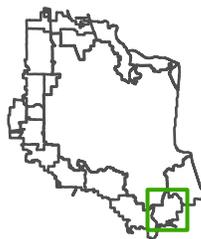


- Committed Lands
- Protected Lands
- Potentially Suitable
- Not suitable



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.

0.2 Miles

Map created November 2019 by City of Eugene Planning Division.

For additional information, visit www.eugene-or.gov/UrbanReserves



Summary

Draft Suitability Analysis for the Dillard Subarea

Not Moving Forward for Urban Reserves Designation

	Dillard 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 forest and ag activities	✓		

Total developable land not moving forward = **892 acres**

Subarea summary data:

Developable land within .25 miles of the UGB = **198 acres**

Tax lots with a predominant slope classification of 0-5 percent = **1.8 percent**

Tax lots with a predominant slope classification of > 5 percent slope = **98.2 percent**

Average Capacity = **2.78 dwelling units per acre**

Dillard Subarea Draft Suitability Analysis

Background

Location: The Dillard subarea is located to the south of Eugene adjacent to the UGB, and generally includes land around Dillard Road and to the east of Christensen Road. The Dillard/Fox Hollow study area from the 2012 UGB expansion analysis is located in this subarea.

Existing Land Uses: The subarea has steep slopes and is primarily forested with residential development: 471 acres of developable land are Priority 3 Forest Lands, 2 acres are Priority 3 Agricultural Lands, 17 acres are Priority 2 Marginal Lands, and 402 acres are Priority 1 Exception Areas.

The Priority 1 land covers a significant amount of the subarea and is mostly contiguous and concentrated to the east of Dillard Road, around Hidden Meadows Drive, Skyhawk Way, and Ridgetop Drive. There is Priority 1 land adjacent to the UGB on Dillard Road and Christensen Road. Despite being primarily categorized as partially vacant or undeveloped, the Priority 1 areas have low development capacity. Most of the parcels that are categorized as Priority 1 have an existing residential dwelling on them, as shown in the Development Potential map. Within the subarea there is also a vineyard, several home-based businesses and a Buddhist priory.

Constraints: Thirty nine percent of the subarea is categorized as Protected or Committed land. There is a moderate concentration of land with a high risk of shallow or deep landslide, as mapped by the Oregon Department of Geology and Mineral Industries (DOGAMI). Thirty eight percent of tax lots have a majority slope classification greater than 30 percent, as shown on the Hillshade and Contours map. The land with prohibitively steep slope is in smaller pockets and scattered more evenly throughout the subarea than the land with high landslide risk, and the two constraints overlap in places.

Adjacent to this property in the Russel Creek subarea is the City of Eugene-owned Suzanne Arlie park property that includes 515 acres of land that is categorized as Committed. Within the Dillard subarea there is a trailhead for Mt. Baldy, which is part of the Ridgeline Trail system and is 1,233 feet in elevation at the summit. Other Committed land in the subarea includes a Bonneville Power Administration easement, a Northwest Natural Gas pipeline and land owned by EWEB.

Surrounding Land Uses: The Suzanne Arlie park property is adjacent to this subarea to the north. Adjacent land within the UGB is heavily forested and undeveloped, and is primarily parks and open space, except for parcels along Dillard Road that have been developed for residential uses. The adjacent area within the UGB is part of the Southeast Neighbors association and the closest amenities are along Amazon Drive, where there are schools, commercial areas, and residential development. As Dillard Road continues beyond this subarea to the south then west, land around it becomes flatter and primarily used for agriculture.

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 Dillard subarea, organized by locational factor:

1. Efficient accommodation of identified land needs

Proximity to the UGB: The Dillard subarea includes seventeen tax lots adjacent to or nearby (within .25 mile) the UGB, as shown on the Development Potential map. In total, there are 198 developable acres with a portion of their tax lot within .25 miles of the UGB. The parcels adjacent to the UGB to the west of Dillard Road are all considered developable; however there are no street connections to these parcels and the adjacent land within the UGB is protected public open space. Developable land adjacent to the UGB to the east of Dillard Road appears more suitable, but contains an area of high landslide risk, steep slopes, and is also adjacent to Committed open space—meaning future development would be expensive to extend services to, and lack connections to existing neighborhoods. Therefore, even though there is developable land adjacent to the UGB, for the reasons noted above, this land is not well suited for efficient urbanization.

Developable land capacity: In the entire subarea there are 892 developable acres: 552 partially vacant, and 341 undeveloped. According to the residential capacity analysis, the subarea has capacity for 2,478 dwelling units, or 2.78 dwelling units per acre.

Residential need: The subarea’s elevation, steep topography, poor access and difficult serviceability do not make it appropriate for a mix of residential housing, commercial and neighborhood uses; it is therefore not appropriate for a 20-minute neighborhood. The existing development pattern also makes future creation of a 20-minute neighborhood challenging because most of the land to the east of Dillard Road has already been divided into 5-acre lots with residences that are included in a homeowner’s association with regulations limiting future density. These lots were subdivided in a way that precludes efficient urbanization by spreading out the development instead of clustering it, and by only providing access from winding roads that do not allow for future street connections.

Industrial need: There are no tax lots identified in the capacity analysis as potentially suitable for urbanization with industrial land need, as shown on the Potential Industrial Capacity map.

Topography, steep slopes or other constraints to efficient urbanization: The Dillard subarea contains steep slopes, and 38 percent of the tax lots have a predominant slope class greater than 30 percent, as shown on the Contours and Hillshade map. There are steep slopes along Dillard Road, which presents a challenge to efficient urbanization and makes multimodal improvements more difficult.

Overall, the Dillard subarea could not efficiently accommodate identified land needs.

Efficient accommodation of identified land needs:	Positive	Mixed	Negative
Dillard			✓

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 Dillard subarea’s serviceability ratings ranged from Moderate-Difficult to Very Difficult.

Fire protection was ranked as difficult because there are response time concerns due to the location of city fire stations, existing street networks, fire flow concerns, and potential wildfire risk due to interface with rural forest lands. Adding an additional fire station would be costly and would have poor economy of scale due to the low projected residential capacity of the subarea.

