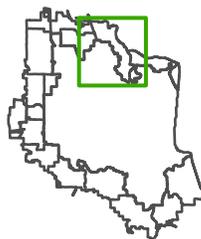


- Committed Lands
- Protected Lands
- Potentially Suitable
- Not suitable



This map is intended for illustrative purposes, and is not suitable for legal, surveying, or engineering purposes. The draft study area is based on imprecise source data and is subject to change.

0.3 Miles

Map created November 2019 by City of Eugene Planning Division.

For additional information, visit [www.eugene-or.gov/UrbanReserves](http://www.eugene-or.gov/UrbanReserves)



## Summary

### Beacon/River Loop Subarea Draft Suitability Analysis

#### Not Moving Forward for Urban Reserves Designation

	Beacon/River Loop Subarea	Positive	Mixed	Negative
1.	Efficient accommodation of identified land needs:			✓
2.	Orderly and economic provision of public facilities and services:		✓	
3. (a)	Environmental Consequences:			✓
(b)	Energy Consequences:		✓	
(c)	Economic Consequences:			✓
(d)	Social Consequences:			✓
4.	Compatibility with nearby ag and forest activities		✓	

Total developable land not moving forward = **332 acres**

Total potential residential capacity = **0 dwelling units**

#### Subarea summary data:

Developable land within .25 miles of the UGB = **120 acres**

Tax lots with a predominant slope classification of 0-5 percent = **92.4 percent**

Tax lots with a predominant slope classification of > 5 percent = **7.6 percent**

Average residential capacity = **8.33 dwelling units per buildable acre**

# Beacon/River Loop Subarea Draft Suitability Analysis

## Background

**Location:** The Beacon/River Loop subarea is located to the north of Eugene adjacent to the UGB, and includes land to the west of the Willamette River and to the east of River Road. In 2012, The Priority 1 land along Beacon Drive was analyzed in the UGB expansion analysis.

**Existing Land Uses:** The subarea is flat and primarily used for agriculture: 294 acres of developable land are Priority 3 Agricultural Lands, with only 30 acres of Priority 1 Exception Areas, and 8 acres of Other Lands. The Priority 1 areas are designated residential and are concentrated in two areas: the first is along Beacon Drive immediately north of the UGB and the second is along River Loop 1 to the east of the UGB and the west of the Willamette River. Both areas have low development capacity, although the Priority 1 area along Beacon Drive has slightly higher capacity because it is less covered by floodplain. The area categorized as Other Lands is designated as Sand and Gravel in the Metro Plan, as shown on the Comprehensive Plan Designation map, and is used for a gravel mining operation. It is important to note that most of the existing development in this subarea is located in the floodplain, as shown on the Development Potential map and described below.

**Constraints:** The majority (eighty one percent) of this subarea is categorized as Protected or Committed land. Most of this is Protected FEMA-mapped flood hazard area (floodplain). This floodplain is concentrated near the Willamette River but is also spread throughout the rest of the subarea all the way to River Road. Spring Creek runs north through the subarea and is a Protected Lane County Goal 5 riparian corridor.

The Committed land in this subarea is primarily parks and open space along the Willamette River that is owned by the City of Eugene or Lane County. At the north of the subarea is the 53-acre Hileman Landing park, and there is also a 6-acre and 1.5-acre park in the subarea. The subarea is relatively flat, with no tax lots with a predominant slope classification greater than 10%, as shown on the Contours and Hillshade map, and there are no prohibitively steep slopes.

**Surrounding Land Uses:** The Willamette River and its associated uses, including protected natural and recreation areas, are along the eastern edge of the subarea. The adjacent McKenzie subarea also contains significant flood plain and gravel mining operations, concentrated along the rivers. Land to the north of this subarea is predominantly used for agriculture, and Junction City is located north of that. River Road is along the subarea's western edge, with both the Highway 99 and Awbrey subareas west of River Road.

Within the UGB, adjacent land is developed as residential neighborhoods with scattered commercial uses. There is a complete network of neighborhood streets within the UGB, and potential for connections if this subarea were to be urbanized. Santa Clara is composed of a patchwork of land inside and outside of the city limits. River Road is the primary transportation connection from this subarea.

**Other:** There is an ongoing River Road-Santa Clara Neighborhood Plan that will impact land use policies and growth within the Santa Clara Community Organization boundary, which includes land south of Beacon Drive.

## Identify developable land that would be “suitable” for urban reserves

OAR 660-021-0030(2) states that “[i]nclusion of land within an urban reserve shall be based upon the [four] locational factors of Goal 14 (numbered below) and a demonstration that there are no reasonable alternatives that will require less, or have less effect upon, resource land.” Following is an evaluation of the developable land in the Beacon/River Loop subarea, organized by locational factor:

### 1. Efficient accommodation of identified land needs

**Proximity to the UGB:** The western and northern edge of the subarea is adjacent to the UGB, however there is very little developable land adjacent to or nearby (within .25 mile) the UGB, as shown on the Development Potential map, due to the extent of protected lands, particularly flood zone. In total, there are 120 developable acres with a portion of their tax lot within .25 miles of the UGB.

**Developable land capacity:** There are 302 partially vacant developable acres, and 31 undeveloped developable acres. The relatively low amount of undeveloped and partially vacant developable land makes efficient urbanization of this subarea more difficult. According to the residential capacity analysis, the subarea has capacity for 2,768 dwelling units, or 8.33 dwelling units per acre.

**Residential need:** The partially vacant and undeveloped developable land in the subarea is identified as potentially suitable for urbanization with residential land. While the proximity to the UGB, relative ease of serviceability, and flat topography are all assets, urbanization of this subarea would be fragmented and inefficient due to the extent and pattern of the floodplain and the low amount of developable land, especially near the UGB.

**Industrial need:** There are three tax lots identified in the capacity analysis as potentially suitable for urbanization with industrial land, as shown on the Potential Industrial Capacity map. These tax lots all contain less than ten acres of developable land and a significant amount of each lot is within the FEMA-mapped floodplain.

