to urban standards.

Information and findings in this report above, in response to Statewide Planning Goal 12 – Transportation, are also hereby referenced and incorporated.

Provide for transit-supportive land use patterns and development, including higher intensity, transit oriented development along major transit corridors and near transit stations; medium and high density residential development within ¼ mile of transit stations, major transit corridors, employment centers, and downtown areas; and development and
redevelopment in designated areas that are or could be served by existing or planned transit. (Policy F.3)

The applicant notes that two transit routes serve the area, with LTD Route 36 serving the Westec Business Park and Route 93 running along West 11th, north of the cemetery. Park and Ride Facilities are located at Seneca Station on West 11th. Given the existing transit service in the vicinity of the proposal, this development is in an area that is, and can be served by transit consistent with this policy.

Require that new development pay for its capacity impact on the transportation system. (Policy F.36)

The applicant provided a Traffic Impact Analysis with this proposal that is analyzed under the Goal 12 findings above. With the proposed trip cap, further mitigation is not required at this time. Payment of transportation system development charges are required at the time of development which is designed to for new developments to pay for transportation impacts consistent with this policy.

G. Public Facilities and Services Element

Extend the minimum level and full range of key urban facilities and services in an orderly and efficient manner consistent with the growth management policies in Chapter II-B, relevant policies in this chapter, and other Metro Plan policies. (Policy G.1)

The parcel affected by this application is currently within the Urban Growth Boundary and is annexed into the City of Eugene. The annexation was made in compliance with an acknowledged comprehensive plan and implementing ordinances, and established the availability of urban facilities and services. Additionally a tentative partition on the subject property (City file PT 08-23) indicated that facilities are available and can be extended. A detailed analysis of the availability of those services is contained in the applicant’s response Statewide Planning Goal 11 – Public Facilities and Services. Those responses are hereby incorporated by reference.

H. Parks and Recreation Element

The changes proposed by this application will have no impact on any recreation area, facility or opportunity that has been inventoried and designated by the Metro Plan or any relevant facility plan regarding the City’s recreational needs. The recreational needs of the community are adequately met by the existing and planned facilities enumerated in the City of Eugene Parks, Recreation and Open Space Comprehensive Plan, 2006 and other associated documents. A detailed analysis of the subject site in relation to the various parks and recreation system studies, inventories, refinement plans, and facilities plans is contained in the applicant’s response Statewide Planning Goal 8 – Recreation. Those responses are hereby incorporated by reference.
I. Historic Preservation Element

The changes proposed by this application will have no impact on any historic resource that has been inventoried and designated by the Metro Plan or any relevant facility plan or inventory regarding the City’s historic resources. With regard to the Historic Preservation Element of the Metro Plan, the City can find that the proposed amendment will not make the Metro Plan internally inconsistent.

K. Citizen Involvement Element

Continue to develop, maintain, and refine programs and procedures that maximize the opportunity for meaningful, ongoing citizen involvement in the community’s planning and planning implementation processes consistent with mandatory statewide planning standards. (Goal 1)

As noted in applicant’s findings regarding Statewide Planning Goal 1 -- Citizen Involvement, the City’s acknowledged program for citizen involvement provides citizens the opportunity to review and make recommendations in written and oral testimony on the proposed amendment, consistent with Goal 1. The action proposed is consistent with and does not amend the citizen involvement element of the Metro Plan.

Based on the findings above, the proposal will not make the Metro Plan internally inconsistent, as required.

Zone Change (Z 09-1)

The applicant proposes to add the /SR Site Review overlay zone to the subject property, which consists of the southernmost 28.46 acres of the 79.28 Lane Memorial Gardens Cemetery. The subject property is currently zoned R-1/CAS Low Density Residential with the Commercial Airport Safety overlay. If approved, the zoning of the property would be R-1/SR/CAS Low Density Residential with the Site Review overlay and Commercial Airport Safety overlay. The applicant is requesting the /SR overlay to show compliance with Goal 5 requirements as part of the concurrent Metro Plan designation change (City file MA 08-2) which requests the Metro Plan designation be changed from Parks and Open Space to Low Density Residential including an automatic refinement plan amendment to the Willow Creek Special Area Study, to change designation from Open Space to Low Density Residential. The applicant has requested the /SR overlay zone be applied only if the Metro Plan amendment is approved and if it is found to be required for Goal 5 compliance. As discussed further below, application of the /SR overlay is not necessary in this instance.

EC 9.8865 requires that the zone change request meets the following approval criteria (listed in bold and italic). Findings are provided below with respect to each of the applicable criteria.

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

Approval of the zone change is dependent upon approval of the Metro Plan diagram amendment to re-designate 28.46 acres of the 79.28 Lane Memorial Gardens Cemetery from the Parks and Open Space designation to Low Density Residential. The zone change is not changing the existing base zoning of Low-Density Residential (R-1) but rather, only adding the /SR site review overlay. Some of the policies addressed in the Metro Plan amendment findings are applicable here and to the extent they are applicable the findings under EC 9.7730(3)(b), above, are incorporated herein by reference as demonstration of consistency with applicable Metro Plan policies.

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

Approval of the zone change is dependent upon approval of the Metro Plan diagram amendment to re-designate 28.46 acres of the 79.28 Lane Memorial Gardens Cemetery from the Parks and Open Space designation to Low Density Residential. As noted at EC 9.7750(4), when a Metro Plan amendment is enacted that requires an amendment to a refinement plan diagram or map for consistency, the Metro Plan diagram amendment automatically amends the refinement plan map diagram or map if no plan text is involved. In this application, the applicable refinement plan is the Willow Creek Special Area Study. No text in the refinement plan needs to be amended, so if the Metro Plan diagram amendment is approved it would automatically amend Map E, Future Land Use on page 29 of the Willow Creek Special Study. The proposal will then be consistent with the corresponding land use diagram in the Willow Creek Special Area Study.

The applicable refinement plan policies are further addressed as follows:

Willow Creek Special Area Study

Land Use

Map E reflects land-use arrangements for the Willow Creek Basin and shall become one basis for future implementation through zoning or other applicable land use measures. (Policy 3, Page 7)

As noted above, approval of the Metro Plan amendment will automatically amend Map E in the Willow Creek Special Area Study to show the subject area as being designated for Low-Density Residential use, consistent with this policy.

The City of Eugene shall apply its planned unit development (PUD), cluster subdivision or site review procedures (as appropriate) in the Willow Creek Basin in at least three cases: (Policy 4, Page 7)

a. Properties with elevation and slope, soil and geologic conditions which fit criteria identified in Eugene’s South Hills Study for applying PUD procedures;
b. Properties in or adjacent to designated natural areas will be developed under either PUD or site review procedures, depending on the scale and complexity of the project; and

c. Properties along natural stream courses will be developed under either PUD or site review procedures depending on the scale and complexity of the project. (Policy 4, Page 7)

On properties with slopes and elevations which fit criteria to apply planned unit development procedures outlined in the South Hills Study, the PUD procedures shall include direction to......

The applicant’s written statement, which is incorporated here by reference, notes that while the applicant has requested the /SR site review overlay, it is being requested to comply with Goal 5 provisions and PUD or Site Review are not required by the policy above.

In regards to subsection a. above, starting on page 15, the South Hills Study identifies the following for applying PUD procedures:

1. That planned unit development procedures be required for all major developments on property above 701 feet in elevation shall be reviewed by the Planning Director to determine if standard subdivision procedures, site review procedures, or planned unit development procedures should be required.

The highest elevation on the subject property is approximately 618 feet above sea level therefore PUD procedures are not required based on this policy.

2. That planned unit development procedures be required for development of any parcel over 4 acres in size, characterized by a slope in excess of 20 percent in the area between 500’ and 700’ in elevation.

The property is between 500 feet and 700 feet in elevation and over 4 acres in size but is not characterized by slopes in excess of 20 percent. Page 37 of the Willow Creek Special Area Study notes that while slopes are generally flat or gentle within the urban growth boundary the major exception is the ridge which extends southwest of the cemetery where moderate slopes of 10-20 percent occur. Based on the existing slopes on the subject property, PUD procedures are not required by this policy.

In regards to subsection b. which addresses natural areas, adjacent properties are zoned for campus industrial, commercial and residential uses. The property is not in or adjacent to a designated natural area. As such, subsection b. of the policy is not applicable.

In regards to subsection c. of the policy, the property does not contain any natural streams and thus PUD or site review procedures are not required.
While the applicant is proposing the /SR site review overlay, given the findings above, planned unit development, cluster subdivision or site review procedures are not required in this instance.

**West Eugene Wetlands Plan (WEWP)**

The subject property is included in the West Eugene Wetlands Plan area. Generally, the WEWP policies 3.1 – 3.17 are directives to the Metro governments to adopt regulations to protect the identified resources and do not establish approval standards for site-specific applications. The City of Eugene has adopted regulations to protect wetlands as a result of the WEWP. The applicant has provided a copy of the West Eugene Wetlands Plan Map 3 as Exhibit J. This map designates wetlands and stream corridors to be protected, restored or developed. The City adopted the /WB Wetland Buffer and /WP Waterside Protection Overlay Zones to protected resources identified in the WEWP. There are no wetlands or stream corridors identified in the WEWP on the portion of the site subject included in the plan amendment and zone change request. There are wetlands located on the cemetery (WEWP site C1) to the north of the area included in this request, and on the property adjacent to the west (WEWP site HK). Both wetland sites C1 and HK are designated for “future fill”, as wetlands to be developed.

One additional, relevant policy of the WEWP is discussed further below.

> Pursue interim protection of sites which contain rare species, but do not meet the criteria for protection in Policy 3.17 through conservation easements or other measures until either (1) the affected species are de-listed or (2) conservation agreements are reached between the property owner and affected natural resource agencies to address the rare species populations. (Policy 3.26)

While this policy is primarily a directive to the local government, the applicant has provided a “Rare Species Survey and Report” prepared by Nancy Holzhauser of Environmental Solutions, LLC. The report summarized that it was not likely that potential habitat for rare species of plants and animals was present on the subject property.