Wastewater serviceability was considered very difficult due to the location of the subarea over the ridge, elevations that may require multiple pump stations, and impact on downstream pipes.

Water service provision was considered difficult, due to the area’s steep slopes, distance from the existing distribution system, poor street connectivity, and the need for significant infrastructure, including additional water reservoirs and pump stations.

Transportation and transit serviceability were both considered difficult because Dillard Road currently provides the only connection from this subarea into Eugene, which is problematic due to its sharp curves and steep slope. It is unlikely that significant and costly upgrades would be possible to provide safe multi-modal access to this subarea, making it likely that future residents would rely exclusively on vehicle access.

The generalized cost estimates for providing services to this subarea when urbanized ranged from \$\$\$\$ for transit, stormwater, and water to \$\$\$\$\$ for wastewater and transportation. Overall, it would be costly and difficult to provide urban public services to the Dillard subarea, making its impacts negative for orderly and economic provision of public facilities and services.

Dillard Subarea	Wastewater	Water	Fire	Transportation	Transit	Stormwater
Relative serviceability	Very Difficult	Difficult	Difficult	Difficult	Difficult	Moderate-Difficult
Generalized cost estimate	\$\$\$\$\$	\$\$\$\$	\$\$\$\$-\$\$\$\$\$	\$\$\$\$\$	\$\$\$\$	\$\$\$\$

Orderly and economic provision of public facilities and services:	Positive	Mixed	Negative
Dillard			✓

3. Comparative environmental, energy, economic and social consequences

A. Environmental:

Public open space: While there are two large public open space properties adjacent to this subarea, including Suzanne Arlie Park to the north and the Amazon Headwaters open space to the east, the Mt. Baldy trailhead is the only public park within the subarea. Future residents would benefit from the adjacent plentiful open space, but more accessible neighborhood parks would need to be developed as the subarea urbanized.

Impacts to natural resources: Wildlife could be negatively impacted if urbanization restricted wildlife corridors between open space areas. The Dillard subarea is heavily forested and urbanization would require significant tree removal which would also impact wildlife habitat.

Risk of natural hazards: Areas with high risk of shallow and deep landslides, as mapped by DOGAMI and shown on the Contours and Hillshade map, are present in this subarea and the risk to future residents would be increased by urbanization. The presence of these natural hazard landslide risk areas designated as protected throughout the subarea could make efficient urbanization more difficult, especially where they are located near Dillard Road.

Urbanization of this subarea could also increase the wildland urban interface and exacerbate the risk of wildfire. There are 402 developable acres of residential land in this subarea, most of which has been subdivided into 5- to 10-acre parcels with residential development. This existing development pattern has created a large amount of wildland urban interface. Combined with the fact that there is very limited access for fire trucks to the subarea, it appears that further development would increase the amount of structures and people at wildfire risk unless emergency services and road access were significantly improved.

Overall, there would be negative environmental consequences, primarily due to the risk of natural hazards in this subarea.

Environmental Consequences:	Positive	Mixed	Negative
Dillard			✓

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 to provide a 20-minute neighborhood, given several factors: highly constrained transportation connections into Eugene, distance from job centers, and an existing residential development pattern that is unlikely to redevelop within the Urban Reserves planning period.

Proximity to the UGB: As already noted, the Dillard subarea is adjacent to the UGB, and much of the land adjacent to or nearby (within .25 mile) the UGB is designated as developable , as shown on the Development Potential map. There are 198 developable acres with all or a portion of their tax lot within .25 miles of the UGB. However, as noted above, much of the adjacent land within the UGB is

protected as part of the 273-acre Amazon Headwaters park property, so extending services would be costly as future urbanization would not be connected to existing neighborhoods.

Multi-modal transportation access: There is extremely limited transportation access to this subarea. Dillard Road provides the only connection from this subarea into Eugene. However, Dillard Road is very steep and has several sharp curves, making it unsafe for multimodal transportation. There are also safety concerns with emergency services relying on the relatively narrow, windy road to transport equipment. Improvements such as bike lanes and sidewalks would be needed to make the subarea accessible to all users, but the topography, adjacent landslide hazard areas, and existing street configuration would make these improvements very difficult. Additionally, the public street system within the subarea is limited and there is a lack of local neighborhood connectors. If transit service was extended to this subarea it would rely on Dillard Road, which would be challenging and costly for the reasons described above. The low likelihood of efficient transit service in this subarea means that future residents would likely rely on private vehicles to get to downtown Eugene and other job centers, further increasing carbon emissions.

Proximity to services: Currently, few services exist for the existing rural residential neighborhood, and neighborhood-serving commercial would benefit future and current residents of this subarea. The nearest grocery store is several miles away within the UGB and requires access from Dillard Road; the low projected residential capacity makes it unlikely that additional grocery stores would locate nearby. There is a middle school and several elementary schools located nearby within the UGB. Lane Community College is within a relatively close distance, as the crow flies, but the topography and lack of neighborhood street connections requires access from 30th Avenue or Interstate 5. There are also numerous parks nearby, including the Suzanne Arlie park property, Mt. Baldy, and the developed Frank Kinney park that is nearby within the UGB.

Generation of energy burdens: Future urbanization of the Dillard subarea will directly and indirectly generate energy and climate burdens due primarily to the conversion of forest land, increased traffic, lack of alternative transportation options, low potential for 20-minute neighborhoods, and increased carbon emissions.

Overall, urbanization of this subarea would result in negative energy consequences.

Energy Consequences:	Positive	Mixed	Negative
Dillard			✓

C. Economic:

Future economic activity: The Dillard subarea contains 892 acres of developable land. Based on generalized capacity assumptions, this land could accommodate 2,478 residential dwelling units, which comes out to a low average capacity of 2.78 dwellings/acre. Much of the land near Dillard Road, the only transportation connection to Eugene, is already developed with high-end residential homes on 5-10 acre parcels; they are less likely to redevelop and create additional construction jobs and economic activity. There are no tax lots suitable for urbanization for industrial uses, as shown on the Potential Industrial Capacity map, further limiting the positive economic impacts of urbanizing this subarea.