**Topography, steep slopes or other constraints to efficient urbanization:** The Beacon/River Loop subarea is flat, with no tax lots with predominant slop classification greater than 10 percent, as shown on the Hillshade and Contours map. However, the majority (81 percent) of this land is not developable, especially to the east of the subarea towards the Willamette River, but also north of Beacon Drive. Future development around the flood plain areas would make efficient urbanization difficult, especially where it impedes connectivity to existing roadways and development.

*Overall, the Beacon/River Loop subarea could not efficiently accommodate identified land needs.*

Efficient accommodation of identified land needs:	Positive	Mixed	Negative
Beacon/River Loop			✓

## 2. Orderly and economic provision of public facilities and services

**Serviceability analysis summary from the Preliminary Analysis of Orderly and Economic Provision of Public Facilities and Services:** As shown in the summary table below, the Beacon/River Loop subarea’s serviceability ranged from easy-moderate to difficult, with most service providers assigning it an easy-moderate rating.

Wastewater serviceability is the noticeable outlier and ranks as difficult, due to the need for a new pump station, disruptions to existing roadway and pipes, lack of capacity in the downstream system, and impacts to the existing Spring Creek pump station.

Water serviceability was ranked as moderate primarily due to needed improvements in existing infrastructure owned by the Santa Clara Water District, and lack of opportunity to build a looped system. Stormwater was ranked as easy to moderate because the topography and capacity constraints of the downstream system make a piped stormwater system more difficult, but sites in this subarea are likely suitable for on-site stormwater infiltration.

Eugene-Springfield Fire and Emergency Services indicated that given the proximity to the nearest city fire stations and existing street network, it appears response times to this subarea would be acceptable.

Transportation and transit serviceability were both ranked easy-moderate due to the existing street network, potential for new connections, need for multimodal improvements, and existing transit service along River Road.

The generalized cost estimates for providing services to this subarea when urbanized ranged from \$\$ for water, transportation, and stormwater to \$\$\$\$ for wastewater.

*Overall, the Beacon/River Loop subarea is moderate for ease of serviceability.*

**Serviceability within the UGB:** There is land within the UGB that is developed but outside of city limits and served by a variety of utility and emergency service providers, which may potentially present challenges to cost-efficient service delivery if this subarea were urbanized.

Beacon/River Loop Subarea	Wastewater	Water	Fire	Transportation	Transit	Stormwater
<b>Relative serviceability</b>	Difficult	Moderate	Easy-Moderate	Easy-Moderate	Easy-Moderate	Easy-Moderate
<b>Generalized cost estimate</b>	\$\$\$\$	\$\$	\$\$-\$\$\$	\$\$	\$\$\$	\$\$

Orderly and economic provision of public facilities and services:	Positive	Mixed	Negative
Beacon/River Loop		✓	

### 3. Comparative environmental, energy, economic and social consequences

#### A. *Environmental:*

**Public open space:** Publicly accessible open space exists in this subarea near and along the Willamette River, including a multiuse path along the river, 53-acre Hileman Landing park, 1.5-acre Whitley Landing park, and a 6-acre park property that is still undeveloped. Future residents would benefit from this open space, which is protected from future development.

**Impacts to natural resources:** Land along the Willamette River has low suitability for urbanization because of the negative impacts it would have on water temperature, runoff, wildlife habitat and recreational uses. However, the land immediately adjacent to the river has Willamette Greenway regulations in place to minimize negative impacts of development. Urbanization could also negatively impact Spring Creek, which is a Lane County Goal 5 riparian corridor, as well as the wetlands identified on the National Wetlands Inventory that are coterminous with floodplain areas throughout the subarea.

**Risk of natural hazards:** The proliferation of FEMA-mapped flood hazard areas that are present in this subarea could negatively impact future residents during a flood event. These flood hazard areas are categorized as Protected, so urbanization is not assumed on them. However, nearby urbanization make flood control more challenging, especially where flood hazard areas are adjacent to existing development and preempt future connectivity. The flood hazard areas are laced throughout the subarea in a way that severely limits efficient future development patterns.

*Overall, there would be high negative environmental consequences if this subarea were to urbanize.*

<b>Environmental Consequences:</b>	<b>Positive</b>	<b>Mixed</b>	<b>Negative</b>
Beacon/River Loop			✓

#### B. *Energy:*

**Potential for complete neighborhoods:** This subarea is poorly suited to co-locate a variety of housing (LDR, MDR, HDR) and jobs in order provide a 20-minute neighborhood, given the low amount and inefficient distribution of developable land due to the extent of flood hazard areas.

**Proximity to the UGB:** As already noted, the Beacon/River Loop subarea is adjacent to the UGB but includes very little developable land adjacent to or nearby (within .25 mile) the UGB, as shown on the Development Potential map.

**Multi-modal transportation access:** As noted above, this subarea has good transportation access to both downtown Eugene and nearby neighborhood streets. River Road provides the main connection to downtown Eugene; within the UGB River Road has sidewalks, bike lanes, and transit service. The south portion of the subarea is adjacent to Randy Papé Beltline but it is primarily Delta Sand and Gravel’s mining operation and within the FEMA-mapped floodplain.

**Proximity to services:** This subarea has parks, schools and other service within relatively close proximity. Located close to this subarea within the UGB are Awbrey Park Elementary School, Kelly Middle School, and Irving Elementary School. Awbrey Park is a developed park within the UGB close by, while Hileman

Landing and Whitley Landing are within the subarea. Having these services in close proximity and accessible by neighborhood streets reduces the negative energy impacts of this subarea by reducing vehicle travel.

**Generation of energy burdens:** Future urbanization of the Beacon/River Loop subarea would directly and indirectly generate energy and climate burdens due primarily to the significant loss of growing lands, increased traffic, and increased carbon emissions.

*Given its location adjacent to the UGB, proximity to existing neighborhood centers, and good transportation access would offset some of the negative energy consequences of inefficient urbanization and the significant loss of growing lands. Therefore, if this subarea were to urbanize, it would result in mixed energy consequences, comparative to the other subareas.*

Energy Consequences:	Positive	Mixed	Negative
Beacon/River Loop		✓	

**C. Economic:**

**Future economic activity:** The Beacon/River Loop subarea contains 332 acres of developable land. Based on generalized capacity assumptions, this land could accommodate 2,768 residential dwelling units. However, considering the presence of extensive flood hazard areas, it is not likely to efficiently accommodate identified land needs (see Locational Factor 1), so the likelihood of this level of urbanization is low. This subarea is not well suited for urbanization for industrial uses, as described above, which further limits the anticipated economic benefits of future urbanization.