The applicant’s written statement addresses several additional WEWP policies. To the extent that the policies addressed may be applicable to this application, the proposal is found to be consistent.

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

The findings of compliance with Statewide Planning Goal 11 – Public Facilities and Services, and Goal 12 – Transportation are incorporated herein by reference. With the findings established and referenced herein, the proposal complies with this criterion.
(4) The proposed zone change is consistent with the applicable siting requirements set out for the specific zone in:
   (f) EC 9.2735 Residential Zone Siting Requirements.

The applicant is requesting to add the /SR Site Review overlay. There are no applicable siting requirements for this overlay or the existing zoning of R-1, Low Density Residential zones; therefore, this criterion does not apply.

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

The NR zone is not requested or applicable in this instance. Therefore, the above criterion is inapplicable.

Conclusion

Based on the available information and materials in the record, and the above findings, the proposal is found to be consistent with the applicable approval criteria without the addition of the Site Review (/SR) zoning overlay, subject to the following condition of approval:

1. The development on the subject site is limited to a maximum of 29 single family units or a combination of uses that results in an equivalent or lesser number of maximum peak hour vehicle trips (not to exceed 35 pm peak hour trips); based on the Trip Generation Manual from the Institute of Transportation Engineers (ITE). The City may allow development intensity beyond this maximum number of peak hour vehicle trips only if the applicant submits to the City and ODOT a traffic impact analysis that demonstrates that the proposed intensification of use would be consistent with the Transportation Planning Rule (TPR) at OAR 660-12-0060. The applicant shall seek and the City shall consider such approval using the City's Type II land use application procedures.
RESOLUTION NO. 3699

A RESOLUTION ADOPTING THE WILLOW CREEK SPECIAL AREA STUDY AND AMENDING THE EUGENE-SPRINGFIELD METROPOLITAN AREA GENERAL PLAN.

The City Council of the City of Eugene finds that:

1. The Eugene-Springfield Metropolitan Area General Plan established a portion of the Willow Creek Basin as an important growth area of the community and included a portion of the Basin within the urban growth boundary of the Metropolitan Plan.

2. As part of the Metropolitan Plan process a variety of land uses were identified as appropriate within the Basin as urban development occurred.

3. In February, 1982, the Planning Commission directed that work be initiated on a Special Area Study in the Willow Creek Basin in order to establish public policy direction prior to development proposals for the Basin.

4. As part of the development of this Special Area Study a citizen involvement process was established by the Eugene Citizen Involvement Committee. The citizen involvement process included: dialogue with major land owners in the Basin; a May 25, 1982 meeting held with residents and property owners of the Basin at Bailey Hill elementary school, attended by about 50 interested individuals; discussions and comments by interested parties through individual meetings; distribution of about 650 copies of the draft Study (May 1982) to property owners, residents, and interested governmental agencies; and consultation with the Metropolitan Area Plan Advisory Committee regarding the Special Area Study.

5. The draft Study contained a series of policy statements and two alternative land-use configurations appropriate for the Willow Creek Basin. All of the policies are consistent with direction established by the Metropolitan General Plan. Alternative 1 of the two land-use arrangements reflected an employment intensive scenario which could be appropriate for the Basin. Alternative 2 reflected a focus on residential development in the Basin. Because Alternative 1 provided for substantial modifications to the Metropolitan General Plan, it requires an amendment to that document. Alternative 2 does not require such an amendment. Both alternatives contained a variety of land uses which were consistent with broad goals and policies established by the Metropolitan Plan, the 1974 Community Goals and Policies document, and the Eugene-Springfield Area Transportation 2000 Plan (T-2000).

6. On June 8, 1982 the Planning Commission conducted its public hearing on the Willow Creek Special Area Study. About 12
individuals presented testimony to the Commission at this hearing. The majority of the testimony supported the Study and generally favored Alternative 1 - the employment intensive land-use alternative.

7. The Commission continued its deliberation on the Study at its meeting of June 14, 1982. At that time, based on testimony it received at the public hearing, its own discussion, and the background and supporting materials, including Statewide Goal and local plan consistency analysis (Exhibit A), and justification for amendment to the Metropolitan Plan (Exhibit B), the Commission unanimously voted to forward the following recommendations to the City Council:

a. Adopt the Willow Creek Special Area Study with Alternative 1;

b. Initiate amendment procedures to the Metropolitan Plan following the process outlined in Chapter IV of that document; and

c. Make a series of changes to the draft document.

8. The City Council initiated the Plan amendment procedure as prescribed in Chapter IV of the Plan document, on June 16, 1982.

9. On July 12, 1982, the City Council conducted its own public hearing of the Planning Commission's recommendations. This hearing addressed the Willow Creek Special Area Study and possible amendment to the Metropolitan Plan.

Now, therefore, based on the above findings and actions,

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

Section 1. The policies set forth in the Willow Creek Special Area Study are hereby adopted as a refinement to the Eugene-Springfield Metropolitan Area General Plan for the Willow Creek Basin, and the explanatory text following the policies is recognized as clarifying and explaining the intent of the policies.

Section 2. The Land Use Diagram included as recommended by the Planning Commission is recognized as clarifying and providing further explanation of the intent of the Metropolitan Plan Diagram. To the extent the Special Area Study Land Use Diagram is inconsistent with the Metropolitan Area General Plan Diagram, the General Plan Diagram is hereby amended.

Section 3. The City Council adopts as additional findings, the supporting text, maps, and tables contained in the remainder
of the Willow Creek Special Area Study as recommended by the Planning Commission.

Section 4. The supporting materials concerning consistency with Statewide Goals as set forth in Attachment A, (June 15, 1982 and June 14, 1982 memoranda), attached hereto and incorporated herein by reference, is recognized as providing further analysis, support, and findings for the adoption of this Special Area Study and Amendment of the General Plan Diagram. Attached as further findings in support of these actions is Attachment B, supplementary findings, which are hereby adopted and the July 21, 1982 memorandum from the Planning Department, the findings and policy statements and amendments are likewise adopted.

The foregoing Resolution adopted the 31st day of July, 1982.

[Signature]
City Recorder
Date: June 15, 1982

To: Mayor and Council

From: Planning Department

Subj: Planning Commission Recommendations -- Willow Creek Special Area Study

I. Introduction

In February, 1982, the Planning Commission directed the staff to initiate work on a Special Area Study in the Willow Creek Basin which has been identified in the Metro Plan as a major growth area for the community. The Commission felt it was important and appropriate to establish publically adopted guidelines for development of this area prior to consideration of major development proposals for land annexed to the City.

On June 8, 1982, the Commission conducted its public hearing on the draft Willow Creek Special Area Study. The draft Study contained a series of policy statements, elaboration and background material supporting those statements, and two alternate diagrams for consideration by the Commission. Alternative #1 reflected an employment intensive land-use arrangement, while Alternative #2 emphasized residential development in the Basin. Both alternatives contained a variety of land uses which were consistent with broad goals and policies established by the Metro Plan, the 1974 Community Goals and Policies document, and T-2000.

About twelve individuals presented testimony to the Commission at its hearing on this item. The majority of the testimony supported the Study and generally favored Alternative #1 -- the employment intensive land-use alternative.

The Commission continued its deliberation on the Study until its meeting of June 14, 1982. At that time, based on testimony it received at the public hearing, its own discussion, and the background and supporting materials prepared by the staff, the Commission unanimously voted to forward the following recommendations to the City Council:

1. Adopt the Willow Creek Special Area Study with Alternative #1;

2. Initiate amendment procedures to the Metro Plan as outlined in Chapter IV of that document; and

3. Make a series of changes to the draft document.
II. Proposed Technical Changes To Study

The following technical changes to the draft were recommended to the Council and are shown in legislative format with underline indicating additions and parenthesis ( ) indicating deletions.

1. Modify the explanation of policy A-1, pages 4 and 5 to read, "This policy is consistent with other policies in the Metropolitan Plan which provide for annexation of industrial land in conjunction with an approved capital improvement program that outlines provision of sanitary sewer service to an area. The Metro Plan policy also provides for interim sanitary sewer service through acceptable (to both the city and developer) facilities, such as sewage lagoons, when a permanent servicing plan has been established through an adopted capital improvement program. Adoption of the City's capital improvement program for FY 1982-83, which identifies the West Eugene Trunk as Eugene's highest priority for capital improvements, helps fulfill this policy direction. Finally, the Metro Plan contains policy language (policy #23, page III-B-6, Aug. 1980 Metro Plan and policy #18, page 26 and 19, page 6, 1982 Plan Amendments) which support an aggresive annexation program and servicing of designated industrial lands in order to have a sufficient supply of "development ready" land. In addition, this policy responds to Eugene's own economic diversification efforts as outlined in "Eugene's Economic Diversification Program," Sept. 23, 1981, which identifies industrial siting as one strategy to improve the economic conditions of the community."

2. Policy A-2, page 5, change to read, "Except as specially provided in Policy E-3, annexation of commercial and residential land shall be deferred at least until sanitary sewer service is available to the area, and other Eugene annexation requirements are met."

3. Policy D-1, page 9, under explanation, change to read, "The community resource node concept is intended to maximize public investment by providing land for facilities which can be shared by various public, quasi-public, and appropriate private activities. Under this concept, Eugene would acquire land for the public resource node, making it available to various users, including appropriate social service agencies. Ultimately, siting of the elementary school facility must be approved by the School Board of District 4J, taking into account location of other existing schools, attendance boundaries and other pertinent factors. In any event, the proposed future acquisition of this property should not be used to stop development Plans when other appropriate public criteria have been satisfied. The public resource node on the Plan Diagram is merely meant to schematically demonstrate this concept, and is not meant to be site specific."

4. Policy E-3, page 10, change to read, "The City of Eugene shall encourage annexation of the wetlands area and properties under contiguous ownership in order to facilitate agreements for public management between the property owners and The Nature Conservancy. In the short term a non-urban zoning classification, such as AG, Agriculture and Grazing, shall be
applied to these properties (until they are needed for urban levels of development) until appropriate conditions have been met to provide for urban development."