Loss of existing economic activity: Given adjacent uses being primarily forest, residential, and open space, there is relatively little concern about future urbanization causing a loss of economic activity for existing and nearby uses. There are a few existing businesses within the subarea, including a vineyard in the western portion of the subarea and scattered home-based businesses. These existing businesses would benefit from the additional density if this subarea were to urbanize.

Potential for complete neighborhoods: Even more importantly, the subarea is poorly suited for future urbanization with a variety of identified uses (not just housing), so it is not likely that complete, connected neighborhoods would develop in this subarea.

Cost of service provision: As noted above in Section 2, it will be very difficult to provide public services to the Dillard subarea. The prohibitively high cost of servicing the subarea makes the likelihood of urbanization and its associated economic benefits low. The high cost of service provision would likely increase the cost of development in this subarea and makes it unlikely that future urbanization would create housing for all income levels.

Economic Consequences:	Positive	Mixed	Negative
Dillard			✓

D. Social:

Impacts to current residents: As the subarea urbanizes, increased traffic and noise would negatively impact current residents. However, improvements to the roadway system and additional neighborhood-serving commercial uses would also benefit existing nearby residents, if they were to happen.

Compatibility with surrounding uses: Future urbanization appears to be compatible with existing surrounding uses. The Amazon Headwaters open space and the Suzanne Arlie open space properties are both currently protected from future development and won't be negatively impacted if this subarea were to urbanize. The agricultural uses to the southeast of the subarea appear to be compatible with urbanization, though they could potentially be negatively impacted if Dillard Road became a more heavily-used connection to Interstate 5. As noted above, there are several home-based businesses in the subarea that could potentially be displaced, but they appear to be compatible with urbanization and this risk is low.

Service delivery: The high cost of providing public services to this subarea would make future urbanization more costly, making it less likely that the benefits of urbanization would be accessible to residents of all income levels. The lack of transportation options in this subarea limits how broadly accessible the benefits of urbanization would be. As described in the *Preliminary Analysis of Orderly and Economic Provision of Public Facilities and Services*, extending transit to this subarea is challenging and costly, making it likely that future residents would have to rely on private vehicles to get to downtown Eugene and other job centers.

As noted in the serviceability analysis, the eastern portion of the subarea is currently served by Goshen Rural Fire Authority and the western portion is served by Eugene Rural Fire Protection District. According to Eugene-Springfield Fire Department staff, given the current locations of the city fire

stations and existing street network, there are response time/service delay concerns for emergency coverage. Additionally, there is potential wildfire risk due to the interface with rural forest lands, and fire flow concerns (water for hydrants). Bringing EWEB water service to this subarea would benefit current and future residents who rely on wells and would help address Eugene-Springfield Fire Department staff’s concerns regarding adequate fire flow if a wildfire were to occur in this subarea. It is assumed that neighborhood parks would be developed as neighborhoods urbanize to meet the City’s service standards, and open space is already plentiful in this subarea.

Impacts from hazards: Urbanization of the subarea could exacerbate the impacts of landslides due to the presence of areas with high risk for shallow and deep landslide, as mapped by DOGAMI. These natural hazard areas are categorized as Protected, with no development forecast on them, but there may still be a risk to nearby areas, especially if a landslide impacted Dillard Road or other infrastructure.

Impacts to vulnerable populations: As described above, it is unlikely that future urbanization of this subarea would create housing for all income levels, meaning that vulnerable and low-income residents would likely be excluded from the benefits of urbanization. Natural hazard risks described above, including landslide and wildfire risk, may increase if this subarea were to urbanize and may disproportionately impact vulnerable populations.

Complete neighborhoods: As noted several times already, the benefits of urbanization are unlikely to be broadly accessible due to the unlikelihood of this subarea developing as a 20-minute neighborhood with a variety of housing types and neighborhood-serving commercial amenities. If neighborhood-serving commercial were to develop in this subarea it would benefit both current and future residents. However, there are very few parcels to the east of Dillard Road that have the development capacity, necessary transportation connections, and overall suitability for commercial development, making it unlikely that neighborhood-serving commercial would develop in this subarea.

Urbanization of the Dillard subarea would have negative social consequences due to the increased risk of natural hazards, and unlikelihood of the subarea redeveloping as a 20-minute neighborhood with a variety of housing options.

Social Consequences:	Positive	Mixed	Negative
Dillard			✓

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

Increased congestion on roadways from urbanization may impact nearby agricultural and forest activities. However, several of the agriculture-related uses nearby outside of the UGB could serve future residents in this subarea and potentially benefit from urbanization. For example, there are several ranches and equestrian-related businesses that appear to be compatible with urbanization in this subarea. These uses are separated by topography and forest from the subarea, which provides a buffer between uses, so they feel more separated than they are by distance alone.

Overall, it does not appear that urbanization would be incompatible with surrounding forest and agricultural activities outside the UGB.

Compatibility with nearby ag and forest activities	Positive	Mixed	Negative
Dillard	✓		

Conclusion:

Besides Protected and Committed land and fully developed taxlots, there are **892 acres** in the Dillard 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**

Priority Classification	Total Acres	Buildable Acres	Residential Capacity (Dwelling Units)
Other Lands	30	0	0
Priority 1: Exception Areas	718	402	1,244
Priority 2: Marginal Lands	26	17	40
Priority 3: Agricultural Lands	5	2	6
Priority 3: Forest Lands	740	471	1,188
Grand Total	1,518	892	2,478