**Loss of existing economic activity:** Given that existing uses are primarily agriculture, there is significant concern about future urbanization causing a loss of economic activity for local farms in this subarea.

**Potential for complete neighborhoods:** This subarea has low likelihood of developing as a complete neighborhood. Residents would benefit from additional commercial activity in the subarea, but there would be a low likelihood of this type of urbanization, due to development constraints.

**Cost of service provision:** As noted above, in Locational Factor 2, the Beacon/River Loop subarea is considered moderate for efficient provision of public services.

*On balance, urbanizing this subarea would bring negative economic consequences.*

Economic Consequences:	Positive	Mixed	Negative
Beacon/River Loop			✓

**D. Social:**

**Impacts to current residents:** As the subarea urbanizes, increased traffic could negatively impact current residents. However, improvements to the roadway system, additional neighborhood-serving commercial uses, and improved delivery of public services could also benefit existing nearby residents.

**Compatibility with existing surrounding uses:** Future urbanization appears to be incompatible with the agricultural uses in the surrounding area which may be displaced or potentially conflict with future uses if this subarea were to urbanize.

**Service delivery:** As noted in the serviceability analysis, it appears that emergency response times to this subarea would be acceptable, given its proximity to city fire stations and the existing street network. Lane Fire Authority and the Eugene-Springfield Fire Department already coordinate services near this subarea within the UGB due to the patchwork of city limits, so urbanization of this subarea may lead to service delivery improvements and benefit residents both inside and outside the UGB. Similarly, Santa Clara Water District currently owns infrastructure in this subarea and nearby within the UGB. It is assumed that EWEB water service would be provided as the subarea urbanizes, which may also provide an opportunity to improve service delivery for residents both inside and outside the UGB.

**Impacts from hazards:** As already noted, urbanization of the subarea could exacerbate the impacts of flooding due to the presence of flood hazard areas. However, these flood hazard areas are categorized as Protected, with no development capacity forecast on them, and risks would not be unduly burdening vulnerable populations.

**Impacts to vulnerable populations:** There could be negative impacts to vulnerable and underserved communities if smaller farms and businesses were displaced as urbanization occurs. However, the remaining agriculture in and near this subarea would benefit from the increased economic activity.

The land within this subarea that is identified as suitable for urbanization as industrial uses, as shown on the Potential Industrial Capacity map, are located adjacent to existing residential development and could disproportionately burden vulnerable and underserved groups if they were to develop for industrial uses.

**Complete neighborhoods:** Future residents would benefit from access to parks and open space, which increases the social benefits of urbanization in this subarea. Overall however, as already noted, there is low likelihood of complete neighborhoods developing in this subarea.

*Overall, urbanization of the Beacon/River Loop subarea would have negative social benefits.*

<b>Social Consequences:</b>	<b>Positive</b>	<b>Mixed</b>	<b>Negative</b>
Beacon/River Loop			✓

**4. Compatibility of the proposed urban uses with nearby agricultural and forest activities occurring on farm and forest land outside the UGB**

**Impacts to nearby agricultural and forest activities:** Increased congestion on roadways from urbanization may impact nearby agricultural activities. Increased odor and safety complaints from adjacent neighbors may also impact the plentiful agricultural activities in the area. However, nearby agricultural operations could also potentially benefit from increased business and more commercial services in the subarea.

There are two plant nurseries/garden supply stores as well as numerous farm stands in the subarea that serve nearby residents. If they aren't displaced by urbanization, they could benefit from increased

customers. However, a buffer (even across a main roadway) between residential development and active farm practices, would help with compatibility.

*Overall, compatibility of urbanization with surrounding agricultural activities outside the UGB would be mixed.*

<b>Compatibility with nearby ag and forest activities</b>	<b>Positive</b>	<b>Mixed</b>	<b>Negative</b>
Beacon/River Loop		✓	

**Conclusion:**

Besides Protected and Committed land and fully developed tax lots, there are **332 developable acres** in the Beacon/River Loop subarea that, on balance, would be unsuitable for urban reserves, as shown on the marked-up map and described above.

Total developable land potentially suitable for urban reserves designation: **0 acres**

Total residential capacity: **0**

DRAFT

Priority Classification	Total Acres	Buildable Acres	Residential Capacity (Dwelling Units)
Other Lands	561	8	66
Priority 1: Exception Areas	248	30	239
Priority 3: Agricultural Lands	1,263	294	2,463
<b>Grand Total</b>	<b>2,072</b>	<b>332</b>	<b>2,768</b>

Buildable v Not Buildable Land	Acres	Percent of total
Buildable	332	16%
Committed/Protected	1,682	81%
Existing Development*	58	3%
<b>Total</b>	<b>2,072</b>	<b>100%</b>

Development Potential	Buildable Acres	Residential Capacity (Dwelling Units)
Partially Vacant	302	2,524
Undeveloped	31	244
<b>Developable Total</b>	<b>332</b>	<b>2,768</b>