5. Page 18, Introduction to Section VII, add a new paragraph, "The plan diagram, adopted as part of this Special Study Study is intended to conceptually identify land-use arrangements in the Basin, which would ultimately be implemented by other more specific public actions. For instance: 1) the public resource node on the plan diagram is shown schematically to demonstrate the intent of the concept, and is not meant to be site specific; 2) neighborhood commercial facilities may be located in residential areas as part of the process of urbanization; and 3) zoning and other implementation techniques will be used to specifically define land-use arrangements suggested by the plan diagram.

6. Add a new second paragraph to the Introduction Section, page 1, to read as follows:

"This study is in several sections as noted on the proceeding Table of Contents. The first section lists the summary of the study and policies being recommended. Each individual policy is followed by a brief discussion of the policy. Additional background information for the policies, as well as further discussion of the land use alternatives and elements of the Willow Creek Basin, are found in the latter sections of the Study. Policies are adopted by the City Council as guidance for decision-making related to the Plan area. City programs, actions, and decisions, such as zone changes, traffic pattern changes, and capital improvements, will be evaluated on the basis of their ability to implement these policies as well as other adopted City goals and policies. Because they are adopted by the Council as the City's guide for action, policies are the most important statements in the Study.

7. On pages 5 and 6, modify the explanatory paragraph as follows, "On property with slopes and elevations which fit criteria to apply planned unit development procedures outlined in the South Hills Study, the PUD procedures (should) shall include direction to: 1) minimize the effects of development on visual assets; 2) cluster development away from potential and identified problem soils, slopes and geologic conditions; and 3) maximize retention of existing vegetation. On properties in or adjacent to designated natural areas, the PUD procedures (should) shall include direction to: 1) transfer residential densities from natural resource areas to buildable portions of tax lots; 2) control storm drainage -- quantity and quality -- consequences on the natural area; and 3) use buffering techniques such as vegetative landscape barrier or fencing to protect the natural resource values of the site. On properties bordering stream courses, the PUD, cluster subdivision or site review procedures (should) shall include direction for retention of natural vegetation and buffering of the stream courses from development. This policy recognizes that under Eugene's planned unit development regulations, a variety of structure types and other neighborhood uses such as "neighborhood commercial" are allowed in any residential areas."
8. Page 19, under Public Resource Node discussion, change second sentence to read as follows, "While these types of facilities are generally available within the community, this proposal conceives of them being clustered in one area and located in proximity to other high-intensity land uses in the Basin".

9. Page 25, under Plants and Wildlife, change the first sentence in the second paragraph to read, "At least three rare plants (including the Aster curtis) do exist in the wet natural resource area of the Basin (see Map H)."

10. Page 23, Under Discussion of Size, change second sentence to read, "The special light industrial site in Alternative #2 is split into approximately (two 50 acre pieces) sixteen separate parcels, possibly rendering it less desirable by a potential major firm.

11. Map E in the draft document, change to include footnote for Public Resource Node, and addition of high-density residential south of commercial designation (see revised Map E attached).

12. Modify Map B in the draft Willow Creek Special Area Study to show Eugene's City limits line (see revised Map B attached).
PLEASE REFER TO POLICY D. 1. ON PAGE 9 OF THE STUDY AND ALSO THE DISCUSSION OF THE PUBLIC RESOURCE NODE BEGINNING ON PAGE 19 OF THE STUDY. THE ACTUAL LOCATION AND SIZE OF THE PUBLIC RESOURCE NODE WILL BE REFINED THROUGH SPECIFIC CAPITAL IMPROVEMENT PROGRAMMING FOR THE BASIN AND AS DEVELOPMENT OCCURS.
MEMORANDUM

Date: June 14, 1982
To: Mayor and City Council
From: Planning Department

Subj: Status Report/Plan Amendment Referral -- Willow Creek Special Area Study

In February the Planning Commission directed the staff to initiate work on the Willow Creek Special Area Study. Staff work on that document was completed in May of this year. A copy of the draft document is attached to facilitate review by the Mayor and Council.

On June 8, 1982 the Planning Commission conducted its public hearing on the draft Study. Based on the background information and public testimony, the Commission has forwarded the following recommendation to the Council concerning the Willow Creek Study:

1. Adopt the Study as modified by the Planning Commission (materials showing the Commission's recommended changes are being prepared);

2. Initiate an amendment to the Metropolitan Plan to reflect the fact that the recommended land-use diagram for the Basin is a modification to the arrangement and allocations envisioned in the General Plan.

The adoption process for this Study is intended to coincide with acknowledgement of the Metro Plan by the Land Conservation and Development Commission (LCDC). The acknowledgement process will also include consideration of the Willow Creek Special Area Study. To accomplish this objective, a tentative schedule has been prepared (attached to the inside front cover of the Study). In order to maintain the tentative time schedule, the Council will be requested to initiate referral of a plan amendment to the City of Springfield and Lane County at the Council meeting of June 16. This action merely refers the proposal to the other two jurisdictions for comment. It would and should not commit the Council to a predefined course of action.

Because of the generalized nature of the Metro Plan, it should be refined in specific areas. In most cases, these changes or refinements will not require a plan amendment and formalized modifications to the Metropolitan Plan. However, when changes cross a threshold of impact, i.e. when amendments would cause major changes to the Plan, then the plan amendment process should be implemented. The recommendations of the Planning Commission emphasize employment generating activities in the Basin and, because of the change from the Metro Plan, would involve a plan amendment.

The Planning Commission's recommendation would reflect:

1. A major special light industrial site for activities involving manufacture of high-technology products located in the center of the Basin, taking advantage of the gently rolling terrain in the area;
2. Designation of land for light-medium industrial activities at the northern edge of the Basin along West 11th Ave.;

3. Medium-and high-density residential development clustered in proximity to the employment centers in Willow Creek to encourage the use of alternative modes of transportation;

4. Location of commercial activities at the northern edge of the Basin in proximity to light-medium industrial activities and major transportation corridors.

In order to facilitate the review by other jurisdictions, the staff has prepared a series of materials that would be included in justifying an amendment to the Metro Plan reflecting direction established by the Planning Commission's recommendation. Attachment A provides a discussion of the consistency of the Special Study with the Statewide Goals. Attachment B provides a discussion of support and needs for an amendment to the adopted Eugene-Springfield Metropolitan Area General Plan as a result of the Planning Commission's recommendation on the Willow Creek Special Area Study.
Attachment A
Statewide Goals

Although Statewide goals 1 through 14 are applicable to the Willow Creek Special Area Study, Goals 5 (Open Space), 8 (Recreational Needs), 9 (Economy), 10 (Housing), 11 (Public Facilities and Services) and 14 (Urbanization) are particularly salient. While LCDC goals are dealt with in the policy section of this Study, pertinent goals are also discussed in other sections of the Study as follows:

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The following is a discussion of the consistency between the Willow Creek Special Area Study and the Statewide Goals.

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

Discussion: Development of the Willow Creek Special Area Study occurred through the benefit of several citizen involvement techniques:

1. The area was identified as a major growth area through development of the Eugene-Springfield Metropolitan Area General Plan. Development of this planning document occurred over a period of about five years and involved over 250 public meetings and hearings. Major changes to the Metropolitan Plan will involve further public hearings through an established plan amendment process.

2. Development of the Willow Creek Special Area Study involved discussion with representatives of some of the
major property owners in the Basin to gain their comments on staff proposals.

3. Other property owners and residents were contacted on an individual basis through mailings of the draft study. This involved distribution of over 600 copies of the draft Study, and an informational meeting conducted at Bailey Hill Elementary School on May 25, 1982. In these reviews, the staff discussed (either through meetings or phone conversations) ideas with and questions from of a number of area property owners.

4. Because the Willow Creek Basin represents one of the major growth areas of the City (into the 21st century), and because it is currently sparsely populated, the Planning Commission itself plays an important role in advocating for future generations of Eugeneans. This involves balancing the Commission's role as policy developers with one which assesses the needs and desires of the future citizens living or working in the Basin. MAPAC will have an opportunity to formally comment on the proposed amendment.

5. The Metropolitan Area Plan Advisory Committee (MAPAC), citizen involvement body for metropolitan wide planning, has received continuous status reports and updates concerning development of this Study. This provided a metropolitan-wide perspective on public policy development for the Willow Creek Basin.

The City's Citizen Involvement program received acknowledgement in 1978 by the Land Conservation and Development Commission (LCDC) as part of the overall acknowledgement of Eugene's comprehensive planning program. Development of the Basin will continue to involve citizen input and discussion through the public hearing processes which are part of public actions such as annexations or rezonings. Moreover, Lane County is holding hearings on this proposed plan amendment, affording yet another mechanism for citizen involvement.

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

Discussion: A series of working papers containing information on current land inventories and projected demands have been developed. For a variety of reasons, including public cost efficiencies, the Metro Plan identified the Willow Creek Basin as a major growth area. The Willow Creek Special Area Study outlines a series of policy statements consistent with adopted direction established by the Eugene-Springfield Metropolitan Area General Plan, Eugene's Community Goals and Policies and Eugene's Economic Diversification Program. Policies outlined in the Study are designed to more specifically apply the development needs and public actions which will occur within the Willow Creek Basin as part of the normal urbanization process.
1. The working papers referred to above were derived from an inventory, review and analysis of a number of relevant elements conducted as part of the development of the Metropolitan Plan. These elements included population projections, land use and housing (supply and demand), public facilities and utilities, and natural assets and constraints. The "Metropolitan Area General Plan, Technical Supplement," is a product of these working papers.

2. Discussion of alternative land use arrangements reflecting an emphasis on residential use in the Willow Creek Basin is contained in the original draft of the Special Area Study.

3. Coordination of the proposed plan amendment has occurred through: (a) consultations with and requests for comments from affected public agencies; referral and comments by other City departments; and (c) referral, through processes outlined in the Metropolitan Plan, of a proposed amendment to that document to the City of Springfield and Lane County.

