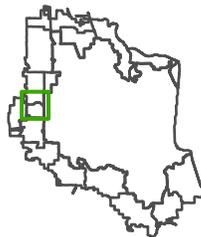


- Committed Lands
- Protected Lands
- Potentially Suitable
- Not suitable



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.

Map created November 2019 by City of Eugene Planning Division.

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

0.1 Miles



Summary

Draft Suitability Analysis for the Royal Subarea

Area Potentially Suitable for Urban Reserves Designation

	Royal—South of Royal Ave and Hillaire St	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 = **277 acres**

Total potential residential capacity = **1,897 dwelling units**

Average residential capacity = **6.84 dwelling units per acre**

Not Moving Forward for Urban Reserves Designation

	Royal—NW corner, north of Royal Ave and Hillaire St	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 = **8 acres**

Overall subarea data:

Developable land within .25 miles of the UGB = **130 acres**

Tax lots with a predominant slope classification of 0-5 percent = **83 percent**

Tax lots with a predominant slope classification of > 5 percent slope = **17 percent**

Average Capacity = **6.88 dwelling units per acre**

Royal Subarea Draft Suitability Analysis

Background

Location: The Royal subarea is located to the west of Eugene adjacent to the UGB, and includes land on both sides of Royal Avenue. Green Hill Road and the current UGB are the eastern boundary of this subarea and Oak Hill Cemetery Road is the western boundary. The Royal study area from the 2012 UGB expansion analysis is located in this area.

Existing Land Uses: The subarea is flat with a few areas of mild slope; it is used primarily for agriculture and some rural residential development. The Metro Plan and Rural Comprehensive Plan designations in this subarea are for agriculture, residential, and a smaller amount of forest land.

There are 285 acres of developable land: 67 acres are Priority 1 Exception Areas; 203 acres are Priority 3 Agricultural Lands; and 14 acres are Priority 3 Forest Lands. The Priority 1 land is concentrated in two areas: one is in the northeast corner of the subarea around Hillaire Street and includes some land adjacent to the UGB. This Priority 1 land has some development potential but the area around Royal and Greenhill is either fully developed or has significant wetlands. The other Priority 1 area is along Oak Hill Cemetery Road south of Royal Avenue, on the opposite side of the subarea as the UGB. This Priority 1 land is all either partially vacant or undeveloped.

Constraints: Thirty nine percent of the area is categorized as Protected or Committed land. The majority of this land is mapped Federal Emergency Management Agency (FEMA) Special Flood Hazard Areas (floodplains) or wetlands identified on the National Wetland Inventory or West Eugene Wetlands. The largest area of wetlands and floodplain are in the northwest of the subarea, between Royal Avenue and the Amazon Creek diversion channel. The West Eugene Wetlands are to the east within the UGB, and all the parcels adjacent to the UGB contain some amount of protected floodplain or wetland. The flood plain in this subarea is not adjacent to the Willamette River.

There is a Bonneville Power Administration easement that runs through the center of this subarea and is categorized as Committed land. There is also a 5.3-acre parcel in this subarea that is owned by the City of Eugene and categorized as Committed.

Surrounding Land Uses: This subarea is predominantly surrounded by protected natural resources. The entire southern boundary of the subarea is the Oak Hill conservation area owned by the Bureau of Land Management (BLM), which includes both wetland and upland habitat. The adjacent land within the UGB contains undeveloped natural areas and wetlands, with the exception of one smaller industrial site located north of Royal Avenue. There are also connections to the Fern Ridge multiuse path, which extends all the way to downtown Eugene, and there is a trailhead at the corner of Greenhill Road and Royal Avenue. Adjacent land to the west is in the Fisher Road subarea and is primarily used for agriculture. Fern Ridge Reservoir is located west of the Fisher Road subarea. The adjacent land to the north, in the Airport South subarea, is mainly Protected flood areas (see the Airport South Draft Suitability Analysis).

Other:

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 Royal subarea, organized by locational factor:

1. Efficient accommodation of identified land needs

Proximity to the UGB: The Royal subarea includes a moderate amount of developable land adjacent to or nearby (within .25 mile) the UGB, as shown on the Development Potential map. In total, there are 130 developable acres with a portion of their tax lot within .25 miles of the UGB.

Developable land capacity: There are 227 partially vacant developable acres, and 58 undeveloped developable acres. The full subarea has capacity for 1,962 dwelling units. The subarea’s average capacity is moderate, at 6.88 dwelling units/developable acres.

Residential need: Most of the developable land in the Royal subarea is potentially appropriate for a mix of residential housing. The northwest portion of the subarea, to the north of Royal Avenue and Hillaire Street, is less suitable for potential residential development due to the high amount and distribution of Protected land. The area south of Royal Avenue and Hillaire Street, as shown on the Preliminary Suitability Results map, is appropriate for potential development of a mix of housing types due to its proximity to the UGB, relative serviceability, and good transportation access; this portion of the subarea is appropriate for potential development as a 20-minute neighborhood.