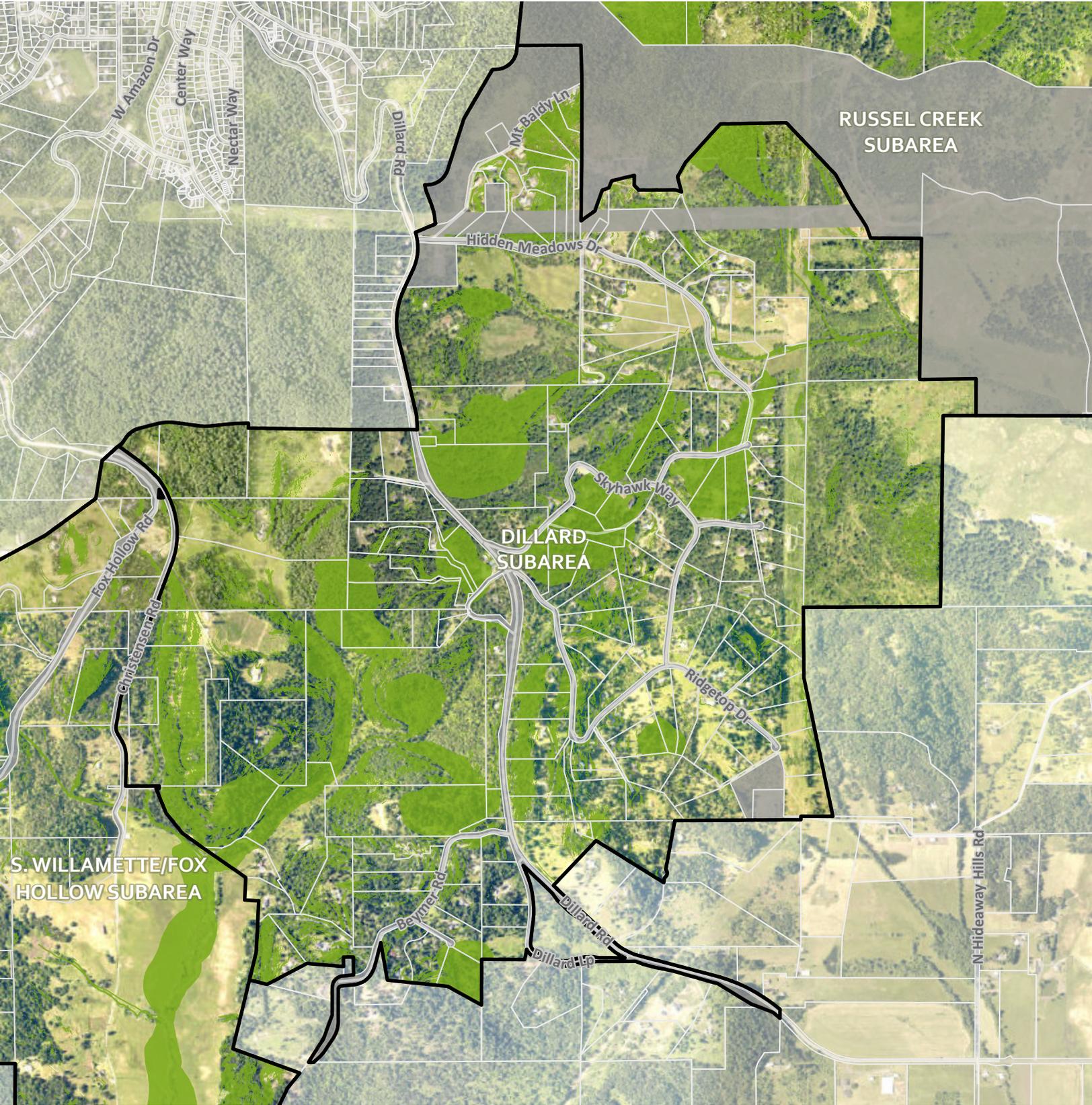
Buildable v Not Buildable Land	Acres	Percent of total
Buildable	892	59%
Committed/Protected	543	36%
Existing Development*	83	5%
Total	1,518	100%

Development Potential	Buildable Acres	Residential Capacity (Dwelling Units)	Industrial Capacity (Acres)
Partially Vacant	552	1536	0
Undeveloped	341	942	0
Developable Total	892	2,478	0

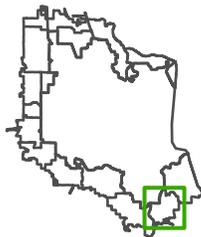
Predominant Slope Class	Total Acres	Percent acres of total	Buildable Acres	Residential Capacity (Dwelling Units)
0 - 5%	27	1.8%	19	152
5 - 10%	117	7.7%	60	176
10 - 15%	500	32.9%	364	1009
15 - 20%	194	12.8%	149	400
20 - 25%	96	6.3%	66	161
25 - 30%	9	0.6%	5	12
30% plus	575	37.9%	230	568
Grand Total	1,518	100%	892	2478

Average Residential Capacity (Dwellings/Acre)	2.78
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*Land may fit under more than one classification. 'Existing Development' does not include development on Protected or Committed land.