4. No exceptions to the LCDC's Goal #2 will be required by this plan amendment since any Goal #2 issues have been addressed through adoption of the Metropolitan Area General Plan.

5. To the extent that the proposed plan amendment occurs shortly after acknowledgement of the Metro Plan, such an immediate amendment is necessary for the following reasons:

(a) Experience in continuing economic development programs of the City of Eugene suggests that the major special light industrial site in the Willow Creek Basin is quite attractive to large special light industrial firms. This conclusion is based on discussions with at least one such firm. Based on those discussions, it can be concluded that advanced planning for the Willow Creek Basin, reflecting the proposed amendment to the Metro Plan, will further the City's efforts to diversify its local economic base -- an established goal of the City Council.

(b) Competition for such sitings is intense both within and outside the State. City involvement in this competition reveals strong locational advantages for the City of Eugene through proximity to the University of Oregon, lack of competition of existing high-technology firms for a local "labor pool", and cultural and recreational amenities for employees. This general competitive edge will require supplemental action to provide a variety of sites (both in terms of sizes and locations) which can respond to the needs and requirements of potential high-technology firms.

(c) The original comprehensive plan placed special light industrial designation upon a property not clearly suitable for those purposes by virtue of diversity of ownership and lack of asthetic qualities, among other factors. The need for a plan amendment at this time is justified in order to correct this problem.
Goal 3 -- Agricultural Lands: To preserve and maintain agricultural lands.

Discussion: The Study provides discussion of soils conditions in the Basin. The Study notes that the Basin contains some of the least productive agricultural soils in the metropolitan area, generally consisting of Class III and IV rated agricultural soils, with isolated pockets of Class II soils on the flatland and Class VI soils in the upper portions of the Basin. The Study concludes discussion on agricultural uses in the Basin by noting that during development of the Metropolitan Plan, the relatively low degree of potential agricultural productivity in the Basin was compared with other areas having greater agricultural productivity. For this reason, among others, the Basin was identified as a major growth area of the City and included within the adopted, site specific urban growth boundary with commitment to urban levels of development during the planning period. Focusing development in this part of the metropolitan area reduces pressures for urbanization on valuable farmland to the north. The reallocation of special light industrial sites occasioned by the proposed plan amendment will not affect agricultural operations in a degree different from the impact of the unamended Plan.

Goal 4 -- Forest Lands: To conserve forest lands for forest uses.

Discussion: Designation of the Basin for urban development through the Metropolitan General Plan effectively precluded lands within the urban growth boundary for potential use as commercial forests. However, Goal 4 also recognizes forested lands as significant for uses such as watershed protection measures and situations where soil and topographical conditions require maintenance of vegetative cover. The Special Study, through a series of proposed policies, address these latter conditions. Policy A-4 addresses a variety of issues including those identified in Goal #4. It calls for the use of planned unit development, site review and cluster subdivision procedures to address environmental issues of slope, geologic and soil conditions; properties in or adjacent to designated natural areas; and properties along natural stream courses. Policy E-1 directs the City to work with Lane County to protect forested slopes between the city limits and the ridgeline of the Basin. This policy suggests that one appropriate method of achieving this objective would be to utilize as a model, Eugene’s tree cutting ordinance (currently only in effect within the City’s limits).

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

Discussion: A major portion of the Willow Creek Special Area Study is devoted to discussion of protection of natural resources. Proposed policies A-4 and E-1 (see Goal #4 discussion above), as well as C-3, D-1, E-2 and E-3 focus on Goal #5 issues. Policy C-3 addresses the concern for protecting the wetlands area while controlling storm run-off (see Goal #6 for further discussion). Policy D-1 would direct the City to explore the possibility of acquiring land to site a variety of public services including a major park site and community center. Discussion in the Study itself details the use of this major park facility as well as smaller park facilities anticipated to be located throughout the Basin. Policy E-2 of the Study would direct the City to acquire through a variety of mechanisms
a continuous corridor system along the ridgeline of the Basin (continuing a program already underway in the City's south hills) as well as an interconnecting environmental/recreational/storm drainage system throughout the Basin. This policy emphasizes the importance of similar programs existing in the City and their application to the Basin itself. Policy E-3 focuses on public actions which can be taken to protect a sensitive wetland area which has a variety of rare plants. Policy E-3 identifies public actions which should occur to encourage an appropriate balance between the need to preserve this sensitive natural area and provide for urban development in the Basin. In part, the allocation of a significant quantity of land for special light industrial uses reflects a concern for the retention of open space through the development of a "campus-like" setting for such facilities. To the extent this proposed plan amendment creates a larger light industrial site for this purpose, it advances the policy of Goal #5 as consistent with open space values.

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

Discussion: The nodal development concept upon which the Study is based, provides for the opportunity to cluster development around service and employment activities which positively affect land and air quality of the area. This responds to direction established through the Metropolitan Plan. The issue of water quality is specifically addressed through proposed Policy C-3 which would direct the City to conduct study of appropriate measures to control storm run-off. The discussion of this policy notes that a balance must be maintained between the protection of the bottom land in the Basin from storm run-off and the need to maintain an adequate moisture level (both quantity and quality) for vegetation in the protected natural areas. Little significant impact upon air, water and land resource quality can be anticipated by the reallocation of industrial lands through the proposed plan amendment. Creation of a large special light site may facilitate single ownership and control over siting of facilities, thereby increasing the ability to develop more unified and efficient waste control measures.

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

Discussion: The Study provides detailed discussion of potential natural hazard areas in the Basin. Policy A-4 would direct the City to utilize land use mechanisms such as planned unit developments, site review procedures and cluster subdivisions to respond to these hazard areas. Policy C-3 would direct the City to conduct an analysis and implement appropriate measures to deal with urban level storm run-off from the Basin. This policy notes that care should be taken to ensure that appropriate moisture levels (both quantity and quality) be maintained to protect vegetation in the natural area.

Goal 8 -- Recreational Needs: To satisfy the recreational needs of the citizens of the state and visitors. (See also discussion of park and trail systems under Goal 5.)

Discussion: The Special Study contains discussion of both passive and active recreational needs for the Basin. It sets forth public policy which will assist in preserving sensitive natural areas and corridors, and

A-5
attaining public access to these properties. It also focuses on active recreational needs of present and future residents of the Basin and establishes policy to further investigate siting of a public resource node which would contain, among other facilities, a community center and major park.

Goal 9 -- Economy Of The State: To diversify and and improve the economy of the State.

Discussion: The need to diversify the local economy has been well established over the past fifteen to twenty years. During the last five years, efforts have been intensified to achieve economic diversification objectives of the community. The Study responds to Goal 9 direction by establishing public policy to actively annex lands designated for industrial use in the Basin, and reaffirms the City's commitment to expedite extension of sanitary sewer service to the Basin -- a critical factor in the siting of employment intensive firms. The Study also responds to Goal 9 direction by establishing land-use patterns which will be attractive to firms seeking "campus-like environments" (also see discussion under Goal #2 above.)

Goal 10 -- Housing: To provide for the housing needs of the State.

Discussion: The Metropolitan Area General Plan established the Willow Creek Basin as a primary growth area for the City and metropolitan community. The Study refines this direction by providing direction to locate multiple-family housing in proximity to employment, commercial and service opportunities. Finally, the Study responds to direction established in the Metro Plan to keep a six-to-ten year supply of residential land in the City's limits by establishing annexation policy for residential land in the Basin. It must be recognized, however, that the plan amendment would result in less acreage available for residential development within the Basin. In considering this reallocation, Goal #10 concerns have been addressed through a variety of measures, including retention of medium- and high-density housing designations on land in the northeastern portions of the Basin. Reduction in the amount of low-density residential land will not affect the market for various types of housing in the metropolitan area, because:

(a) The overall supply of low-density residential land anticipated by the Metro Plan is adequate to meet projected demands for this housing type.

(b) The Metropolitan Plan anticipates timing of residential land well into the future (estimated year 2000). If more quantity of this type of land is required, the factors affecting land supply, such as timing and delivery of public services, can be reevaluated in the future.

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

Discussion: Through adoption of the 1990 General Plan in 1972, the Eugene-Springfield Metropolitan Area established one of the first urban growth boundaries in the State. As subsequently mandated by the Land
Conservation and Development Commission, the urban growth boundary is the outer edge of an area to receive urban levels of public services over a specific planning period. The concept has worked well in this area. With adoption of the Metro Plan (updating the 1990 Plan), the urban growth boundary was expanded to include parts of the Willow Creek Basin. The Metro Plan programmed this area to provide a portion of the required land inventory needed for orderly growth of the community to about the year 2000. The Willow Creek Special Area Study identifies a series of public facilities needed to ultimately provide service for the Basin, and provides direction to implement these projects. Notably, the Study identifies the fact that police, fire and services and some elementary school capacity can be provided through existing facilities.

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

Discussion: The Eugene-Springfield Area Transportation 2000 (T-2000) Plan contains policy and capital project requirements intended to guide development of the area's transportation systems to the end of the century. While it identifies the street and highway network as the backbone of the system, it also calls for efforts to encourage use of alternate modes of transportation such as bicycling, walking, transit and paratransit. The Study contains a series of policies which respond to that direction. The Study also provides for a clustering of several land-use activities through a "nodal development" to facilitate walking and bicycling, as well as efficient transit and paratransit service.

Goal 13 -- Energy Conservation: To conserve energy.

Discussion: The nodal development concept (discussed in Goal 12 analysis above) is critical to both local and State energy conservation efforts. Facilitating alternative modes of transportation is one method of achieving conservation of petroleum-based fuels. The Study also encourages construction of multi-family housing types, which are more energy efficient than single-family units, both during construction and use. Finally, development of the Basin will occur under city-wide codes including Eugene's solar access provisions which maintains passive and active solar energy options for current and future residents of the area. To the extent that increased employment will occur in the Basin by virtue of the proposed plan amendment, it will facilitate worker residency near places of employment, thereby promoting energy efficiencies.

