

- Initial Urban Reserves Draft Study Area
- Urban Reserves Draft Suitable Subareas

- Committed Lands
- Protected Lands
- Lands Potentially Suitable for Urban Reserves
- Lands Unsuitable for Urban Reserves



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

### Draft Suitability Analysis Russel Creek Subarea

#### Area Potentially Suitable for Urban Reserves Designation

	Russel Creek 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 potentially suitable for Urban Reserves designation = **804 acres**

Total potential residential capacity = **2,456 dwelling units**

Average residential capacity= **3.06 dwelling units per acre**

Total developable land not moving forward = **0 acres**

#### **Subarea summary data:**

Developable land within .25 miles of the UGB = **217 acres**

Tax lots with a predominant slope classification of 0-5 percent = **15.4 percent**

Tax lots with a predominant slope classification of > 5 percent = **84.6 percent**

Average residential capacity= **3.06 dwelling units per buildable acre**

# Russel Creek Draft Suitability Analysis

## Background

**Location:** The Russel Creek subarea is located to the southeast of Eugene. It is bound by the UGB on the north and west, McVay Highway and Interstate 5 on the east, and the Suzanne Arlie park property on the south. Lane Community College and Oak Hill School are south of 30<sup>th</sup> Avenue, which runs through the middle of the subarea. The Bloomberg/McVay study area from the 2012 UGB expansion analysis is located north of 30<sup>th</sup> Avenue within this subarea.

**Existing Land Uses:** Of the 2,719 acres in this subarea, only 804 are considered developable. A significant amount of land (1,844 acres) in this subarea is classified as Committed or Protected. The Committed land includes land owned by the City of Eugene for parks and open space (Suzanne Arlie, Bloomberg, Moon Mountain, Coryell Ridge and an open space acquisition underway), land owned by Bonneville Power Administration for a substation and easements, and land for schools (Lane Community College and Oak Hill School). There are a number of commercial and industrial uses along McVay Highway, including two gas stations and a large beverage distribution facility. LCC is by far the biggest development and employer in the subarea. There are only 55 acres of developable Priority 1 Exception Land – and it is all north of 30<sup>th</sup> Avenue. The vast majority of developable land (663 acres) is Priority 3 Forest Land.

**Constraints:** Most of the land designated as Protected is made up of prohibitively steep slopes (> 30 percent) or landslide hazard areas. Other Protected land includes wetlands identified on the National Wetlands Inventory. Russel Creek is multi-forked and criss-crosses through the subarea on the south side of 30<sup>th</sup> Avenue; on the north side it continues to Bloomberg Road. It is not identified as a County Goal 5 riparian resource.

**Surrounding Land Uses:** At the north edge of the subarea, is existing undeveloped land within the UGB. The west edge is also the UGB along the back of Spring Boulevard. Suzanne Arlie Park is on the southern edge along the ridgeline, separating the Russel Creek subarea from the Dillard subarea, and rural lands to the south, towards Goshen. McVay Highway and Interstate 5 border the subarea to the east. Just east of I-5 is (north to south): the southern tip of Glenwood, the confluence of the Coast Fork and Middle Fork of the Willamette River, and the Seavey Loop area in unincorporated Lane County.

## 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 Russel Creek subarea, organized by locational factor:

### 1. Efficient accommodation of identified land needs

**Proximity to the UGB:** There is very little capacity immediately adjacent to the UGB in the Russel Creek subarea; most of the capacity is along 30<sup>th</sup> Avenue, adjacent to Lane Community College, and south of Arlie Park. In total, there are 217 developable acres with a portion of their tax lot within .25 miles of the UGB. North of 30<sup>th</sup> Ave., there are only two lots adjacent to or nearby (within .25 mile) the UGB, one of which is almost fully protected, as shown on the Development Potential map. South of 30<sup>th</sup> Ave. immediately adjacent to the UGB are mostly the backyards of homes along Spring Blvd.

**Developable land capacity:** In the entire subarea there are 804 developable acres: 241 partially vacant, and 563 undeveloped. According to the residential capacity analysis, the subarea has capacity for 2,456 dwelling units, or 3.06 dwelling units per acre. There is a mix of larger tax lots with relatively high capacity (100-199 dwelling units), and Partially Vacant tax lots with enough developable land for less than 5 dwelling units.

**Residential need:** The subarea’s proximity to the UGB as well as existing job centers, connection to key transportation corridors, and its amount, size and location of developable land makes it potentially appropriate for a complete neighborhood with a mix of residential housing and neighborhood-serving commercial uses.

**Industrial need:** There are five tax lots identified in the capacity analysis as potentially suitable for urbanization with industrial land need, as shown on the Potential Industrial Capacity map. They are all along 30<sup>th</sup> Avenue -- two to the north and three to the south. The parcels are a range of sizes and a range of distances from freight routes.

**Topography, steep slopes or other constraints to efficient urbanization:** Steep slopes, landslide hazard areas, wetlands and long narrow-shaped lots could make efficient urbanization difficult on some parcels, especially where they are along road frontages. Fifteen percent of tax lots are predominantly flat (less than five percent slope); most of these are along 30<sup>th</sup> Avenue, which could be beneficial for future urbanization.

*Overall, the Russel Creek subarea may be able to efficiently accommodate identified land needs, as shown on the marked-up map. Even so, capacity is relatively low, given the presence of small lots, challenging lot configurations, steep slopes, and landslide hazard areas, primarily.*

Efficient accommodation of identified land needs:	Positive	Mixed	Negative
Russel Creek		✓	

## 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 Russel Creek’s subareas’s relative serviceability ranged from easy (transit) to very difficult (water).

Transit is considered easy to serve because there is already bus service along 30<sup>th</sup> Avenue, connecting Eugene and Springfield residents to LCC.