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



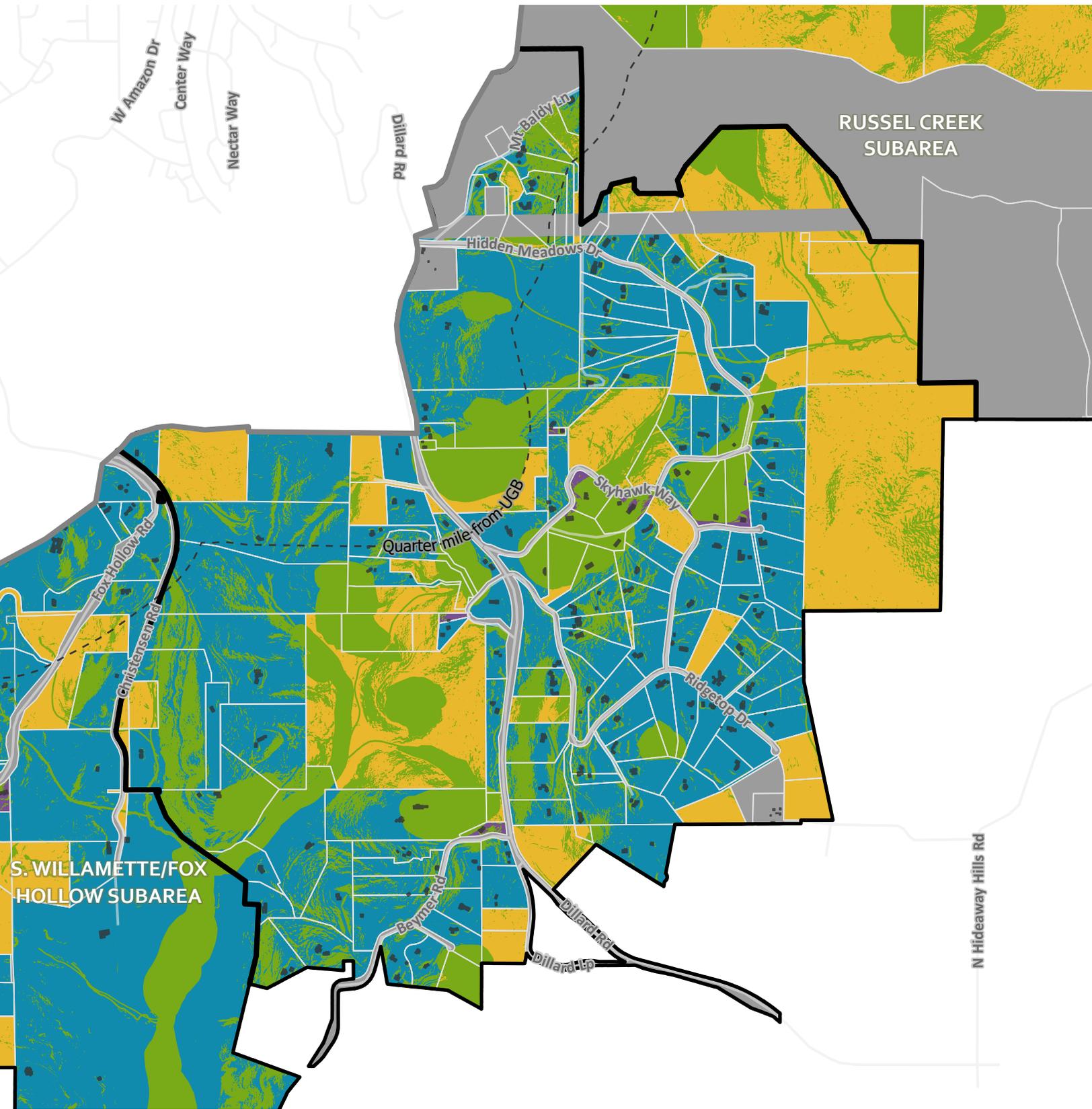
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0.2 Miles

Map created July 2019 by City of Eugene Planning Division.

For additional information, visit www.eugene-or.gov/UrbanReserves

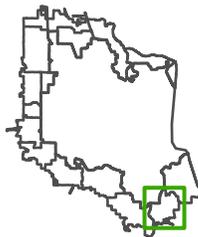




-  Buildings
-  Eugene UGB
-  Quarter Mile from Eugene UGB

Development Potential

-  Committed
-  Protected
-  Developed
-  Partially Vacant
-  Undeveloped



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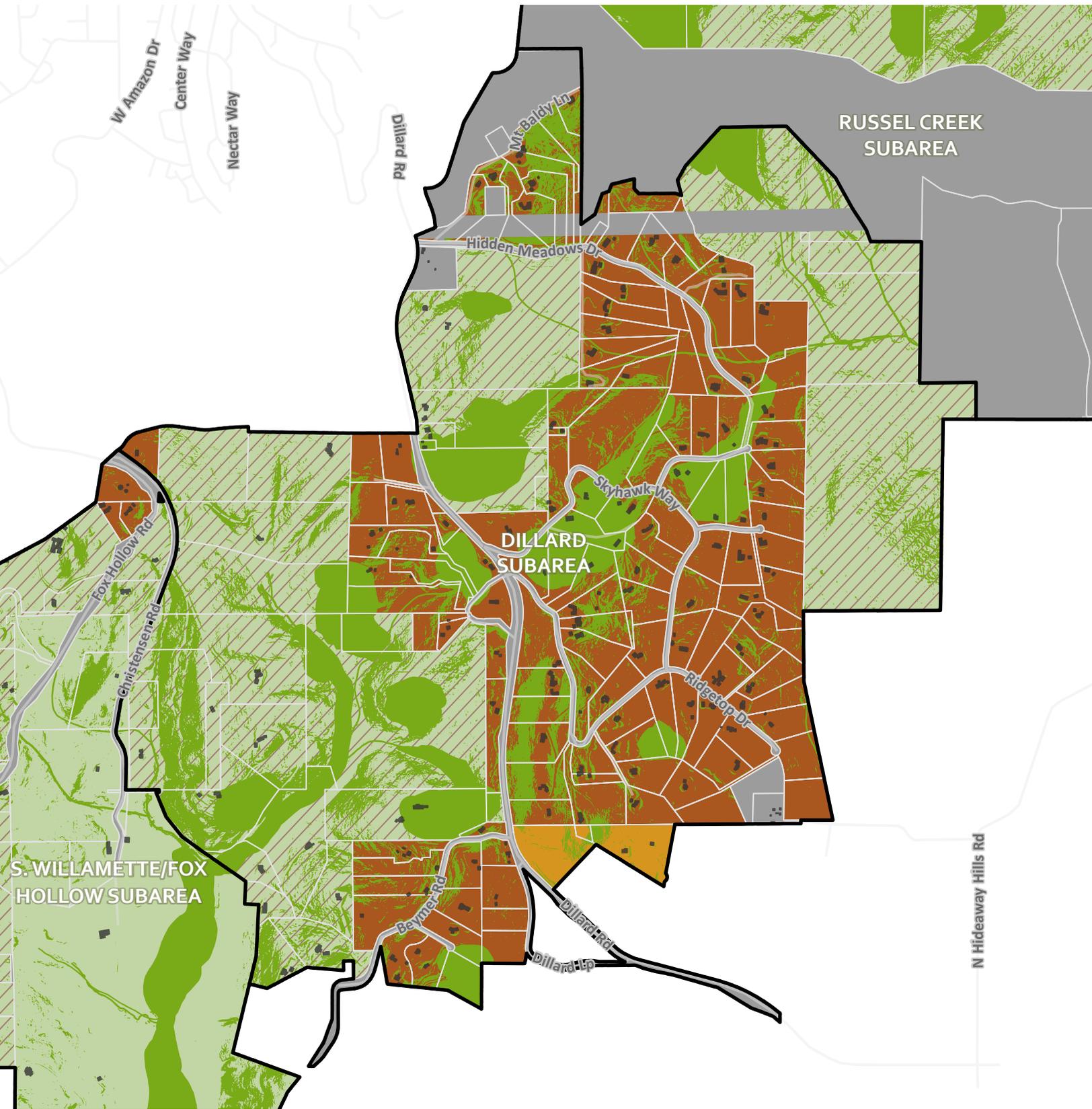
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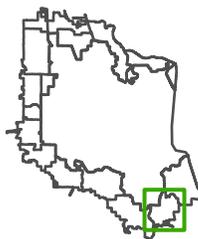