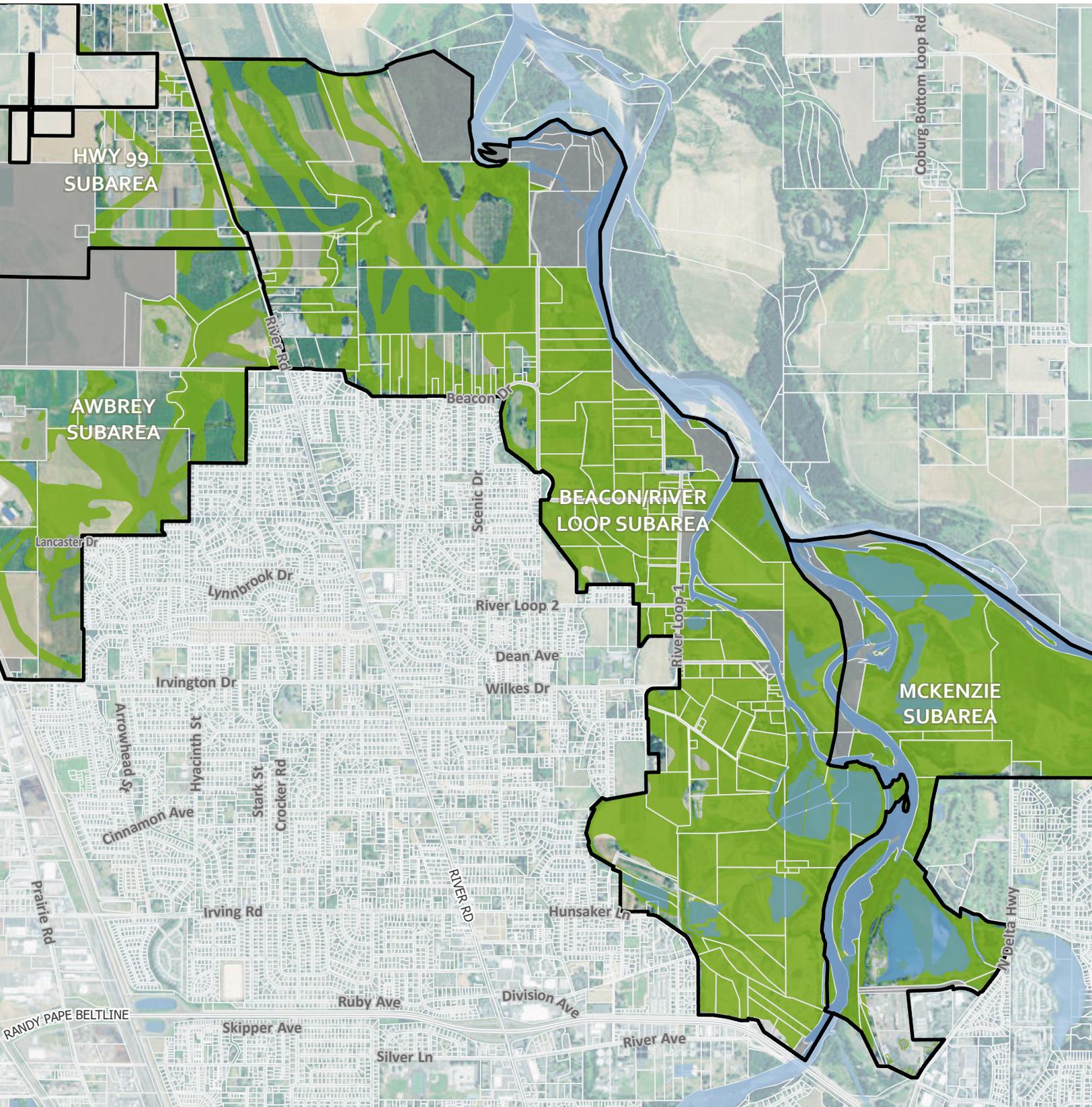
Predominant Slope Class	Total Acres	Percent acres of total	Buildable Acres	Residential Capacity (Dwelling Units)
0 - 5%	1,914	92.4%	332	2,768
5 - 10%	157	7.6%	0	0
<b>Grand Total</b>	<b>2,072</b>	<b>100%</b>	<b>332</b>	<b>2,768</b>

\*Land may fit under more than one classification. 'Existing Development' does not include development on Protected or Committed land.

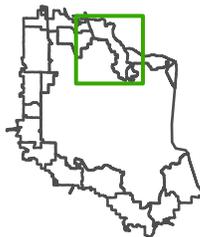
# DRAFT

# Urban Reserves Study Area

Beacon/River Loop subarea



- Study boundary draft subareas
- Taxlots
- Committed Lands
- Protected Lands



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0.3 Miles

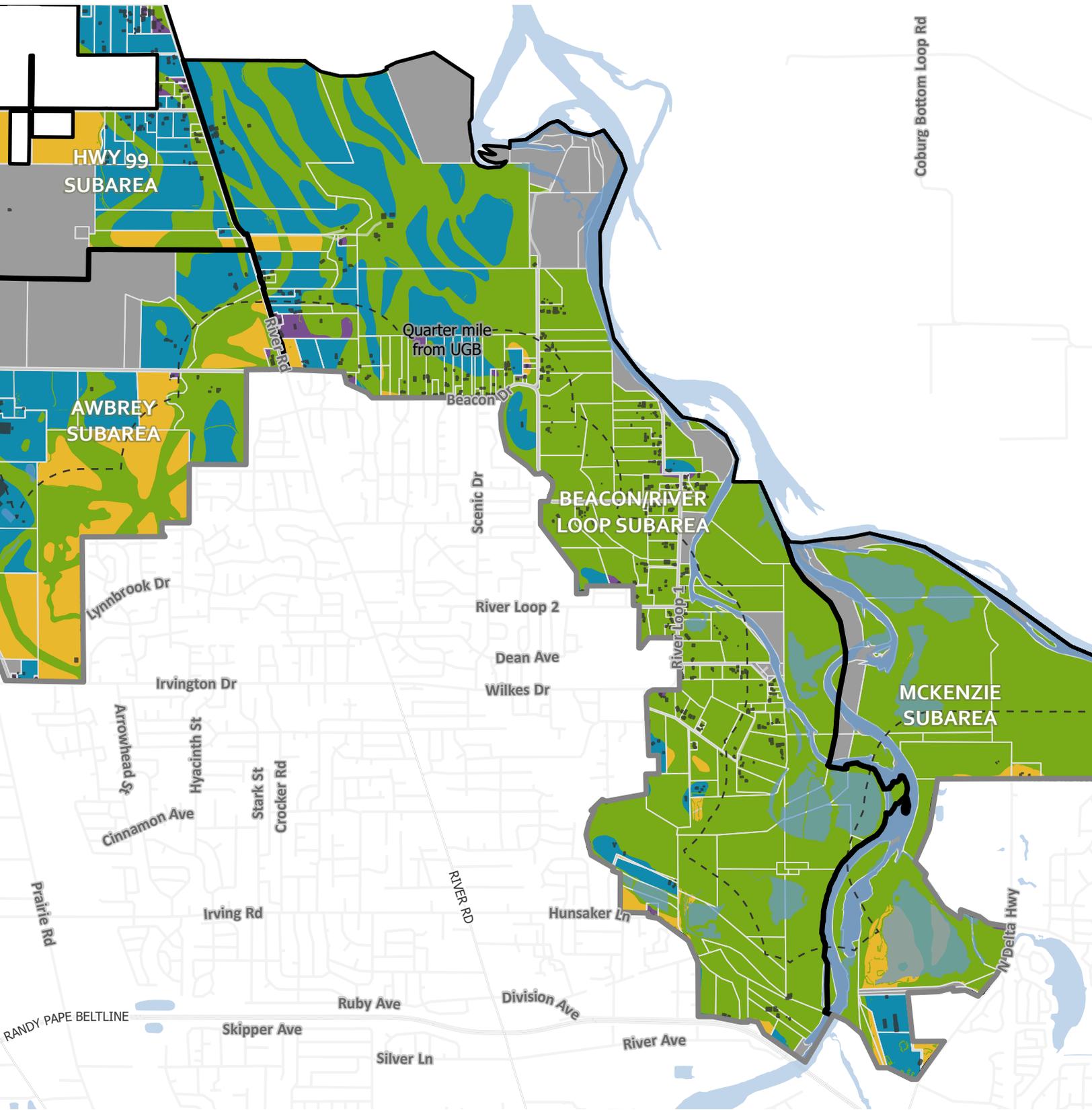
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For additional information, visit [www.eugene-or.gov/UrbanReserves](http://www.eugene-or.gov/UrbanReserves)