Water serviceability was considered very difficult due to the significant infrastructure needed to serve both sides of 30<sup>th</sup> Avenue. Even with a small area already served by EWEB north of 30<sup>th</sup>, multiple pump stations, reservoirs, and large diameter pipelines would need to be constructed to serve the rest of this subarea.

Wastewater is also difficult to serve; two pump stations would need to be constructed, along with approximately 7,000 feet of force main.

Given the current locations of city fire stations and existing street network, there are response time and service delay concerns. It is assumed a new fire station would be needed to serve the subarea. In addition, there is potential wildfire risk due to the increased interface with rural forest lands.

While the subarea has good access to 30<sup>th</sup> Avenue, I-5, and Springfield, which are all positives for vehicular connectivity, the highway interchange is currently failing and additional capacity would be very challenging and expensive to accommodate.

**Serviceability within the UGB:** There is undeveloped land within the UGB, along the northern edge of the subarea and along Spring Boulevard, that would potentially benefit in its future development and serviceability if this subarea were included in urban reserves.

Russel Creek Subarea	Wastewater	Water	Fire	Transportation	Transit	Stormwater
<b>Relative serviceability</b>	Difficult	Very Difficult	Difficult	Moderate	Easy	Moderate-Difficult
<b>Generalized cost estimate</b>	\$\$\$\$	\$\$\$\$\$	\$\$\$\$-\$\$\$\$\$	\$\$\$\$\$	\$\$	\$\$\$\$

<b>Orderly and economic provision of public facilities and services:</b>	<b>Positive</b>	<b>Mixed</b>	<b>Negative</b>
Russel Creek			✓

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

### A. *Environmental:*

**Public open space:** There is significant publicly protected open space in the subarea, including Suzanne Arlie Park, Mt. Baldy trailhead, Bloomberg Park, Moon Mountain Park, Coryell Ridge and an open space

acquisition underway by the city for habitat conservation north of 30<sup>th</sup> Avenue adjacent to the UGB. This protected open space provides significant wildlife habitat, recreational opportunities, and natural resource protection.

**Impacts to natural resources:** Urbanization could negatively impact wetlands identified on the National Wetland Inventory that are present in this subarea. Wetlands are categorized as Protected, so urbanization is not assumed, however, adjacent development could negatively impact these areas and make efficient urbanization more challenging.

**Risk of natural hazards:** Twenty five percent of tax lots have steep slopes (predominant slope classification in excess of 30 percent), and high-risk landslide areas identified by DOGAMI are present throughout the subarea. There is an especially heavy concentration of landslide hazard areas between Arlie Park and LCC. The subarea is also heavily forested, although many of the once-forested areas have been clear cut for future development.

*Urbanization of the Russel Creek subarea could potentially increase the risk of natural hazards, such as landslides and wildfire. Focusing urbanization on less sensitive areas would mitigate environmental consequences.*

<b>Environmental Consequences:</b>	<b>Positive</b>	<b>Mixed</b>	<b>Negative</b>
Russel Creek		✓	

**B. Energy:**

**Potential for complete neighborhoods:** The area closer to 30<sup>th</sup> Avenue and LCC could be moderately well-situated to co-locate a variety of housing (LDR, MDR, HDR) due to the existence of larger undeveloped and partially vacant parcels, existing street connections, and easier water and wastewater service. However, topography, lot sizes and configuration are likely to keep average capacity relatively low, at 3.08 dwelling units/acre.

The subarea’s suitability for jobs and neighborhood-serving commercial along 30<sup>th</sup> Avenue and McVay Highway is good. Small-scale neighborhood-serving commercial would benefit residents both inside and outside of the UGB.

**Proximity to the UGB:** As already noted, the Russel Creek subarea is adjacent to the UGB, and includes little developable land adjacent to or nearby (within .25 mile) the UGB, as shown on the Development Potential map. However, the subarea includes some large lots and areas along 30<sup>th</sup> Avenue, which would be beneficial for future urbanization of a 20-minute neighborhood.

**Multi-modal transportation access:** Transit service and bike lanes already exist on 30<sup>th</sup> Avenue, and bus rapid transit is being considered. However, the hill on 30<sup>th</sup>, and the vehicular-focus of McVay Highway and I-5 provides a challenge for bicycle and pedestrian access. New local streets with bike lanes and sidewalk improvements will be needed to be added to accommodate all users. The easy access to I-5 makes this study area very well located regionally, but costly improvements to the interchange will need to happen in the future as capacity increases (likely even if this area does not urbanize).

**Proximity to services:** There are some gas stations, convenience stores, and other commercial uses in the subarea or immediately adjacent, allowing local trips for some services. The nearest public elementary school is Camas Ridge, on 30<sup>th</sup> Avenue about 3 miles away. There is a private K-12 school and community college in the subarea, providing employment and education opportunities. Nearby open space is plentiful.

**Generation of energy burdens:** Future urbanization of the Russel Creek subarea will directly and indirectly generate moderate energy and climate burdens due to the loss of forest and agricultural lands, increased traffic, and increased carbon emissions. While increased regulations, once the subarea urbanizes, may have positive effects on environmental health, dependence on fossil fuels resulting in greenhouse gas emissions will have negative energy effects.

*Overall, there are mixed energy consequences to urbanizing the Russel Creek subarea.*

<b>Energy Consequences:</b>	<b>Positive</b>	<b>Mixed</b>	<b>Negative</b>
Russel Creek		✓	

**C. Economic:**

**Future economic activity:** The Russel Creek subarea contains 804 acres of developable land. Based on generalized capacity assumptions, this could accommodate 2,456 residential dwelling units. Given that it also ranks low in serviceability, new development in this subarea would likely be expensive. Urbanization would bring construction activity that would benefit the local economy. The City’s tax base will increase, but the cost of services (capital and ongoing) may outweigh the increased revenue. Lane Community College would benefit in having additional opportunities for housing and services near their campus.