- Buildings
- Committed Lands
- Protected Lands

Priority Land Classification

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



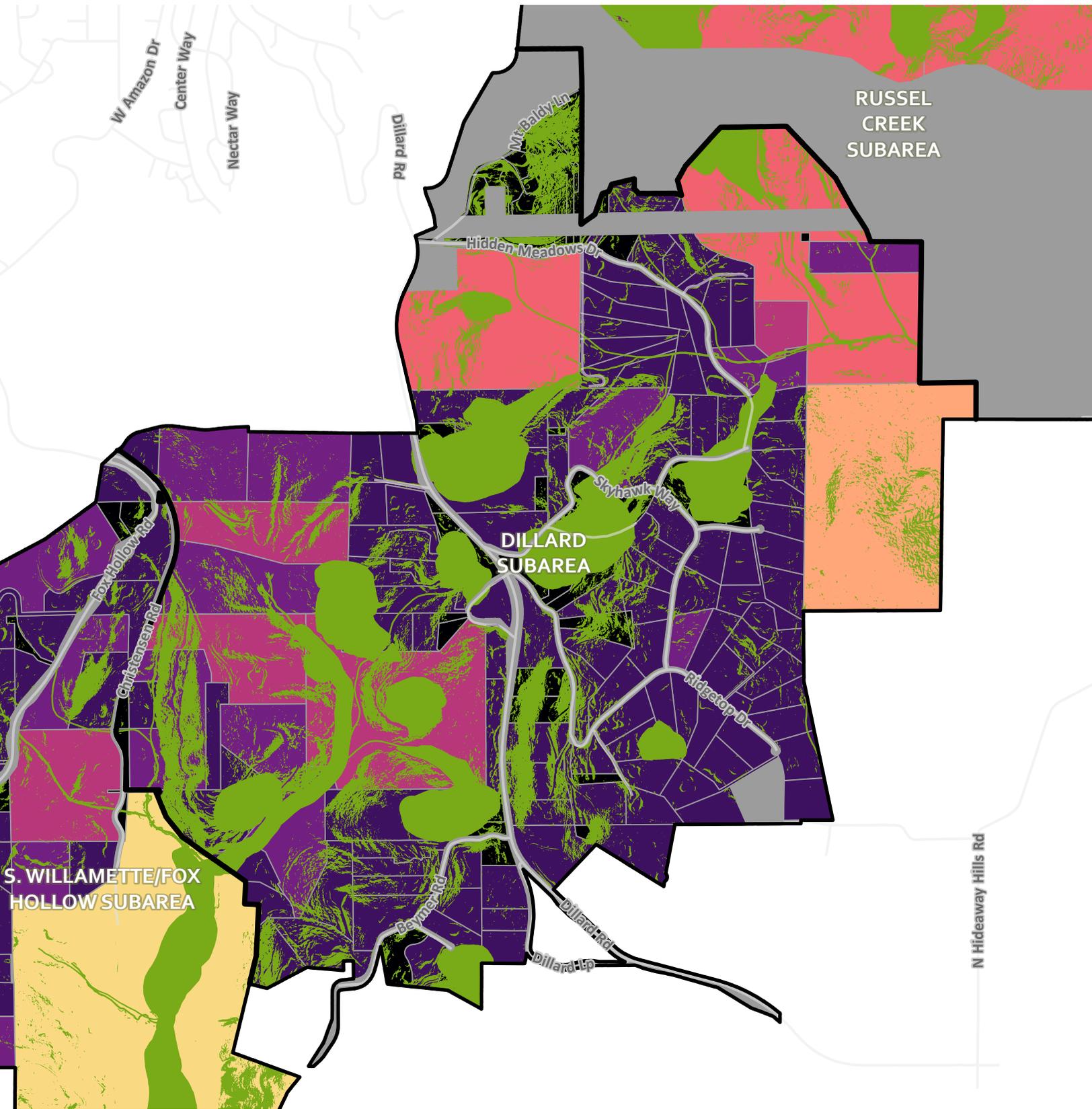
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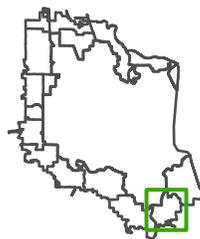




Committed Lands
Protected Lands

Residential Capacity (dwelling units)