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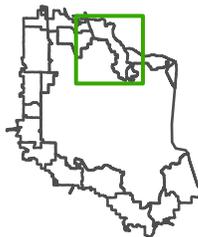
## Development Potential Beacon/River Loop subarea



- Buildings
- Eugene UGB
- Quarter Mile from Eugene UGB

### Development Potential

- Committed
- Protected
- Developed
- Partially Vacant
- Undeveloped



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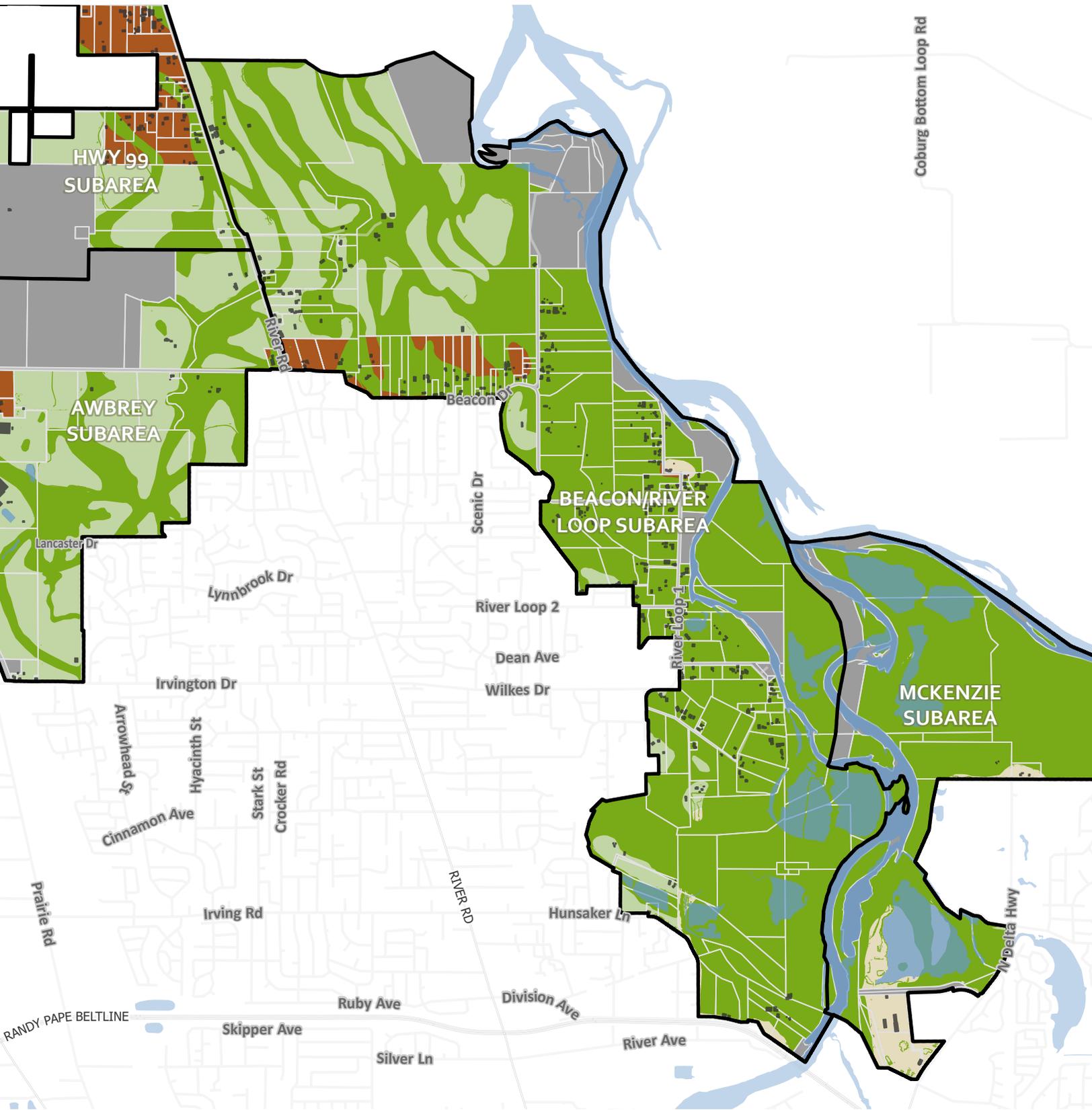
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# DRAFT