**Loss of existing economic activity:** The subarea is forested, but it does not appear to include commercially-farmed forests. Some of the existing rural commercial and industrial uses could be negatively impacted by future urbanization, while some could benefit from additional residents and development opportunity.

**Potential for complete neighborhoods:** As noted already, the subarea could support future urbanization with a variety of identified uses which support connected, integrated neighborhoods.

**Cost of service provision:** As noted in section 2, the relative high cost of servicing the subarea makes the likelihood of efficient urbanization and its associated economic benefits mixed. While the potential capacity on some parcels in the Russel Creek subarea may optimize the investment in infrastructure over the long term, this assumes development occurring in anticipated densities. Larger parcels along 30<sup>th</sup> Avenue, adjacent to LCC and lower in elevation would likely be more economically feasible for urbanization. LCC provides a unique economic benefit to the subarea, as a potential employer and job training center. The subarea’s location adjacent to I-5 also benefits it economically more so than other subareas.

*Overall, urbanization will bring significant positive economic consequences to the Russel Creek subarea, but due to the high cost of service provision, consequences are mixed.*

<b>Economic Consequences:</b>	<b>Positive</b>	<b>Mixed</b>	<b>Negative</b>
Russel Creek		✓	

**D. Social:**

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

**Compatibility with existing surrounding uses:** Future residential urbanization appears to be compatible with existing surrounding uses, which is primarily rural residential, rural commercial/industrial, and educational.

**Service delivery:** Service delivery would improve with urbanization: The subarea will be difficult to serve for fire protection and emergency services, but safety would be improved if services were extended. Given the current locations of the city fire stations and existing street network, there are response time/service delay concerns. Additionally, there is potential wildfire risk due to urban interface with rural forest lands; at the same time, urbanization may lessen water and fire flow concerns as the urbanized area will be connected to EWEB water.

EWEB service is already available to a part of the subarea north of 30<sup>th</sup> Avenue; significant distribution and transmission systems would have to be extended to provide service to the full subarea. It is assumed that neighborhood parks would be developed if neighborhoods urbanize to meet the City’s service standards.

**Impacts from hazards:** Urbanization of the subarea could increase landslide risk on steep slopes. However, high risk landslide areas are categorized as Protected, with no development capacity forecast on them, and risks would not unduly burden vulnerable populations.

**Impacts to vulnerable populations:** There could be negative impacts to vulnerable and underserved groups due to the potential high cost of development in this subarea. However, the lower elevation and flatter areas near 30<sup>th</sup> Avenue and LCC could provide good locations for multi-unit and more affordable housing.

**Complete neighborhoods:** The likelihood of developing complete 20-minute neighborhoods, with a variety of housing types and neighborhood-serving commercial amenities is moderate. While urbanization may burden some existing residents due to increased noise, traffic, and impacts to their viewshed, it could also provide housing and services accessible to a broad range of residents.

*Overall, the Russel Creek subarea would have mixed social consequences.*

<b>Social Consequences:</b>	<b>Positive</b>	<b>Mixed</b>	<b>Negative</b>
Russel Creek		✓	

**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:** There does not appear to be active farm or forest activity within the subarea. Increased congestion on roadways from urbanization could marginally impact nearby agricultural activities across Interstate 5 in the Seavey Loop area.

*Because of the location of the Russel Creek subarea – bordered by the interstate, Committed lands and residential housing-- it does not appear that urbanization would be incompatible with surrounding agricultural and forest activities outside the UGB.*

<b>Compatibility with nearby ag and forest activities</b>	<b>Positive</b>	<b>Mixed</b>	<b>Negative</b>
Russel Creek	✓		

**Conclusion:**

Based on the location and configuration of the Russel Creek subarea, the following developable land that, on balance, would be unsuitable for urban reserves based on this evaluation is: none.

Total developable land potentially suitable for urban reserves designation = **804** acres.

Total residential capacity: **2,456 dwelling units**

Average residential capacity: **3.06 dwelling units per acre**

**Urban Reserves  
Suitability Analysis:  
Background Data and  
Maps**

Priority Classification	Total Acres	Buildable Acres	Residential Capacity (Dwelling Units)
Other Lands	187	29	85
Priority 1: Exception Areas	297	55	278
Priority 3: Agricultural Lands	266	56	195
Priority 3: Forest Lands	1,959	663	1,898
<b>Grand Total</b>	<b>2,719</b>	<b>804</b>	<b>2,456</b>

Buildable v Not Buildable Land	Acres	Percent of total
Buildable	804	30%
Committed/Protected	1,844	68%
Existing Development*	71	3%
<b>Total</b>	<b>2,719</b>	<b>100%</b>

Development Potential	Buildable Acres	Residential Capacity (Dwelling Units)	Industrial Capacity (Acres)
Partially Vacant	241	780	51
Undeveloped	563	1,676	26
<b>Developable Total</b>	<b>804</b>	<b>2,456</b>	<b>77</b>

Predominant Slope Class	Total Acres	Percent acres of total	Buildable Acres	Residential Capacity (Dwelling Units)
0 - 5%	418	15.4%	37	300
5 - 10%	416	15.3%	82	235
10 - 15%	694	25.5%	297	852
15 - 20%	498	18.3%	300	826
20 - 25%	18	0.7%	14	43
30% plus	675	24.8%	73	201
<b>Grand Total</b>	<b>2,719</b>	<b>100%</b>	<b>804</b>	<b>2,456</b>