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

Discussion: Provisions of this goal direct the following:

Land within the boundaries separating urbanizable land from rural land shall be considered available over time for urban uses. Conversion of urbanizable land to urban uses shall be based on consideration of:

1. Orderly, economic provision for public facilities and services;
2. Availability of sufficient land for various uses to insure choices in the market place;
3. LCDC goals; and
4. Encouragement of development within urban areas before conversion of urbanizable areas.

As noted in the draft Study and analysis of other Statewide Goals (see for example Goals 2, 3 and 11), the Willow Creek Basin has been identified in the adopted Eugene-Springfield Metropolitan Area General Plan as a major growth area of the community and included within the adopted urban growth boundary of that document. This is consistent with earlier analysis conducted by the City of Eugene which identified the western and southwestern portions of the metropolitan area as primary growth areas for Eugene and indicates that these areas can:

1. be provided with public services in the most cost-effective manner;
2. provide a choice of land for future residential, industrial and commercial activities in order to respond to various market needs;
3. respond to direction established by the Statewide Goals; and
4. respond to local goals to maintain a compact urban growth form.

These are examples of the reasons that the Willow Creek Basin was ultimately chosen to be included within the urban growth boundary. The Willow Creek Special Area Study refines broad land-use allocations for the Basin provided in the Metropolitan Plan, and through policies addresses the need to accommodate some of the metropolitan area's long-range growth anticipated in the Metro Plan. The Willow Creek Study attempts to balance the need for intensive land uses and employment opportunities with the need to respond to existing conditions, e.g. environmental concerns, as part of the urbanization of the Basin. Early annexation of the industrially-designated land and the wetlands area is meant to fulfill the local goals of providing a sufficient supply of development-ready industrial land and to protect a Goal 5 resource. As Policy A-2 of the Study provides, conversion of the remainder of the Basin from urbanizable to urban land will be deferred. The Study also responds to a basic premise of the compact urban growth concept which directs that intensive urban land-uses most appropriately occur within an approved urban growth boundary -- a foundation of Goal 14 concerns.

Remaining Goals 15 through 19 -- Not Applicable.
INTRODUCTION
During the 1970s, two basic planning concepts were established in Eugene that directly affect future development of the Willow Creek Basin:

1) The western and southwestern portions of the metropolitan area were established as the primary growth areas for Eugene for at least the remainder of this century. The Metropolitan Area General Plan reinforces this policy direction by identifying the Willow Creek Basin as an important development area for Eugene.

2) The concept of development nodes was established in the mid-1970s. Development nodes are meant to provide facilities for living, working, recreation and commerce within one general area. The development node concept is especially critical in responding to adopted policies pertaining to compact urban growth, efficient use of public services and gaining maximum efficiency from the area's transportation system. This concept was first established through the Goodpasture Island Study (June 1975), and further refined in the Coburg-Crescent Special Area Study (July 1981). Recognizing the value of the concept, the Metro Plan calls for nodal development patterns in the Willow Creek Basin. Because of its location in the southwestern portion of the metropolitan area, the Basin is a logical continuation of the physical, economic and social growth of the city of Eugene.

The purpose of the Special Area Study is to establish more specific policy direction and land-use arrangements in the southwestern portion of the metropolitan area -- the Willow Creek Basin.

The Willow Creek Basin is important for the future development of the community because:

1. It is in proximity (approximately 10 minutes driving) to Mahlon Sweet Field, the regional airport for the southern Willamette Valley;

2. It is within 15 minutes driving time to downtown Eugene;

3. It contains large undeveloped parcels, which will provide flexibility for future development as it occurs in the Basin;

4. It has interesting and varied topographical and environmental features providing a unique setting, which will be attractive to new business and residents of the Basin; and

5. It provides an opportunity for the community to encourage development while meeting goals pertaining to compact urban growth and transportation.
The following comprise major changes to the Metropolitan Plan diagram (no text amendments are required) which would result from the Planning Commission's recommendation:

1. Redesignate land (about 100 acres) at the northern edge of the Basin from special-light industrial to light-medium industrial;

2. Redesignate land (about 230 acres) generally shown for low-density residential in the center of the Basin to special-light industrial;

3. Designate all land at the western edge of the Basin between the urban growth boundary and West 11th as medium-density residential.

The need for diversification of the local economic base is well documented. Currently, while unemployment rates for the metropolitan area are not officially calculated, data available from the State Department of Labor placed the seasonally adjusted March 1982 unemployment rate for Lane County at 13.1%. This is higher than the national and State averages and reflects a continued dependence upon certain types of employment activities throughout the entire County.

Seven documents developed over the last few years are pertinent to the discussion of need for alteration to land use arrangements for the Willow Creek Basin as outlined in the Metro Plan.

A. Metro Plan Context.

The entire Willow Creek Basin was considered for inclusion within the urban growth boundary established by the Eugene-Springfield Metropolitan Area General Plan. Ultimately, only a portion of the Basin was contained in the adopted Metro Plan, with the remainder designated urban reserve. Map B of the draft Study shows areas within the urban growth boundary and urban reserve areas adopted as part of the Metro Plan. These actions are supported by a series of background documents including Eugene's "Growth Management Studies --Phases I and II", and working papers developed and technical supplement developed for the Metro Plan itself. By identifying the Basin for future growth of the community, the Metro Plan established the foundation for eventual urbanization of the area.

The Metro Plan as well as other planning documents of the City of Eugene have established over time a nodal development concept which is meant to provide facilities for living, working, recreation and commerce within one general area. Other development nodes in Eugene include the downtown area, Goodpasture Island Road and the Coburg-Crescent area.

The Planning Commission's recommendation, which involves an amendment to the Metro Plan involves, several changes to that document. All relate to land-use configurations generally depicted on the plan diagram. However, the proposed changes are consistent with and supported by adopted policies in the Metro Plan which provide a broad basis for public policy decisions within the metropolitan area. The proposed amendments are also consistent with the technical assumptions supporting the Metropolitan Plan diagram and the urban growth boundary.
B. Metropolitan Plan Support For Plan Amendment.

A total of seven special light industrial sites (about 885 gross acres total) are designated in the Metro Plan. Those seven sites were not designated to meet projected employment demand; they were designated to respond to goals regarding diversification of the local economy. A number of sites were designated to meet two objectives: (1) allocation of sites to meet the cities of Springfield and Eugene needs; and (2) allocation of sites in various size, configurations, and locations to allow choice among several sites by potential special light industrial firms. Criteria used for selecting the seven sites in the Metro Plan include: (1) large scale -- in excess of 50 acres; (2) five or fewer ownerships; (3) good access to transportation facilities -- especially highways; (4) buffered from detracting surrounding urban uses; (5) campus-like atmosphere; and (6) the ability to extend services to the site.

The following table summarizes size and ownership information for each site designated in the Plan.

<table>
<thead>
<tr>
<th>Jurisdiction</th>
<th>Name</th>
<th>Approximate Size (Gross Acres)</th>
<th>Number Of Ownerships</th>
</tr>
</thead>
<tbody>
<tr>
<td>Springfield</td>
<td>N Gateway</td>
<td>185</td>
<td>5</td>
</tr>
<tr>
<td>Springfield</td>
<td>Pierce</td>
<td>60</td>
<td>1</td>
</tr>
<tr>
<td>Eugene</td>
<td>Cone-Breeden</td>
<td>115</td>
<td>1</td>
</tr>
<tr>
<td>Eugene</td>
<td>West Park</td>
<td>110</td>
<td>2</td>
</tr>
<tr>
<td>Eugene</td>
<td>Spectra-Physics</td>
<td>120</td>
<td>4</td>
</tr>
<tr>
<td>Eugene</td>
<td>West Terry</td>
<td>200</td>
<td>2</td>
</tr>
<tr>
<td>Eugene</td>
<td>S 11th(Willow Creek)</td>
<td>95</td>
<td>8</td>
</tr>
<tr>
<td></td>
<td>Seven Sites</td>
<td>885 total Gross Acres</td>
<td></td>
</tr>
</tbody>
</table>

Of the total 885 gross acre, the following assumptions were used in developing the Plan:

- Public right-of-way (20% of gross) = 175 acres
- Devoted to commercial use (10 acres per site) = 70 acres
- Buffering/landscaping (20% of gross) = 175 acres
- Net industrial use acreage = 465 acres

885 acres

By amending the Plan to substitute a 230-acre Willow Creek special light industrial site for the 95-acre South 11th site, the gross acreage for that designation in the Metro Plan would be about 1,020 acres, and the net special light industrial acreage would become approximately 590 acres. The amendment would not require alteration to the urban growth boundary.
In its analysis of the treatment of the special light industrial sites, the Industrial Study Task Force considered a March 5, 1980, memorandum from the Metropolitan Area Planning Advisory Committee (MAPAC), "Industrial Allocations in the draft Metropolitan Area General Plan." In that memorandum, MAPAC examined 17 alternative sites, including the Willow Creek Basin.

The proposed 230 acre site was within a larger area examined by MAPAC. MAPAC concluded the following regarding the Willow Creek site:

There is potential to designate one or two sites in the Willow Creek Basin. Because there is ample vacant land in relative large parcels, sites ranging from 50 to 200 acres in size could be identified. The relationship of Willow Creek to the West Eugene Industrial Area, and the Eugene east-west corridor identified in the adopted Transportation Plan and the relationship to other special light manufacturing sites identified in the draft Plan (see shaded areas) and the Spectra-Physics site (also shaded, see discussion under #1 in this report) have a bearing on a possible designation in the Willow Creek Basin.

A range of options or combinations thereof are available, including:

(1) Expansion of the 130-acre site already identified in the draft Plan; it could easily be expanded to 200 acres and medium-density uses could be shifted into the Willow Creek Basin or areas south of West 11th.

(2) Locate a site outside the draft urban growth boundary in the Willow Creek Basin.

(3) Locate a site on the "speedway" property and shift medium and high density residential uses to other locations within the Willow Creek Basin.

West 11th and Beltline provide good transportation access to the Willow Creek Basin. Improvements to West 11th between Beltline and Green Hill Road would improve access to the airport.