## Priority Land Classification

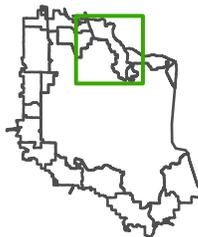
Beacon/River Loop subarea



- Buildings
- Committed Lands
- Protected Lands

### Priority Land Classification

- Priority 1: Exception Areas
- Priority 2: Marginal Lands
- Priority 3: Forest Lands
- Priority 3: Agricultural Lands
- Other Lands



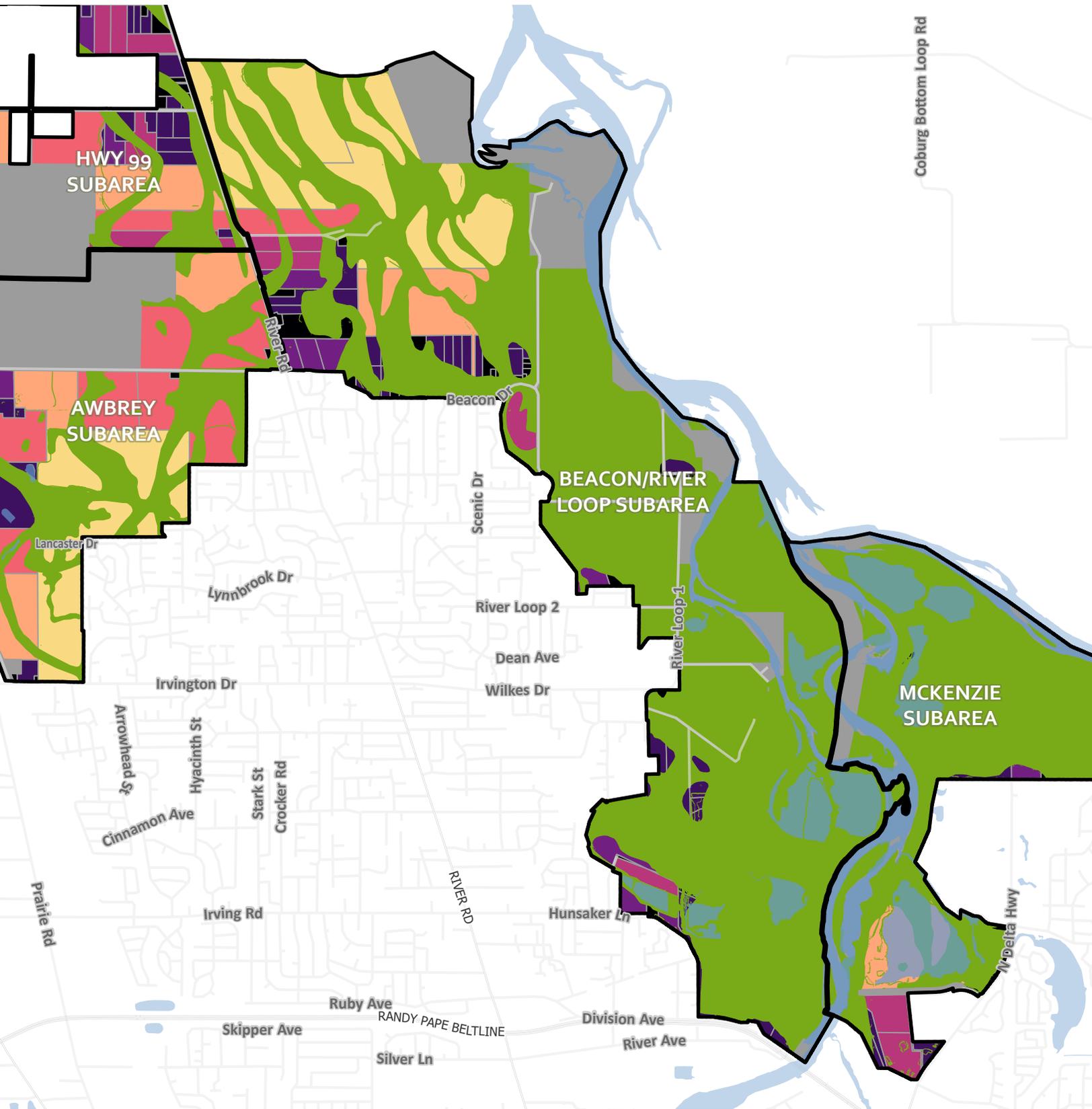
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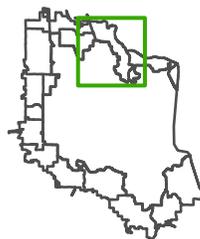




Committed Lands  
Protected Lands

Residential Capacity (dwelling units)

- < 5
- 5 - 24.9
- 25 - 49.9
- 50 - 99.9
- 100 - 199.9
- 200 - 499.9
- 500 - 1013