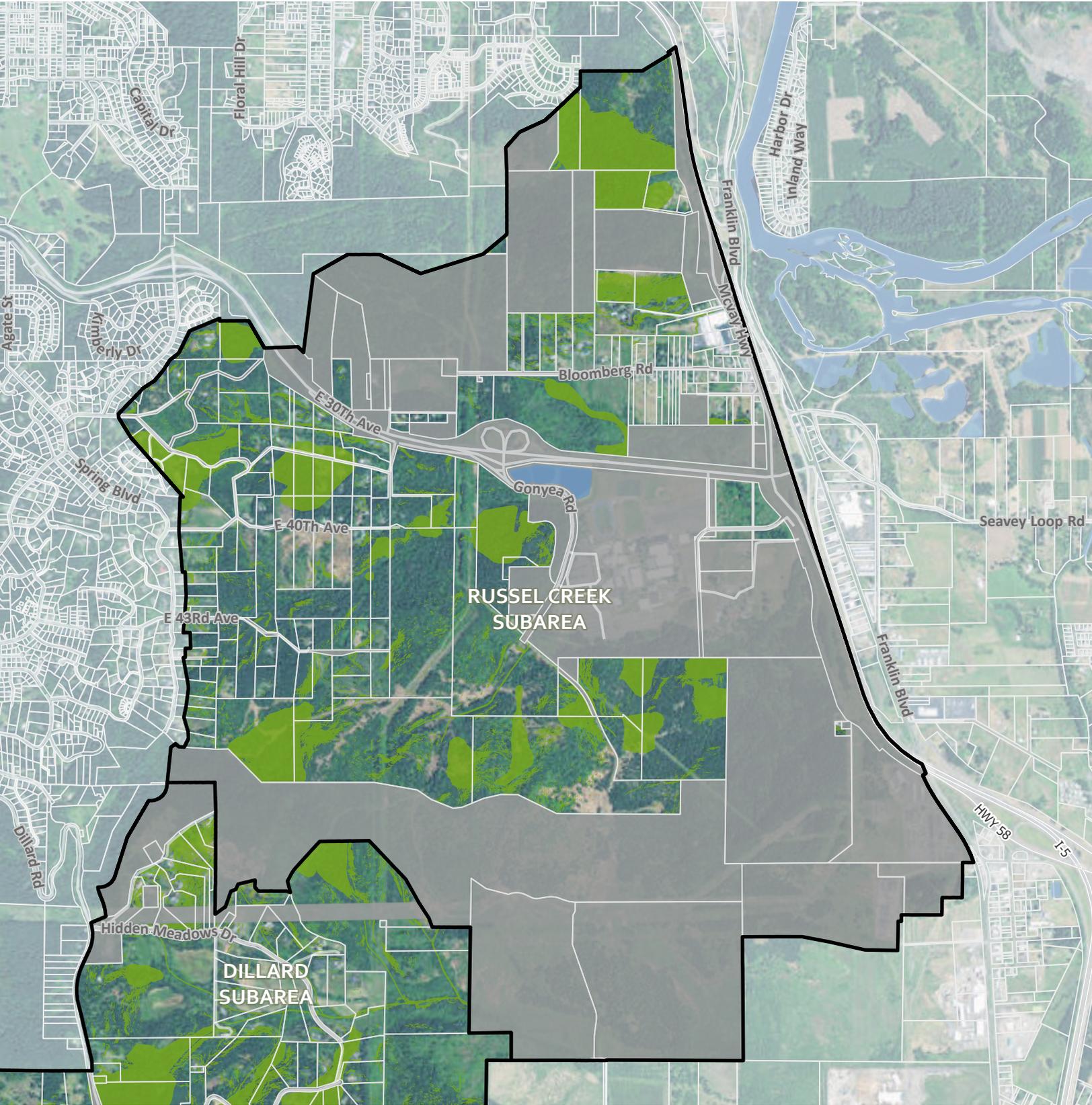
<b>Average Residential Capacity (Dwellings/Acre)</b>	<b>3.05</b>
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\*Land may fit under more than one classification. 'Existing Development' does not include development on Protected or Committed land.

# DRAFT

# Urban Reserves Study Area

Russel Creek subarea



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



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0.3 Miles

Map created July 2019 by City of Eugene Planning Division.