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



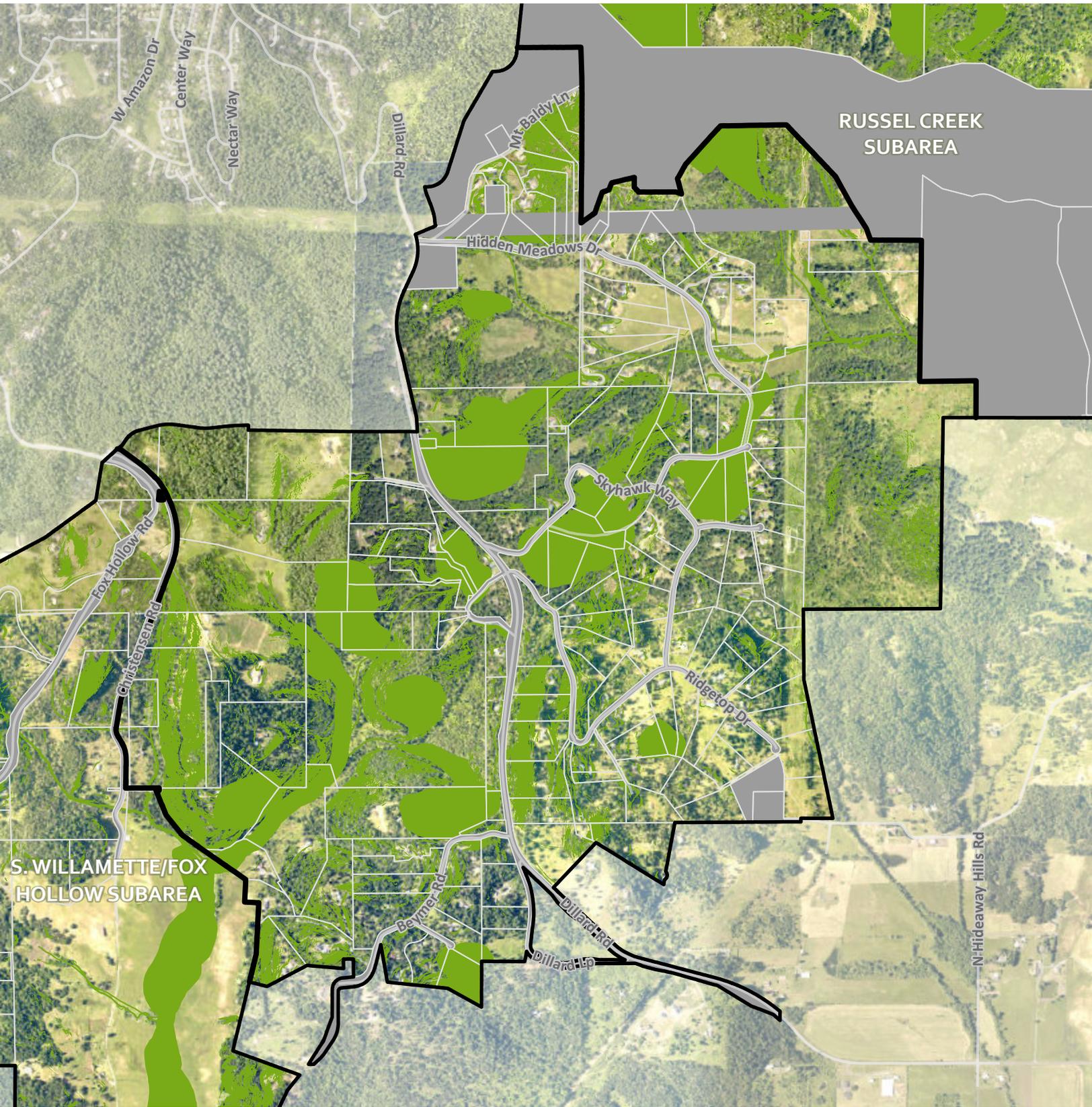
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0.2 Miles