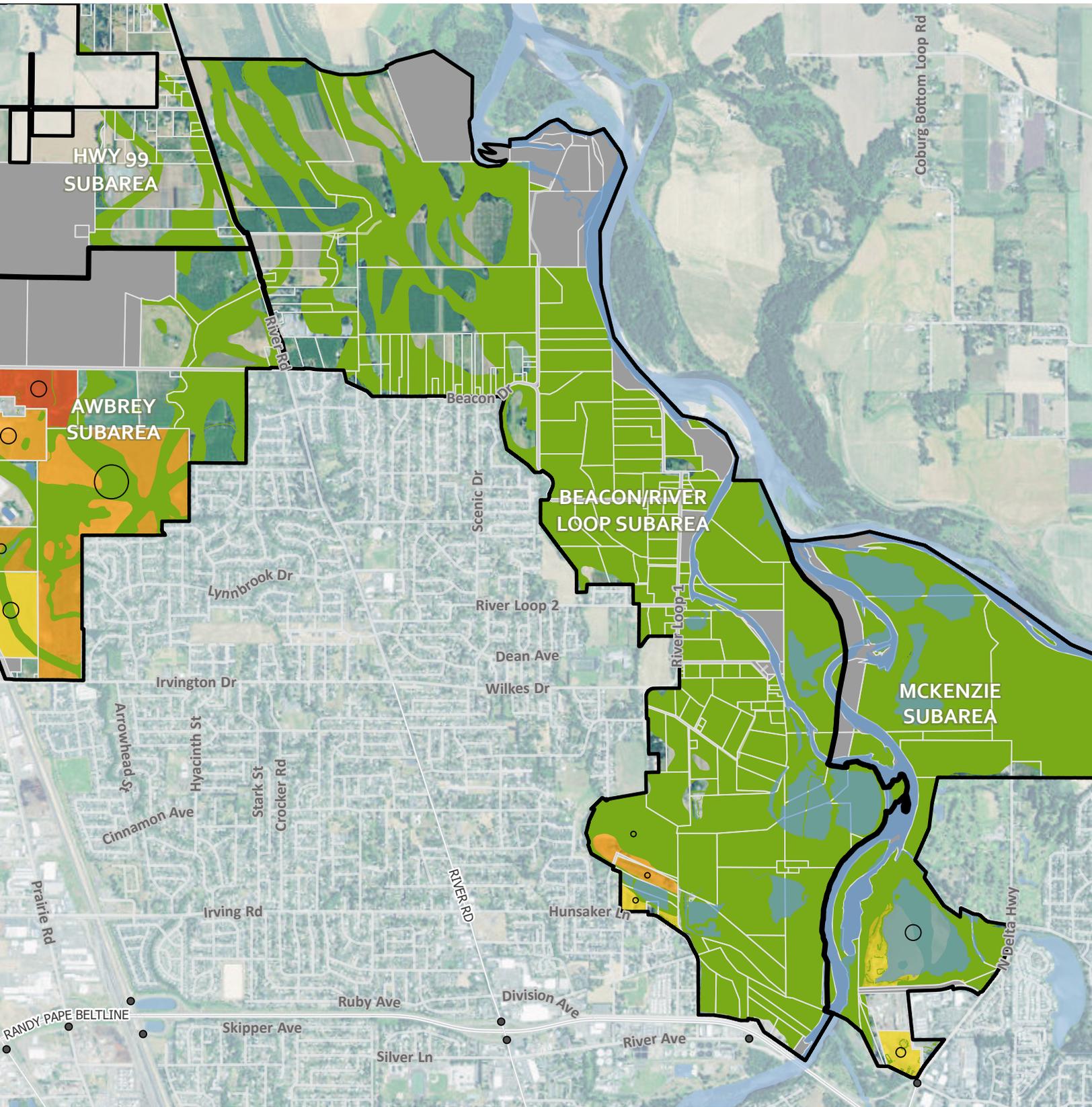
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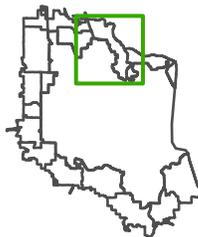
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- Committed Lands
- Protected Lands
- Freight Route Access Points
- Taxlots meeting industrial criteria
- Driving distance to a freight route
- 1 mile
- 1.5 miles
- 2 miles

- Taxlots meeting industrial criteria
- Buildable acres per taxlot
- 5 - 9 ac
- 10 - 19 ac
- 20 - 49 ac
- 50 - 74 ac
- 75+ ac



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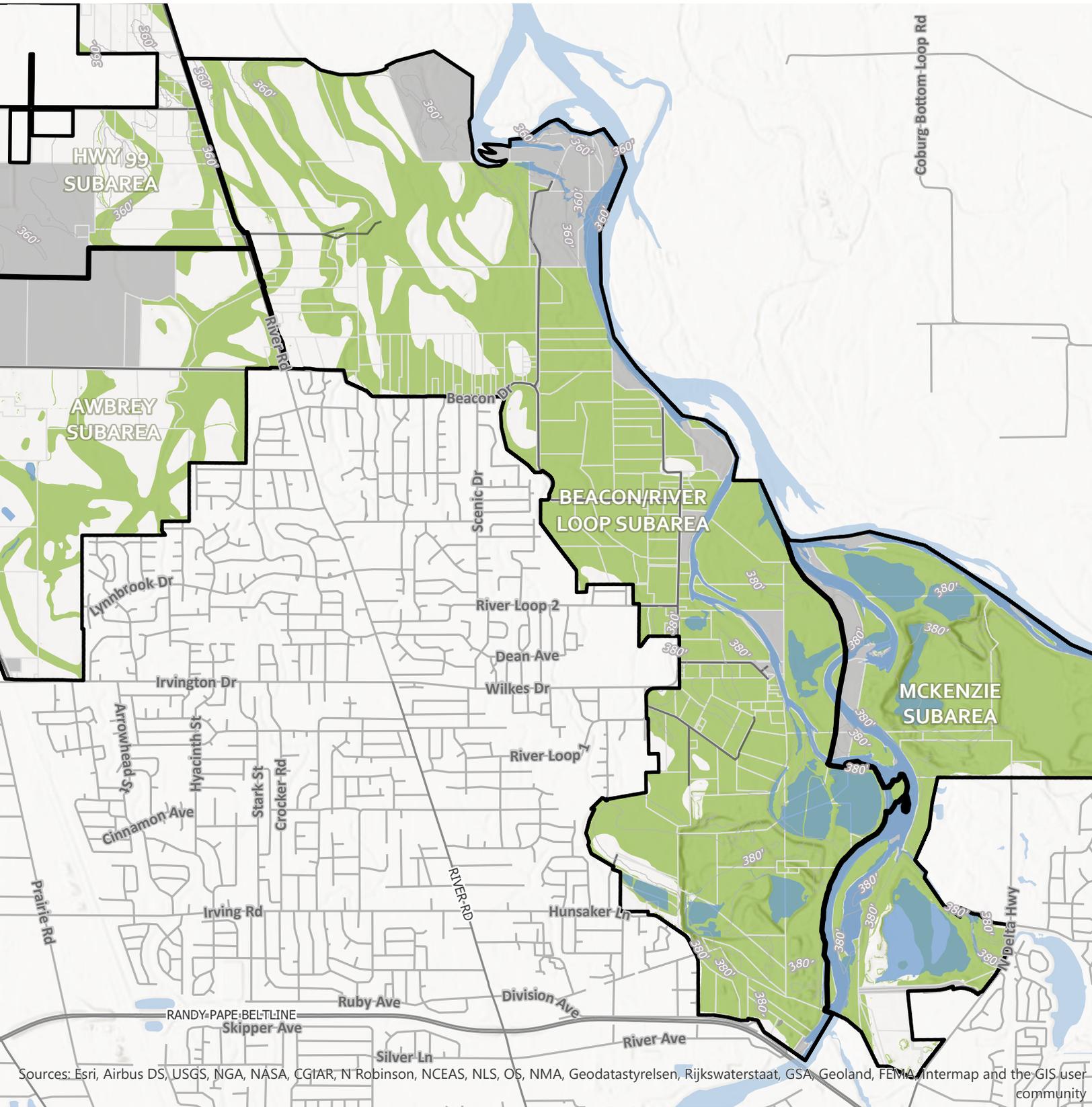
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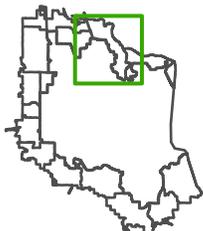
# DRAFT