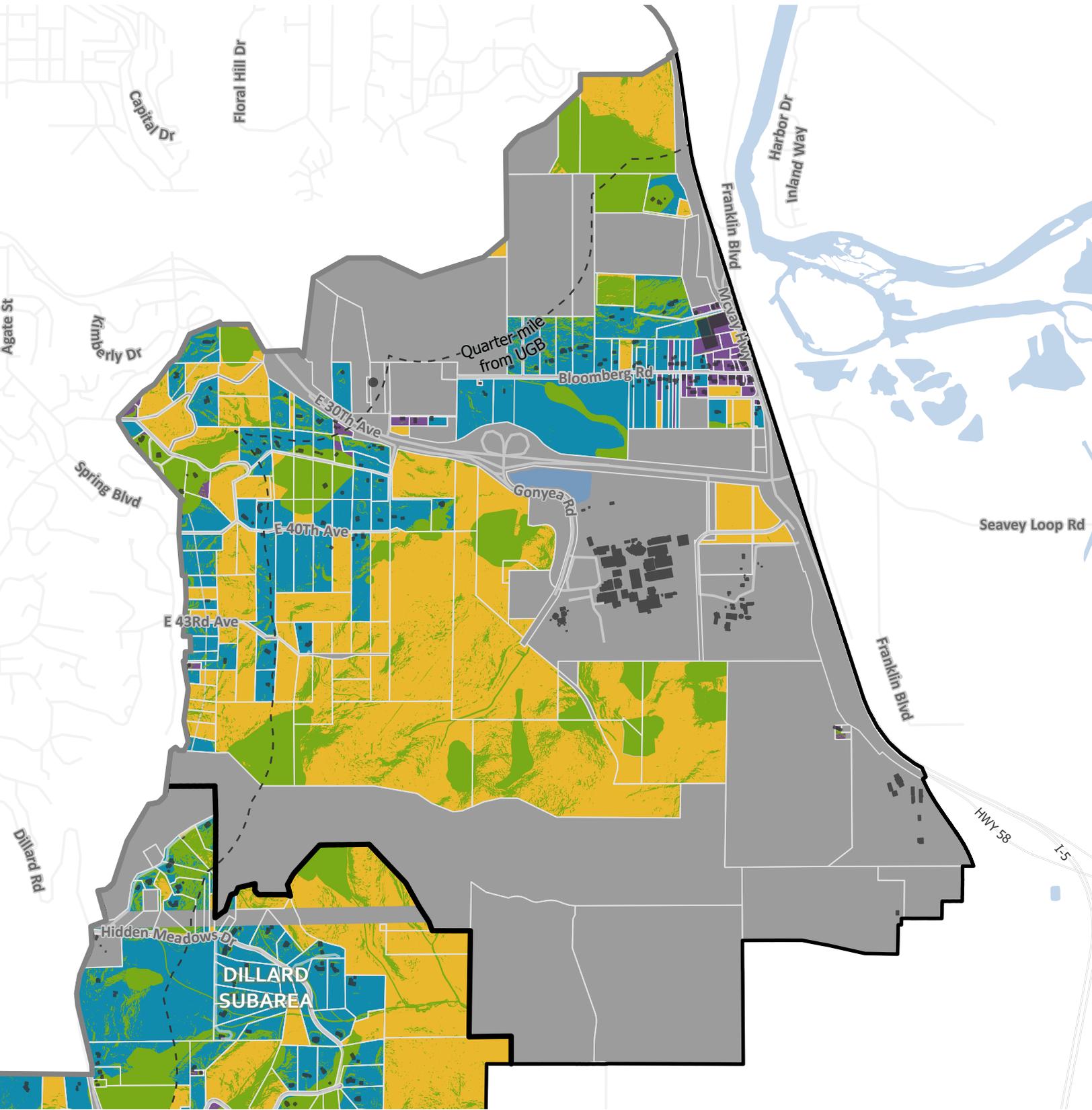
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# DRAFT

# Development Potential

Russel Creek subarea



- Buildings
- Eugene UGB
- Quarter Mile from Eugene UGB

### Development Potential

- Committed
- Protected
- Developed
- Partially Vacant
- Undeveloped



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0.3 Miles

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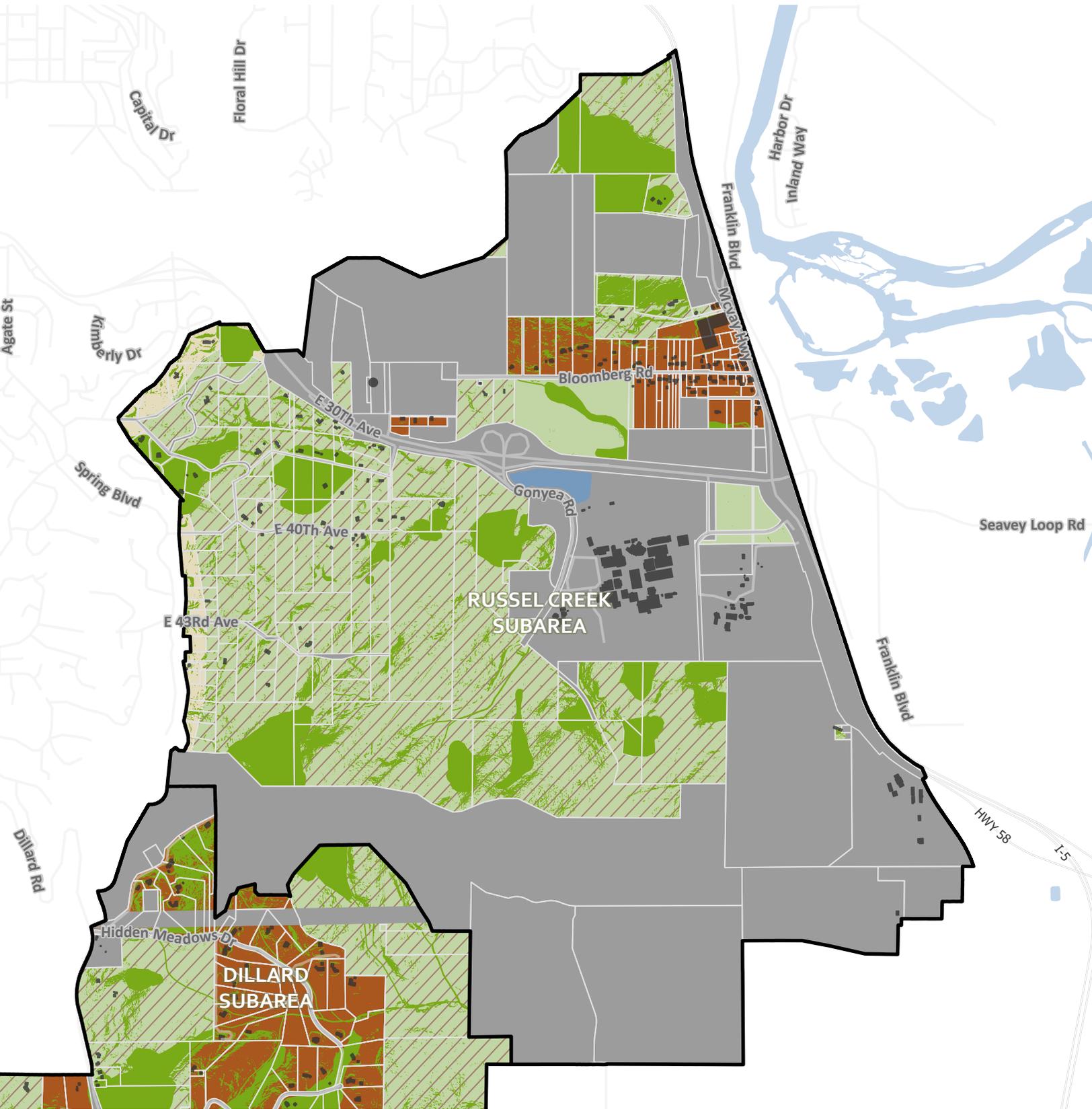
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# DRAFT