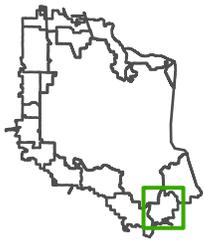


RUSSEL CREEK SUBAREA

S. WILLAMETTE/FOX HOLLOW SUBAREA

- 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

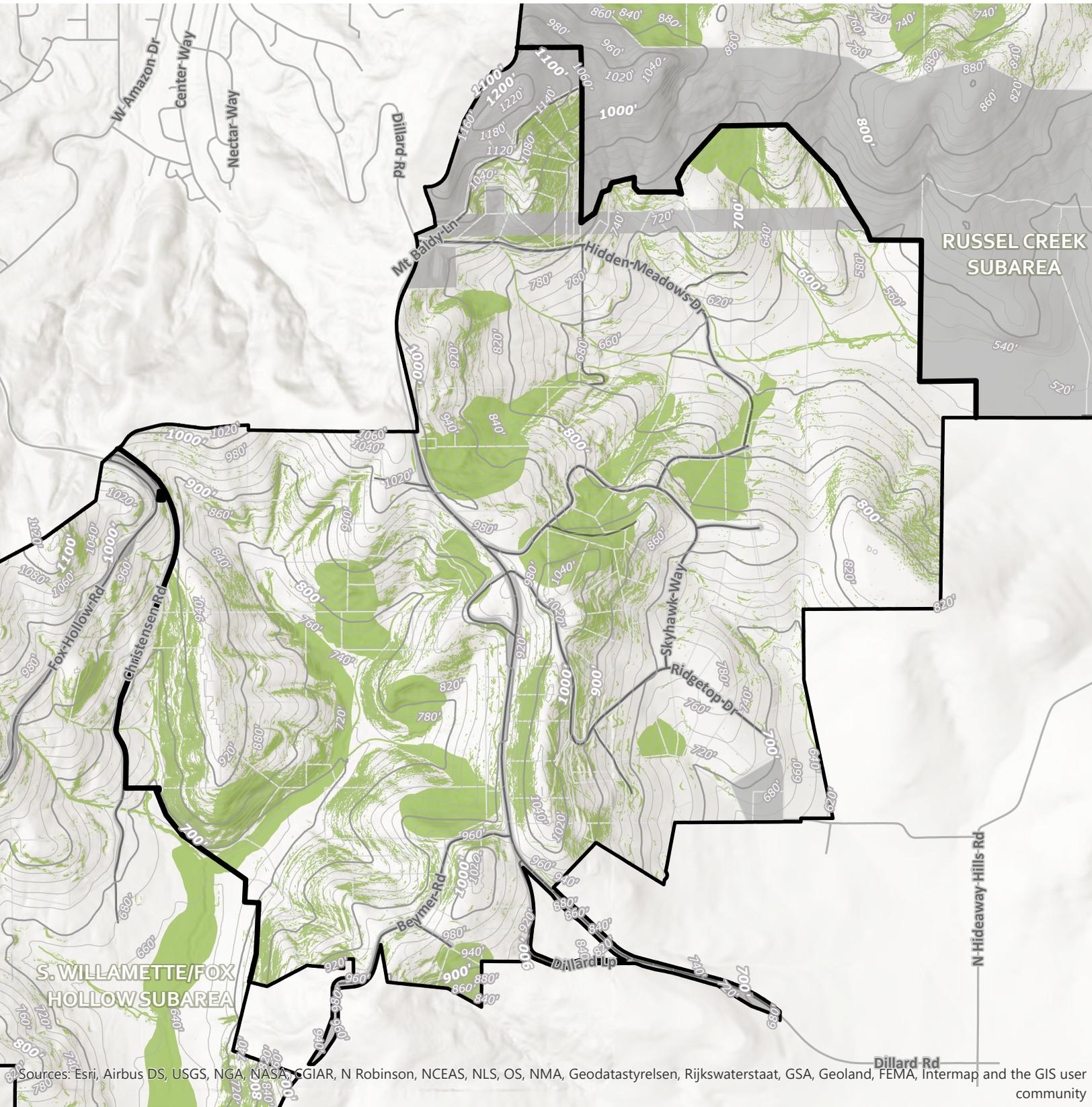


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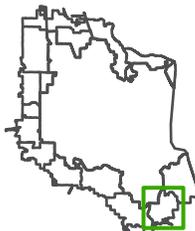
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- Committed Lands
- Protected Lands



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0.2 Miles

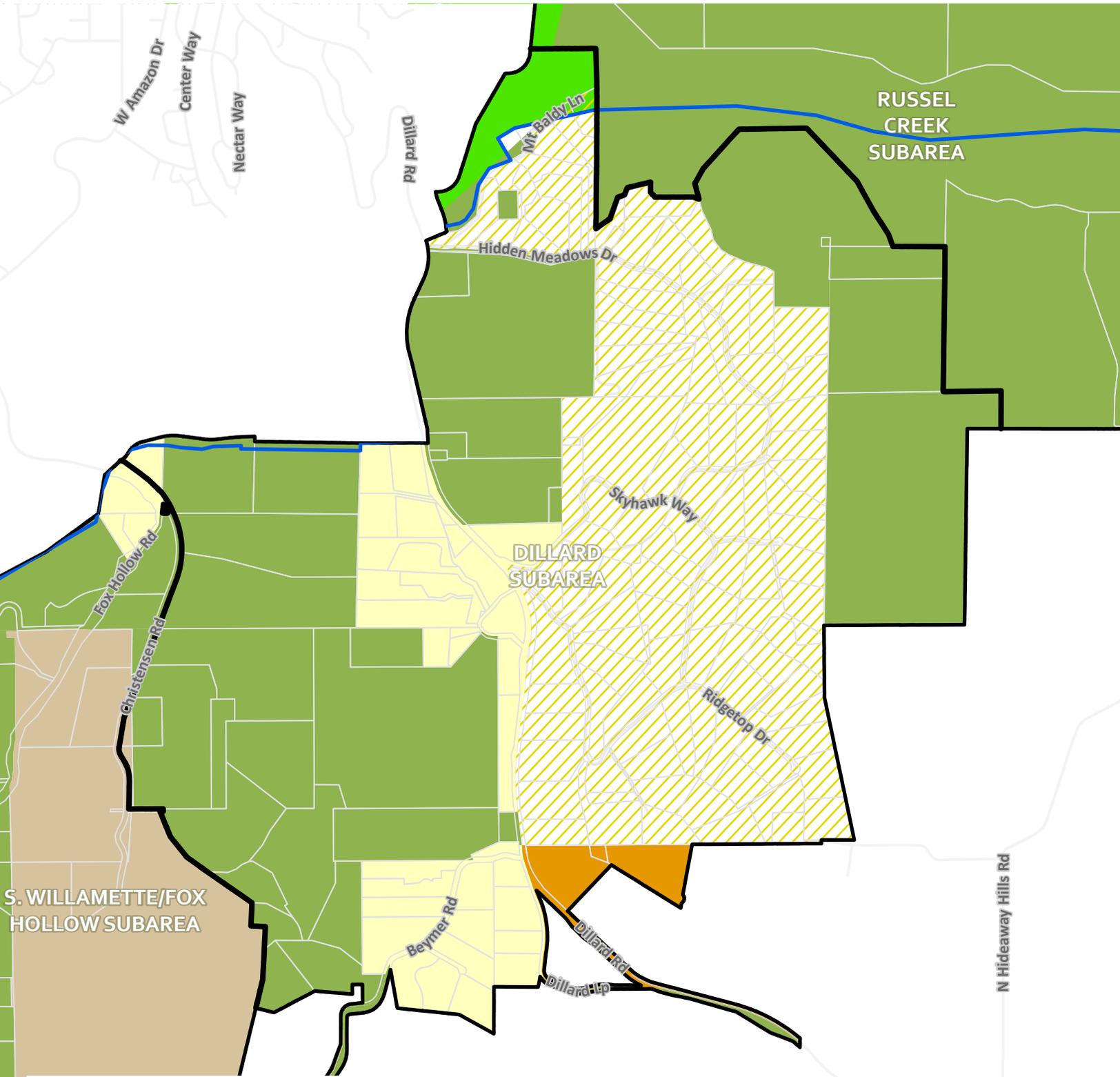
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DRAFT Comprehensive Plan Designation

Dillard subarea

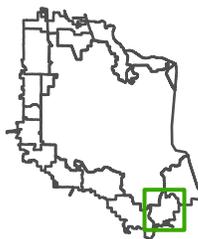


Metro Plan Designation

- 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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0.2 Miles