Advantages - Planned transportation improvements (Terry Streets, 6th-7th Extension) and planned sanitary sewer improvements (Terry Street or West Eugene trunkline and ancillary improvements) will open opportunities for annexation and development in the west Eugene region. Willow Creek presents a drainage basin which is largely undeveloped and provides excellent opportunities for developing a balanced land use system which, if properly planned, can complement development and planning already completed within adjacent areas of the city.

The Basin is attractive and the large parcels provide the locational flexibility mentioned previously. A southward extension of Beltline to 20th (See Map No. 8) would provide improved access to parcels south of 20th.
The close proximity of the 230 acre site to other west Eugene special light industrial sites would be beneficial. In addition, the Willow Creek site would be nearby housing. Of the other Eugene sites, only the Cone-Breeden site offers similar opportunities.

The proposed 230 acre site is in one ownership. If the Plan is amended, it would become the only site over 160 acres with parcels in one contiguous ownership. The amendment would fulfill a need to have a site of greater than 200 acres. Testimony at local hearings on industrial land allocations have often focused on such a need.

While the special light industrial site designated as part of the Metro Plan process responds to these criteria, the land use arrangements proposed by the Eugene Planning Commission better meets direction provided by these criteria and other Plan policies.

1. Size - The approximately 200-acre special light industrial site in Alternative #1 is in one ownership and can provide siting potential for a major user. The special light industrial site in Alternative #2 is split by Willow Creek Road into approximately two 50-acre pieces, possibly rendering it less desirable by a potential major firm.

2. Ownership Patterns - The special light site designation, resulting from the Planning Commission's recommendation, is in one ownership. This compares to the fragmented ownership pattern (see above table) existing in the site designated by the Metro Plan. The ownership pattern occurring in the proposed amendment mitigates land assemblage problems and make this site more attractive for use by a major firm.

3. Access - While Alternative #2 currently has access to a major arterial (West 11th Avenue), upon extension of the proposed arterial facility south from Beltline Road, the access to the special light industrial site in Alternative #1 would be superior.

3. Surrounding Uses - The topography of the site in Alternative #1 provides natural buffering from existing transitional heavy industrial uses to the north.

4. Campus-Like Environment - Some firms do prefer gently rolling topographical conditions. The site in Alternative #1 contains this type of condition. In addition, the site in Alternative #1 would provide unobstructed views to the scenic forested hills to the south and the natural wetlands area to the east.

The projected demand for Metropolitan housing units within the three residential density designations and the amounts allocated within the adopted urban growth boundary are shown in the following table:
<table>
<thead>
<tr>
<th>Plan Residential Designation</th>
<th>Projected Demand (No. of D.U.s)</th>
<th>Allocations (No. of D.U.s)</th>
<th>Result Of Wil Creek Amendments</th>
</tr>
</thead>
<tbody>
<tr>
<td>Low Density</td>
<td>42,505</td>
<td>43,925</td>
<td>42,625</td>
</tr>
<tr>
<td>Medium Density</td>
<td>10,280</td>
<td>14,965</td>
<td>13,896</td>
</tr>
<tr>
<td>High Density</td>
<td>4,800</td>
<td>5,650</td>
<td>5,650</td>
</tr>
<tr>
<td></td>
<td><strong>59,985</strong></td>
<td><strong>64,540</strong></td>
<td><strong>62,171</strong></td>
</tr>
</tbody>
</table>

*Note: This total includes 2,400 multiple-family units assumed for downtown Eugene.

The shift in land uses from residential to industrial within the Willow Creek Basin does not jeopardize either the overall allocation of dwelling units or the allocations among the three residential density categories within the urban growth boundary. The shift does not necessitate an expansion of the urban growth boundary to accommodate units which would be "lost" through a change in the Plan designation.

In addition to the points noted above, the Planning Commission's recommendation provides a residential-land use arrangement which responds more efficiently to goals and policies of the community pertaining to balanced land use and compact urban growth. This occurs through clustering of the multiple-family land uses around the major service and employment centers, i.e. commercial and industrial land uses.

Several statements in the Metropolitan Plan support the proposed plan amendment.

The Goal, Finding #5, Objectives #4, #5, and #8, and Policies #19 and #22 found in the Economic Element of the Metro Plan, all support modifications which would reflect a larger special light industrial site located in the central portion of the Basin. Essentially these statements outline one strategy to respond to the need to diversify the local economic base. They direct the reservation of several areas within the urban growth boundary for large-scale, campus-type, light manufacturing uses, continually evaluating other sites in and around Springfield and Eugene for potential light-medium industrial and special-light industrial uses. Shifting of the special-light industrial site to the central portion of the Basin and designation of property at the northern edge of the Basin to light-medium industrial use responds to this direction.


The 1974 Community Goals and Policies Document support the need to diversify the local economy. Policies #2 a and #2 b direct the City to pursue efforts which would diversify the local economy.

D. Eugene And Site Selection By High Technology Firms, Economic Consultant Oregon, May 1981
This document addresses concerns of high technology firms in relation to siting of new facilities. Firms surveyed as part of this study rated their preferences for different combinations of topography and vegetation. The results reflected a strong preference for high-image sites. Shifting of the special light industrial site to the center of the Basin responds to this desire and would provide Eugene with an expanded inventory of attractive sites for major high-technology firms.


The report of the Industrial Lands Task Force, April 1981, reviewed and supplemented findings and policies pertinent to industrial locations outlined in the Metro Plan. The report finds that:

1. Important locational factors identified for high-technology firms include proper plan designation, proper zoning designation, availability of public city services, compatibility with existing and future surrounding uses and image of the site.

2. The report also concluded that some of the largest electronic firms (such as Tektronix and Hewlett-Packard) are interested in sites of 150 acres, but noted that other smaller firms (comprising the majority of the potential users) were interested in sites between 10 and 50 acres in size.

3. In relation to light-medium industrial activities, the Report notes that the most recent industrial growth in the metropolitan area has been almost entirely in the light-medium category.

4. The Task Force Report recommended that until more is learned about the demand for light-medium industrial land, the cities should continue to maintain a variety of sites, fully serviced, in a variety of locations.

While the special light industrial site designated as part of the Metro Plan responds to some of these criteria, the land use arrangements proposed in the Planning Commission's recommendation better meet the direction provided by these criteria and other locally adopted policies, and need established in preparation of the Metro Plan and technical supporting documents, such as the "Economic Working Papers."

1. Size - The approximately 200-acre special-light industrial site in the Commission's recommendation is in one ownership and can provide siting potential for a major user. This would add a second site to the City's potential inventory of special-light industrial sites in excess of 150 acres in size, thereby providing greater degree of choice for major firms seeking potential sites in the City. Because the special-light industrial site identified in the Metro Plan is split into about twenty separate parcels (not all of which are under one ownership), it may be less desirable by a potential major firm.
2. Access - While Alternative #2 currently has access to a major arterial (West 11th Avenue), upon extension of the proposed arterial facility south from Beltline Road, the access to the special-light industrial site in the Planning Commission's recommendation would be superior.

3. Surrounding Uses - The topography of the site in Alternative #1 provides natural buffering from existing transitional heavy industrial uses to the north.

4. Campus-Like Environment - Some firms do prefer gently rolling topographical conditions. The site in Alternative #1 contains this type of condition. In addition, the site in Alternative #1 would provide unobstructed views to the scenic forested hills to the south, and the natural wetlands area to the east.

In addition to the points noted above, by shifting the special light industrial site to the center of the Basin, the Planning Commission's recommendation provides a residential land use arrangement which responds more efficiently to goals and policies of the community pertaining to balanced land use, transportation and compact urban growth. This occurs through clustering of the multiple family land uses around the major service and employment centers, i.e. commercial and industrial land uses.

F. Eugene Economic Diversification Program.

On September 23, 1981, the Eugene City Council adopted the City's Six-Point Diversification Program. That document outlines six specific actions the City will embark upon to diversify the local economy. Those points are: 1) industrial siting; core area development; small business assistance; destination point activities; employment and training programs; and capital improvement projects. Two of these six points are particularly pertinent to the Willow Creek Special Area Study. Point 1 - industrial siting - anticipates provision of a variety of siting opportunities for industrial firms which wish to expand or locate in the community. Point 6 - capital improvement projects - identifies continued improvement and expansion of the City's infrastructure as critical to diversification of the local economic base. The Willow Creek Study, both through policy and proposed land-use configurations, directly responds to these points.

The Basin is identified in the Metro Plan as an important growth area of the metropolitan community. It includes land which is contained within the adopted urban growth boundary (which is appropriate for extension of key urban services as the metropolitan area grows), and land identified as urban reserve (which is identified for extension of the urban growth boundary beyond the planning period of the Metro Plan). Both the urban growth boundary and urban reserve areas of the of the Willow Creek Basin are shown on Map B of the Study document.

G. 2000 Transportation Plan (T-2000).

The areawide transportation plan, T-2000, is a functional plan intended to guide development of transportation facilities to serve the metropolitan area. It emphasizes streets and highways as the backbone of
the area's transportation facilities for the next twenty years. It also focuses on policies intended to maximize the capacity of existing and future facilities by suggesting land-use arrangements and capital improvements which may encourage the use of alternate modes of transportation, such as bicycling, walking, paratransit and transit. The Willow Creek Special Area Study responds to this direction by providing draft policies which will guide capital improvements in the Basin and land-use arrangements which will encourage alternative transportation modes.

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ATTACHMENT B TO RESOLUTION NO.
3699 OF THE CITY OF EUGENE, OREGON

In addition to the specific findings referenced in Resolution No. 3699, the City Council of the City of Eugene adopts the following supplemental findings to justify the Metropolitan Area General Plan amendment and adoption of the Willow Creek Special Area Study:

1. LCDC Goal 1 (Citizen Involvement).

(a) Further proceedings for citizen involvement have occurred through public hearings before the Lane County Planning Commission and Board of County Commissioners and the City of Springfield Planning Commission and City Council.

2. LCDC Goal 2 (Land Use Planning).

(a) An additional working paper not referenced in the initial findings provides further evidentiary support for the plan amendment and special area study adoption, the Draft Technical Supplement to the Metropolitan Area General Plan, issued in June, 1982.