# Priority Land Classification

Russel Creek 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



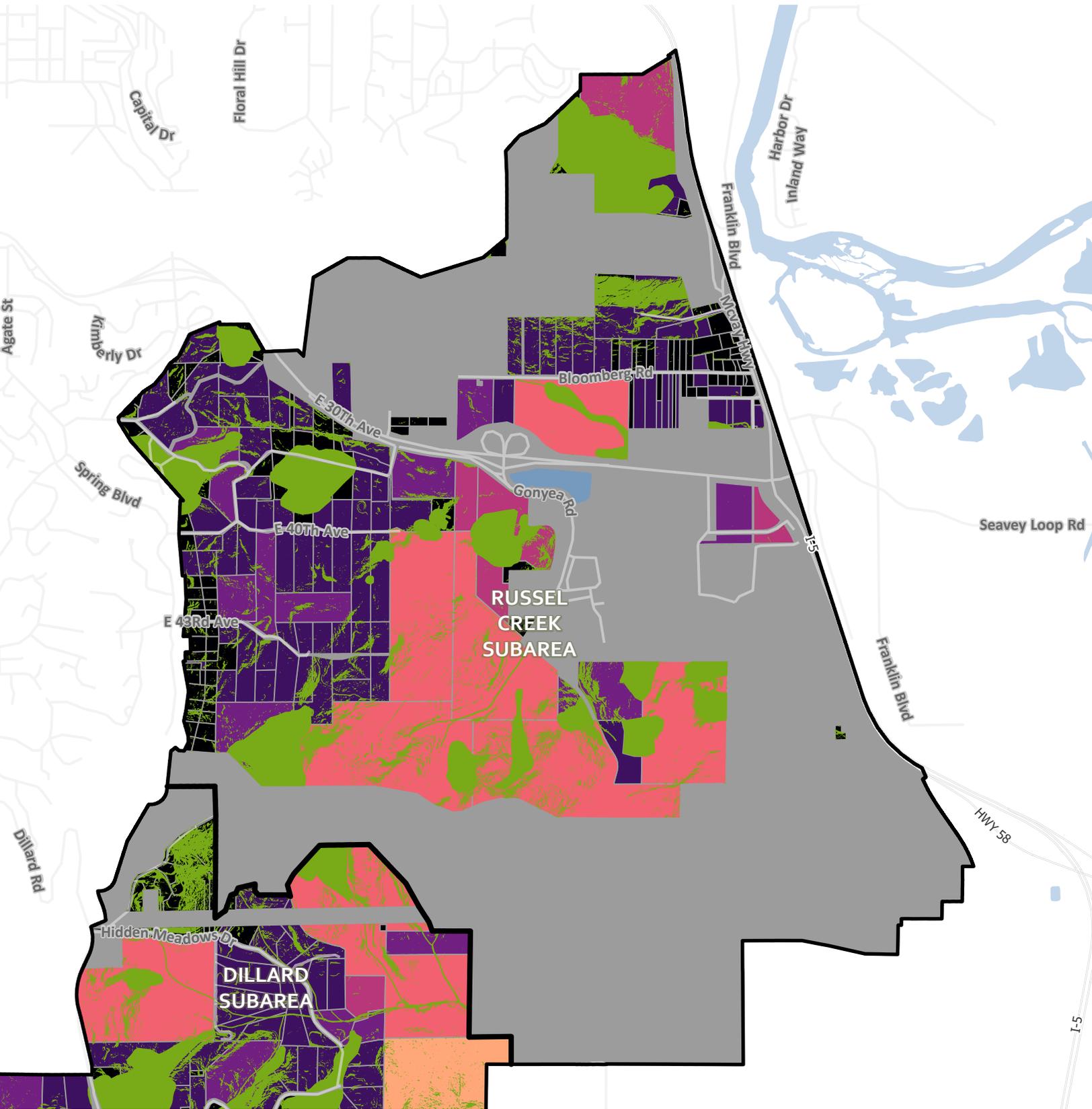
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0.3 Miles