# Contours and Hillshade

Beacon/River Loop subarea



- Committed Lands
- Protected Lands



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0.3 Miles

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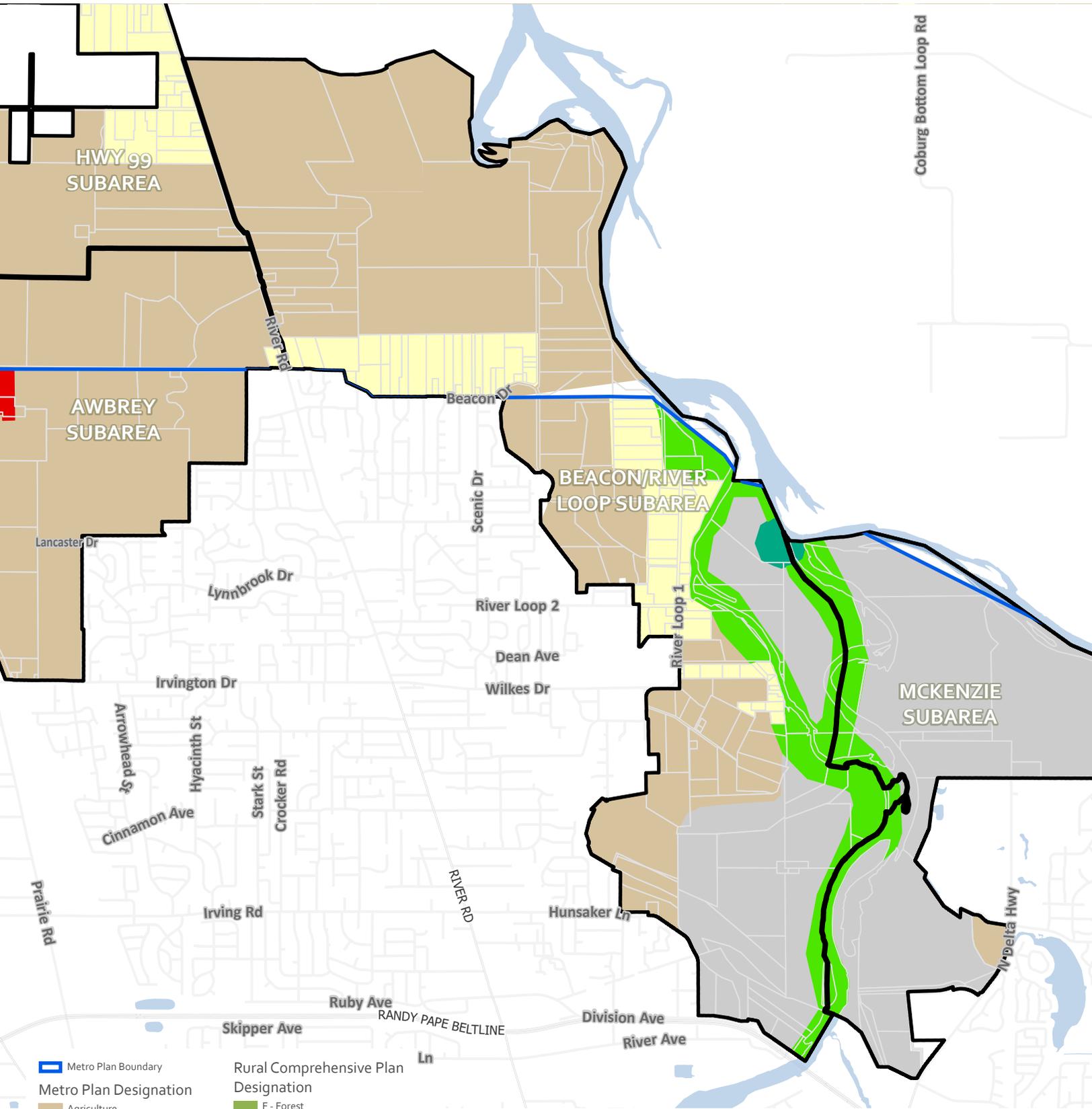
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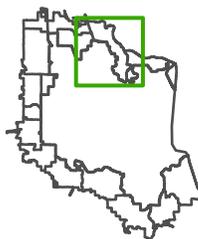
# Comprehensive Plan Designation

Beacon/River Loop subarea



- Metro Plan Boundary**
- Metro Plan Designation**
- Agriculture
  - Airport Reserve
  - Forest Land
  - Government & Education
  - Natural Resource
  - Parks and Open Space
  - Rural Residential
  - Sand and Gravel
  - Rural Commercial
  - Rural Industrial

- Rural Comprehensive Plan Designation**
- F - Forest
  - A - Agricultural
  - ML - Marginal
  - C - Commercial
  - I - Industrial
  - R - Residential
  - NRES - Non Resource
  - P - Parks
  - AIR - Airport
  - NR:M - Natural Resource : Mineral
  - PF - Public Facility



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0.3 Miles

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