(b) The Urbanization Goal, LCDC Goal 14, is not directly applicable to the subject plan amendment. No change in the urban growth boundary is proposed by this plan amendment. The assumptions, findings and conclusions in the Metropolitan Area General Plan and its supporting documents offer further legal and factual justification for this plan amendment and special area study adoption.

(c) The process of a discrete plan amendment in connection with the adoption of the Willow Creek Special Area Study does not open for reconsideration all of the decisions reached in the enactment of the general plan. Two suggestions were made in the course of the plan amendment proceedings for additional plan amendments: expansion of the urban growth boundary to include property owned by Mr. Gordon Elliott; and, removal of the special light industrial designation from the West Park property. Neither of these sites are within the geographic area of this special area study and are, therefore, beyond the scope, legally and factually, of these proceedings. The action requested by each of these proponents may be initiated by applications for privately-initiated plan amendments.

(d) The expansion of the amount of land designated as special light industrial within the Willow Creek area is necessitated by City experience in nego-
tiating for the location of large light industrial firms in the City. These experiences suggest that a 200 acre site is needed for companies of a particular size. The lack of choice in the metropolitan area for sites of this size requires the addition of such a parcel to the industrial land supply.

(e) The Willow Creek area is the best location for placing such a large special light industrial site because:

(1) It is in the general area of the City where a number of special light industrial sites have been planned;

(2) Considerable interest has existed in the new special light industrial site by Hewlett-Packard. Irrespective of the outcome of these discussions the negotiations revealed the market advantages of this site compared with other special light industrial designated and non-designated parcels in the metropolitan area;

(3) Creation of a major employment base in the Willow Creek area (which is largely undeveloped) will allow integrated and comprehensive planning around that employment center. This integrated planning is more attainable with the special light industrial site in the interior of the Willow Creek Basin;

(4) Other available parcels sufficient in size to meet industrial land demand of this quality are not as desirable as the one designated in the plan amendment. They are not located in proximity with the other special light industrial parcels, are not within the urban growth boundary and areas that can be readily serviced (e.g. Elliott parcel), and fail to offer the same opportunity for integrated planning with adjacent or nearby residential, commercial and public land uses. The location of the special light industrial site within the Willow Creek Basin responds to and is consistent with these policy directions provided in the Metropolitan Area General Plan;

(5) From a larger planning perspective, the Willow Creek Basin is the logical place for urbanization for Eugene. Expansion of the metropolitan area to the north would require large scale conversion of agricultural land; expansion to the south and southeast would
spawn development of the South Hills, an important urban buffering area, and create significant sewer and urban services delivery problems; and, expansion to the northwest creates a potential future compatibility problem with the airport operations there.

(f) The expansion of special light industrial land supply within the Willow Creek Basin from a 95 acre bifurcated site with 8 ownerships to a single 230 acre site in one ownership does not require re-examination of the number or location of other special light industrial sites in the metropolitan area for the following reasons:

(1) The number of special light industrial sites (five) designated for Eugene in the Metro Plan is not a direct function of immediate land use demand or employment demand but is a result of determinations reached in the Metro Plan as to the amount, size, and location of special light industrial sites needed to create a market for such potential users. Replacement of a 95 acre parcel with a 230 acre parcel still leaves a need for 3 sites in the 100 - 120 acre parcel size. No evidence was presented in the hearings on this plan amendment that such a supply is not needed. (Parenthetically, the table at page B-3 of the June 14 memorandum contains a mis-statement. The number of owners for the Cone-Breeden tract is 3 rather than 1.)

(2) Should future events prove that an oversupply of special light industrial sites exist, cure may occur through the plan amendment process.

(3) The elimination of the special light industrial designation for the South 11th (Willow Creek) light industrial site is not mutually exclusive with the elimination of such designation on the West Park site should evidence be presented that an oversupply exists. In the absence of such evidence, redesignation of the West 11th site is preferred over other sites because the West 11th does not meet the special light industrial site criteria in the Metro Plan as well as other sites. It is held in larger number of ownerships, adjacent to limited transportation facilities in an area which is less buffered from detracting urban uses offering less opportunity for a "campus-like atmosphere", than other special light industrial sites.
(g) Sufficient time for citizen involvement, collection of necessary factual information, refinement of issues and strategies, and identification and resolution of conflicts with other governmental units has been alloted in this plan amendment process. Several public hearings have occurred before Eugene, Springfield, Lane County, and L-COG. No intergovernmental conflicts have been identified. And the factual analysis in support of the Metro Plan which was developed, with citizen input, over an extensive period of time. No broad citizen opposition to these changes has occurred which might necessitate a longer evaluation period. Submission of the plan amendment together with the Metro Plan for LCDC acknowledgment in August, 1982, will allow, if the plans are acknowledged, greater certainty in the short run for industrial locations and urban services extensions.

(h) Coordination of the draft plan has occurred with affected governmental agencies through referral and comment. These include: EWEB; Lane Electric; School District 4J; Lane County Public Works; and, DCLD.

3. LCDC Goal 5 (Open Spaces).

(a) The plan amendment relies upon the same conflict resolution process for Goal 5 as contained in the Metro Plan. The switch in locations of special light industrial sites will not affect the accommodation reached in the Metro Plan for Goal 5 concerns in the Willow Creek Basin.

(b) Special treatment for the wetlands area is provided in the text of the subarea plan as amended, including but not limited to, early annexation for resource protection.

(c) Special review will be given to the hydrology of the Willow Creek Basin prior to development as explained in Policy C-3.

4. LCDC Goal 6 (Air, Water and Land Resources).

(a) Minimal, if any, differences in automobile emissions will exist by selection of an employment-intensive land use scheme over a residential scenerio.

(b) Residential effluent discharge will be roughly equal to the discharge potential for the employment-intensive land use arrangement for which the plan is amended.
(c) Annexation and urban development will only occur upon satisfactory provision of urban services.

5. **LCDC Goal 11 (Public Facilities and Services)**.

(a) The timing and costs of public services extensions to the Willow Creek Basin are discussed at pp. 5 - 7 of the July 21, 1982 staff report incorporated herein.

(b) The City of Eugene is committed in its capital improvements program to provision of sanitary sewer service to this area in the near future.

(c) The alternative mechanisms for payment of these capital expenses are discussed in the staff report and include: payment from the general fund, a capital improvements tax increment district or a special systems development charge. It is reasonable to expect additional property tax revenues from development within the Basin as that urbanization progresses.

(d) Development of the Willow Creek Basin will be less costly than development of other areas within and outside the City to the immediate north, to the west, or to the south-southeast. To the extent land must be available for additional economic growth, the Willow Creek Basin is a logical and economic place for that growth to occur.
MEMORANDUM

July 21, 1982

To: Mayor and Council
From: Planning Department

Subj: WILLOW CREEK SPECIAL AREA STUDY -- COUNCIL ACTION

I. Overview

On July 14, 1982 the Council conducted its public hearing on the Willow Creek Special Area Study. As a result of those hearings, and Council discussion, the staff was directed to prepare a series of possible modifications to the text of the draft document for consideration at the meeting of July 21. Those changes, as well as those which were recommended to the Council by the Planning Commission, are included in this memorandum. Text changes are shown in legislative format with underline ____ indicating additions and parenthesis ( ) indicating deletions. An adopting resolution and a revised set of findings will be forwarded to the Council by courier.

II. Changes Recommended By Planning Commission

The following changes to the draft were recommended to the Council by the Planning Commission.

1. Modify the explanation of policy A-1, pages 4 and 5 to read, "This policy is consistent with other policies in the Metropolitan Plan which provide for annexation of industrial land in conjunction with an approved capital improvement program that outlines provision of sanitary sewer service to an area. The Metro Plan policy also provides for interim sanitary sewer service through acceptable (to both the city and developer) facilities, such as sewage lagoons, when a permanent servicing plan has been established through an adopted capital improvement program. Adoption of the City's capital improvement program for FY 1982-83, which identifies the West Eugene Trunk as Eugene's highest priority for capital improvements, helps fulfill this policy direction. Finally, the Metro Plan contains policy language (policy #23, page III-B-6, Aug. 1980 Metro Plan and policy #18, page 26 and 19, page 6, 1982 Plan Amendments) which support an aggressive annexation program and servicing of designated industrial lands in order to have a sufficient supply of "development ready" land. In addition, this policy responds to Eugene's own economic diversification efforts as outlined in "Eugene's Economic Diversification Program," Sept. 23, 1981, which identifies industrial siting as one strategy to improve the economic conditions of the community."

2. Policy A-2, page 5, change to read, "Except as specially provided in Policy E-3, annexation of commercial and residential land shall be deferred at least until sanitary sewer service is available to the area, and other Eugene annexation requirements are met."

3. Policy D-1, page 9, under explanation, change to read, "The community resource node concept is intended to maximize public investment by providing land for facilities which can be shared by various public, quasi-public, and appropriate private activities. Under this concept, Eugene would acquire land for the public resource node,
making it available to various users, including appropriate social service agencies. Ultimately, siting of the elementary school facility must be approved by the School Board of District 4J, taking into account location of other existing schools, attendance boundaries and other pertinent factors. In any event, the proposed future acquisition of this property should not be used to stop development plans when other appropriate public criteria have been satisfied. The public resource node on the Plan Diagram is merely meant to schematically demonstrate this concept, and is not meant to be site specific.

4. Policy E-3, page 10, change to read, "The City of Eugene shall encourage annexation of the wetlands area and properties under contiguous ownership in order to facilitate agreements for public management between the property owners and The Nature Conservancy. In the short term a non-urban zoning classification, such as AG, Agriculture and Grazing, shall be applied to these properties (until they are needed for urban levels of development) until appropriate conditions have been met to provide for urban development."