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



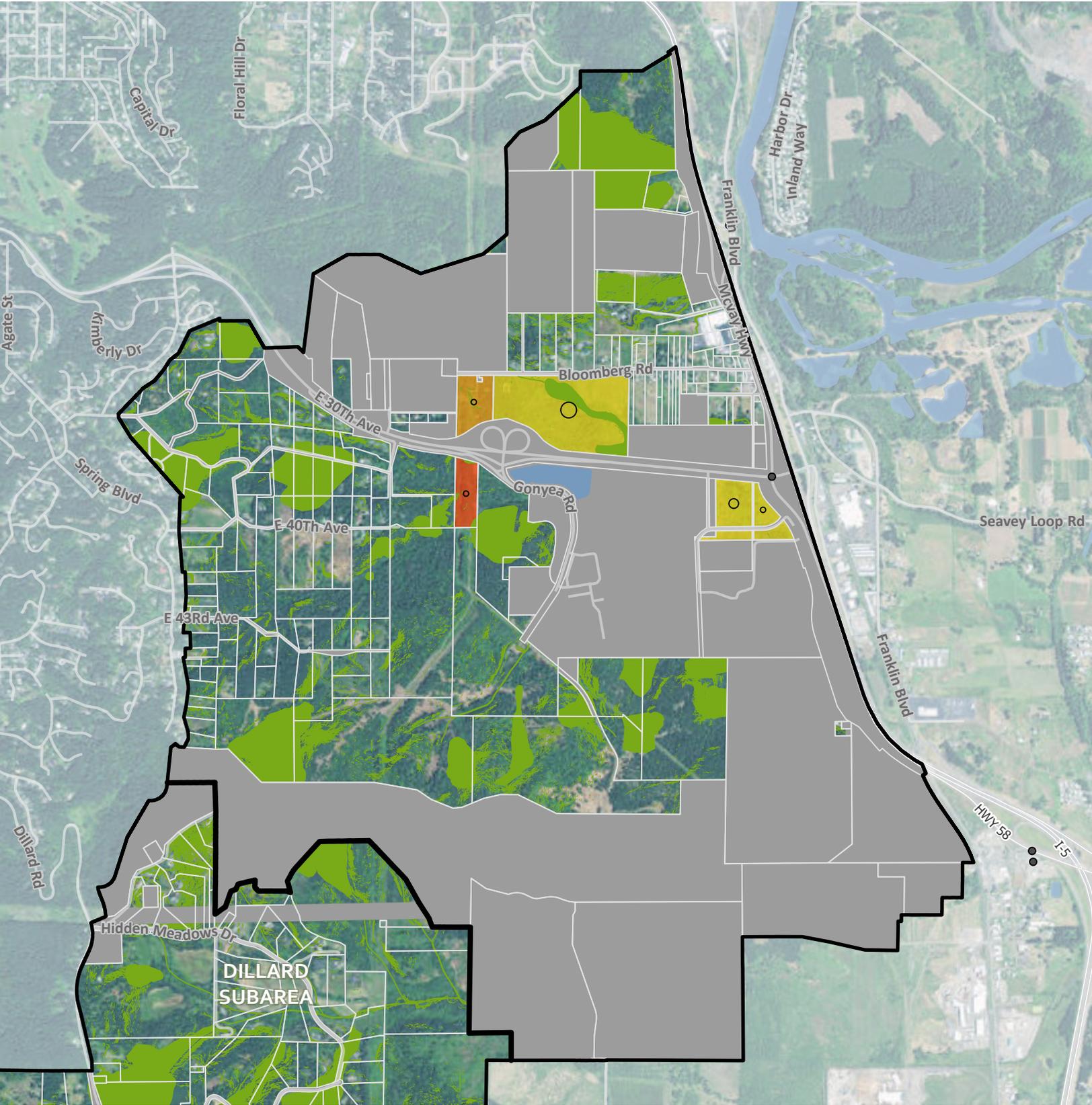
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0.3 Miles





- 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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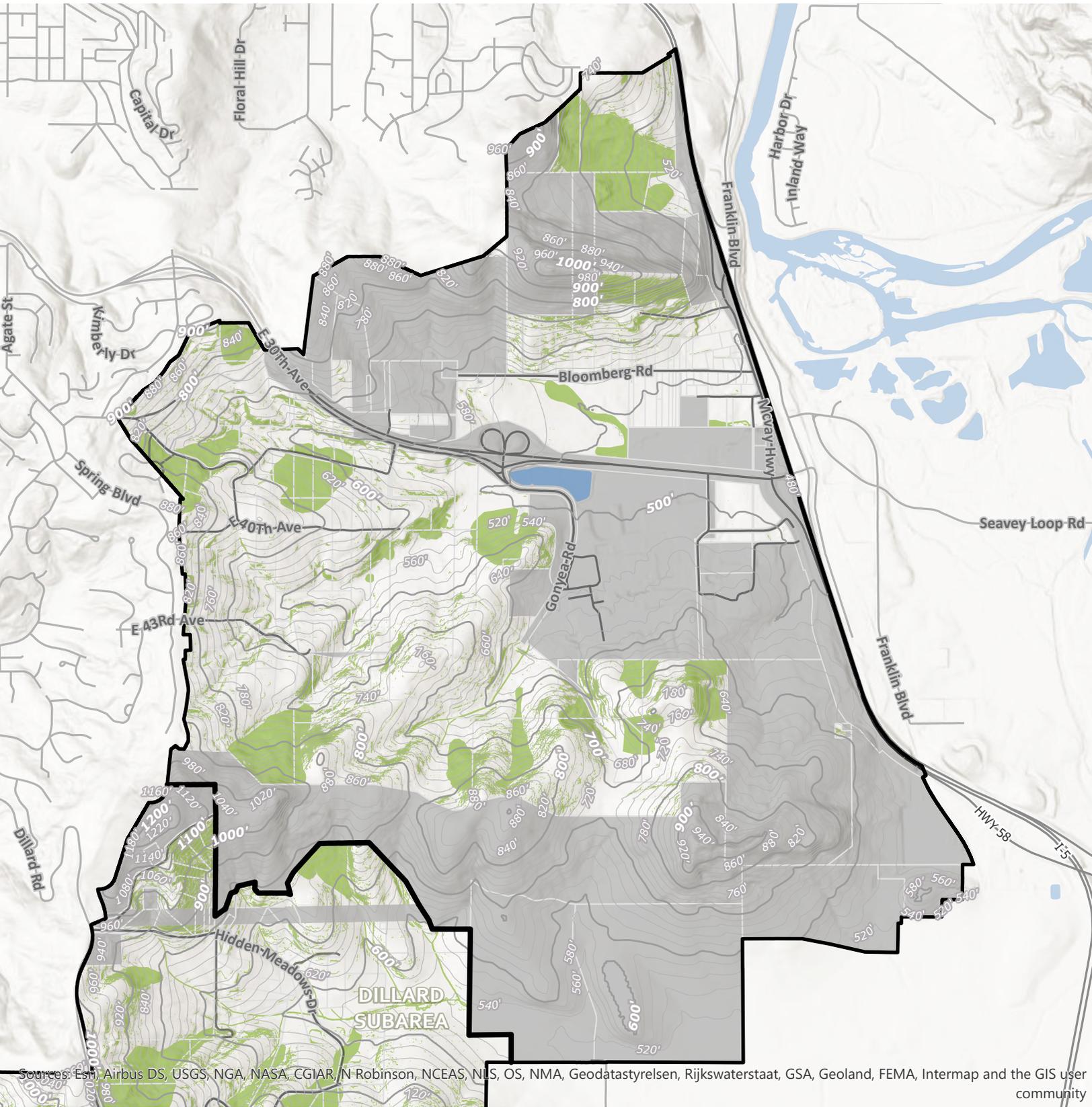
0.3 Miles