5. Page 18, Introduction to Section VII, add a new paragraph, "The plan diagram, adopted as part of this Special Study Study is intended to conceptually identify land-use arrangements in the Basin, which would ultimately be implemented by other more specific public actions. For instance: 1) the public resource node on the plan diagram is shown schematically to demonstrate the intent of the concept, and is not meant to be site specific; 2) neighborhood commercial facilities may be located in residential areas as part of the process of urbanization; and 3) zoning and other implementation techniques will be used to specifically define land-use arrangements suggested by the plan diagram.

6. Add a new second paragraph to the Introduction Section, page 1, to read as follows:

"This study is in several sections as noted on the preceding Table of Contents. The first section lists the summary of the study and policies being recommended. Each individual policy is followed by a brief discussion of the policy. Additional background information for the policies, as well as further discussion of the land use alternatives and elements of the Willow Creek Basin, are found in the latter sections of the Study. Policies are adopted by the City Council as guidance for decision-making related to the Plan area. City programs, actions, and decisions, such as zone changes, traffic pattern changes, and capital improvements, will be evaluated on the basis of their ability to implement these policies as well as other adopted City goals and policies. Because they are adopted by the Council as the City's guide for action, policies are the most important statements in the Study."

7. On pages 5 and 6, modify the explanatory paragraph as follows, "On property with slopes and elevations which fit criteria to apply planned unit development procedures outlined in the South Hills Study, the PUD procedures (should) shall include direction to: 1) minimize the effects of development on visual assets; 2) cluster development away from potential and identified problem soils, slopes and geologic conditions; and 3) maximize retention of existing vegetation. On properties in or adjacent to designated natural areas, the PUD procedures (should) shall include direction to: 1) transfer residential densities from natural resource areas to buildable
portions of tax lots; 2) control storm drainage -- quantity and quality -- consequences on the natural area; and 3) use buffering techniques such as vegetative landscape barrier or fencing to protect the natural resource values of the site. On properties bordering stream courses, the PUD, cluster subdivision or site review procedures (should) shall include direction for retention of natural vegetation and buffering of the stream courses from development. This policy recognizes that under Eugene's planned unit development regulations, a variety of structure types and other neighborhood uses such as "neighborhood commercial" are allowed in any residential areas."

8. Page 19, under Public Resource Node discussion, change second sentence to read as follows, "While these types of facilities are generally available within the community, this proposal conceives of them being clustered in one area and located in proximity to other high-intensity land uses in the Basin."

9. Page 25, under Plants and Wildlife, change the first sentence in the second paragraph to read, "At least three rare plants (including the Aster curtis) do exist in the wet natural resource area of the Basin (see Map H)."

10. Page 23, Under Discussion of Size, change second sentence to read, "The special light industrial site in Alternative #2 is split into approximately (two 50 acre pieces) sixteen separate parcels, possibly rendering it less desirable by a potential major firm."

11. Map E in the draft document, change to include footnote for Public Resource Node, and addition of high-density residential south of commercial designation (see revised Map E attached).

12. Modify Map B in the draft Willow Creek Special Area Study to show Eugene's City limits line (see revised Map B attached).

13. In the analysis of consistency with Statewide Goals, add a new paragraph to the Goal 5 discussion which would read as follows:

   Early annexation of the industrially designated land and wetlands area is to fulfill the local goals of providing a sufficient supply of development-ready industrial land and to protect a Goal 5 resource. As Land Use Policy 2 provides, conversion of the remainder of the basin from urbanizable to urban land will be deferred.

Addition of this paragraph will strengthen the Goal 5 analysis.

III. Modifications Requested By Council

The following modifications are staff proposals in response to Council direction at the meeting of July 14.

1. Change Policy E-3 (page 10 of the draft report) to read:

   (The City of Eugene shall encourage annexation of the wetlands area and properties under contiguous ownership in order to facilitate agreements for public management between the property owners and The Nature Conservancy. In the short-term a non-urban zoning classification, such AG, Agriculture and Grazing, shall be applied to these properties until they are
needed for urban levels of development.)

In order to facilitate agreements for protection and public management of the Willow Creek wetlands area, the City of Eugene will initiate annexation of the wetlands area and contiguously owned buildable properties provided the three affected property owners agree to such action. In the short-term, a non-urban zoning classification, such as AG, Agriculture and Grazing District, shall be applied to these properties until appropriate conditions have been met to provide for urban development.

2. Change the explanation of policy C-3 (page 8 of the draft Report) to read:

Experience shows that increased urbanization will result in the necessity to improve storm run-off facilities. In this case, the existing Amazon Channel will become part of the major storm run-off system for the Basin. (Further analysis will) A thorough analysis shall indicate if ultimate urbanization of the Willow Creek Basin will result in capacity or flow problems, and if so, what remedial actions are necessary. Implementation measures should attempt to balance protection of bottomland in the Basin from storm run-off against the need for maintenance of appropriate moisture levels (both quantity and quality) for vegetation in the natural area.

3. Add an additional financial section to the draft report which would read as follows.

X. FINANCING

Development of the Willow Creek Basin represents the equivalent of construction of a new city. At ultimate development, the Basin could provide homes for about 20,000 people, and places of employment for about 17,500 employees. This represents a city with a population roughly equivalent to the cities of Milwaukee, Hillsboro or Albany (1980 populations) and employment approximately equal to the combined levels of Albany and Millersburg. These comparisons suggest that costs of providing services to the entire Basin can appropriately be reviewed in the context of capital costs required to develop a new medium size city in Oregon. Information obtained from the Bureau of Governmental Research, at the University of Oregon, indicates that the total estimated value of the fixed assets inventory for the City of Hillsboro, 1981 population of 28,650, is roughly $32.5 million. This excludes costs for schools, electrical distribution systems, and transit facilities. Significantly this estimate is generally based on acquisition costs and not replacement costs. It can be estimated that actual replacement costs could double the total value of the fixed asset inventory, i.e. replacement cost could be about $65 million. Table 5 indicates that costs for delivery of services to the Basin (excluding schools, electrical distribution systems and transit facilities) are currently estimated to be about $26.5 - $28.5 million (1982 dollars).

A. Estimated Service Costs In Willow Creek

Table 5 shows estimated costs by component and service which will ultimately be involved in providing service to the Willow Creek Basin.
Table 5  
Costs For Services In  
Willow Creek  
(1982 $000s)

<table>
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<tr>
<th>Component</th>
<th>School</th>
<th>Sewers</th>
<th>Service</th>
<th>Parks</th>
<th>Transp</th>
<th>Fire</th>
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<tr>
<td>Equip/Remodel</td>
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</table>

These estimates reflect a broad overview of potential public service delivery requirements based on preliminary layout and design concepts which may change in the context of specific development proposals. The estimates in Table 5 indicate that the total costs of providing a full range of services to the Basin, at full-development, could be approximately $40 - $44 million (in 1982 dollars). Data in Table 5 does not include costs for facilities outside the Basin which will be used to serve the area at full development.

These data suggest that based on estimated replacement value of the fixed asset inventory of the City of Hillsboro, delivery of services to the Basin may be 40 percent of the cost of delivering comparable services in the City of Hillsboro, i.e. the estimated costs of services for the Basin (excluding schools, electrical distribution system and transit facilities) are $26.5 - $28.5 million compared to an estimated $65 million for replacement of similar services in the City of Hillsboro. This reflects the fact that many existing facilities in Eugene can be used to meet the public service needs of the Basin. For instance, the regional treatment center, fire and police dispatch facilities all are in-place and available for use by the residents and businesses in the Basin. Other savings, such as the use of existing Fire Station #10 (immediately
to the east of the Basin) contribute to the savings in public expenditures for capital projects needed to service the Basin. This demonstrates that the nodal development approach to urbanization, in the context of an already developed City, can be a cost-effective method of dealing with required public expenditures for capital projects.

B. Revenue

Table 5, does not identify sources of funds for development of the Basin. The potential exists for funding participation by other agencies besides the City of Eugene. As in all other newly developing areas of the City, Eugene will be required to provide a substantial share of the funds needed to construct the infrastructure outlined in Table 5. There are now three basic directions open to the City to provide a long-term funding mechanism for these facilities:

1. The City could rely on the general fund to provide the majority of revenue sources needed to construct capital facilities in the Basin.

2. The City could institute a mechanism which earmarks new tax revenues generated from new construction in the Basin for construction of capital facilities (a capital projects tax increment district).

3. The City could institute a special systems development charge for application to new construction in the Basin, with the intent of using these funds for development of public capital improvements in Willow Creek.

3. Add new policy D-2, to read as follows:

The City of Eugene shall investigate new methods of financing capital projects required for development of the Willow Creek Basin.

As development occurs in the Willow Creek Basin, public financing of capital projects will be required. While these capital improvements will occur over a long period of time, identification of the appropriate revenue mechanisms to provide the required financing can occur in the near future. Through the Council Revenue and Resources Committee, these mechanisms might be put in place in time for the City's FY 1983-84 Budget. Examples of mechanisms which could be employed by Eugene might include continued use of general fund sources, earmarking of new tax revenues generated from new construction in the Basin for construction of capital projects in the Basin, or special systems development charges applied to new construction in the Basin and earmarked for construction of public capital improvements in Willow Creek. The Revenue and Resource Committee should also investigate funding for capital projects which could be generated in new relationships with cooperating public jurisdictions and the private sector as well as the City of Eugene.

EPLNG
PLJFMEM4
MAP E
ALTERNATIVE #1
PLANNING COMMISSION
RECOMMENDATION

C Commercial
SLI Special Light Industrial
I Light-Medium Industrial
H High Density Residential
M Medium Density Residential
L Low Density Residential
O Open Space
N Natural Area

Public Resource Node

PLEASE REFER TO POLICY D.1. ON PAGE 9
OF THE STUDY AND ALSO THE DISCUSSION
OF THE PUBLIC RESOURCE NODE BEGINNING
ON PAGE 19 OF THE STUDY. THE ACTUAL
LOCATION AND SIZE OF THE PUBLIC RESOURCE
NODE WILL BE REFINED THROUGH SPECIFIC
CAPITAL IMPROVEMENT PROGRAMMING FOR
THE BASIN AND AS DEVELOPMENT OCCURS.