# DRAFT

# Contours and Hillshade

Russel Creek subarea



Sources: Esri, Airbus DS, USGS, NGA, NASA, CGIAR, N Robinson, NCEAS, NLS, OS, NMA, Geodatastyrelsen, Rijkswaterstaat, GSA, Geoland, FEMA, Intermap and the GIS user community

- Committed Lands
- Protected Lands



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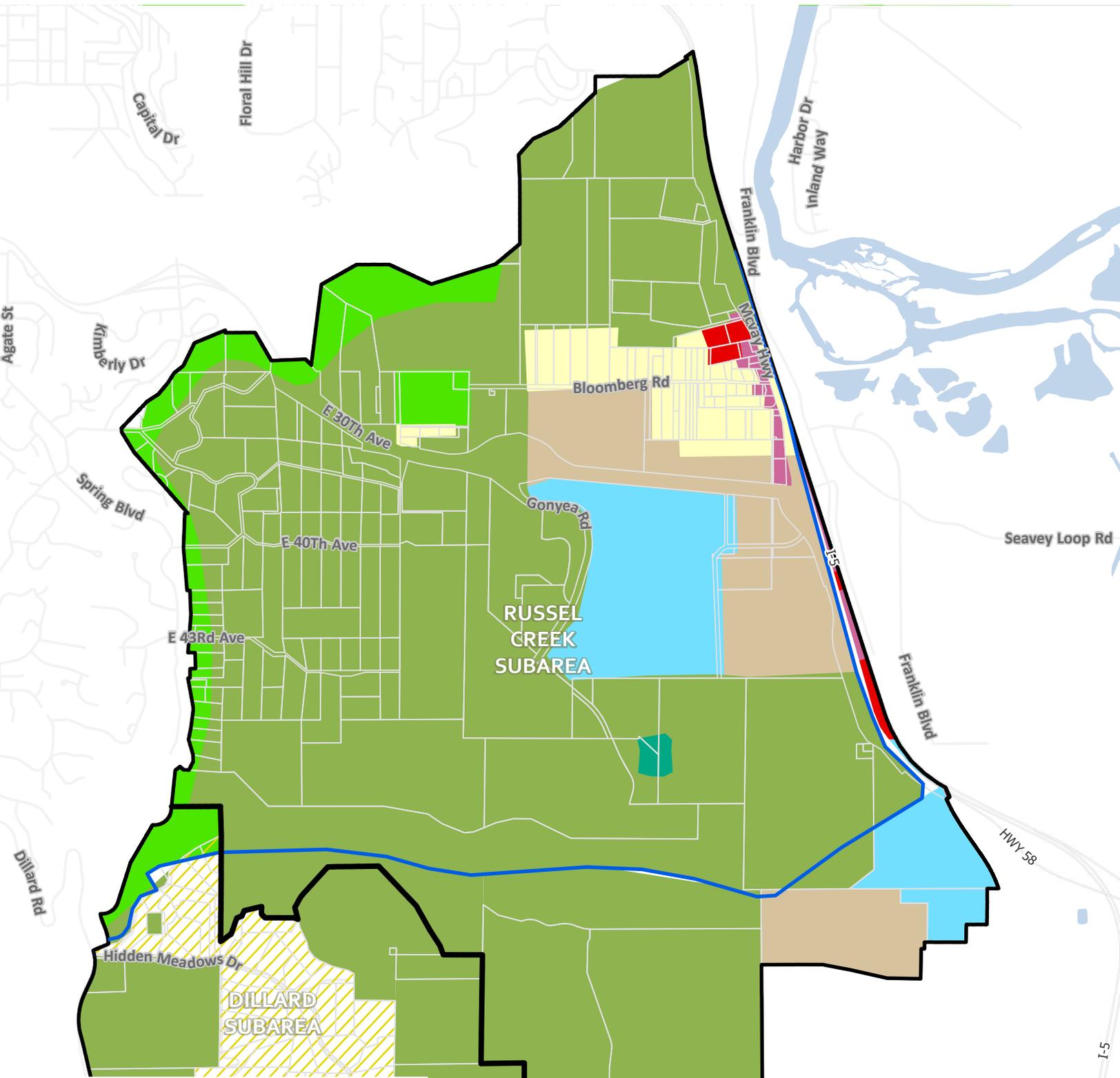
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# DRAFT

# Comprehensive Plan Designation

Russel Creek 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