Industrial need: There are nine tax lots identified in the capacity analysis as potentially suitable for urbanization with industrial land, as shown on the Potential Industrial Capacity map. Three tax lots, all adjacent to each other and located on either side of Royal Avenue in the center of the subarea, are most suitable for future industrial uses due to lot sizes ranging from 31 to 44 developable acres, and good transportation access. The two tax lots with the best transportation connections for industrial uses are adjacent to the UGB and within one-mile driving distance of a freight route, however, both are less suitable for potential industrial uses due to smaller lot size and protected wetland and floodplain.

Topography, steep slopes or other constraints to efficient urbanization: The Royal subarea is generally flat and 209 acres of developable land (83 percent of the subarea) have slopes no greater than 5 percent, as shown on the Contours and Hillshade map. The remaining 77 acres of developable land have slopes ranging from 5 to 20 percent. The FEMA-mapped Flood Hazard Area, and identified wetlands on the National Wetland Inventory could make efficient urbanization of this subarea difficult because, as noted above, the parcels adjacent to the UGB all contain protected wetland or floodplain so future urbanization would be isolated from existing development.

Land to the north of Royal Avenue and Hillaire Street contains an especially high amount of undevelopable land and cannot be efficiently urbanized. The remaining land within the Royal subarea could efficiently accommodate identified land needs, especially if it develops with a mix of residential and neighborhood-serving commercial uses.

Efficient accommodation of identified land needs:	Positive	Mixed	Negative
Royal – South of Royal Ave and Hillaire St	✓		
Royal – Northwest of Hillaire St and Royal Ave			✓

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 Royal subarea’s serviceability rankings ranged from Easy-Moderate to Moderate.

Stormwater serviceability was considered easy-moderate due to the existing informal conveyance system and proximity to a receiving waterway. Wastewater serviceability was considered moderate due to the need to construct a pump station and the sufficient capacity of the downstream system.

Transportation serviceability was considered moderate because there are existing constraints with roads and intersections within the UGB that would serve this area, but there are also a number of planned improvements in or near this subarea that may facilitate development. Transit serviceability was also considered moderate due to the ease of access, topography, street connectivity, mitigated by the isolated location from other routes.

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

Royal Subarea	Wastewater	Water	Fire	Transportation	Transit	Stormwater
Relative serviceability	Moderate	Moderate	Easy-Moderate	Moderate	Moderate	Easy-Moderate
Generalized cost estimate	\$\$\$	\$\$	\$\$-\$	\$\$\$	\$\$\$	\$

Orderly and economic provision of public facilities and services:	Positive	Mixed	Negative
Royal – South of Royal Ave and Hillaire St	✓		
Royal – Northwest of Royal Ave and Hillaire St			✓

3. Comparative environmental, energy, economic and social consequences

A. *Environmental:*

Public open space: There is a 400-acre publicly-accessible open space adjacent to this subarea within the UGB and a 190-acre conservation area adjacent to this subarea to the south. Wildlife habitat and connectivity would be negatively impacted by additional urbanization but future residents would benefit from nearby access to open space.

Impacts to natural resources: Urbanization could negatively impact wetlands identified on the National Wetland Inventory that are present in this subarea. These wetlands are categorized as Protected so urbanization is not assumed on them, however, adjacent urbanization may negatively impact them.

Risk of natural hazards: Most of the wetlands described above appear to be co-located with or adjacent to FEMA-mapped flood hazard areas. These flood hazard areas are categorized as Protected, so urbanization is not assumed on them. However, the presence of flood hazard areas limits where potential development can occur and therefore makes efficient urbanization of the subarea challenging. It also increases the risk of flooding on adjacent properties. No other natural resources or hazard areas are present in this subarea.

Overall, there would be mixed environmental consequences if this area was urbanized. The negative environmental consequences are greater to the north of Royal Avenue and Hillaire Street, due to the significant presence of protected natural resources and proximity to a water channel.

Environmental Consequences	Positive	Mixed	Negative
Royal – South of Royal Ave and Hillaire St		✓	
Royal – Northwest of Royal Ave and Hillaire St			✓

B. Energy:

Potential for complete neighborhoods: This area is well-suited to co-locate a variety of housing (LDR, MDR, HDR) and jobs in order to provide a 20-minute neighborhood, given several factors: proximity to existing residential, commercial and light industrial development, neighborhood street connections, easy connection to the Fern Ridge Bike Path, and partially vacant parcels within .25 miles of the UGB. The primary challenge to developing a complete, connected neighborhood in this area is the protected wetlands immediately within the UGB, which prohibits new development adjacent to existing neighborhoods. Currently, very few services exist in the Royal subarea, and neighborhood-serving commercial would benefit future residents.

Proximity to the UGB: As already noted, the Royal subarea is adjacent to the UGB, and includes a moderate amount of 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, there is good transportation access to this area by neighborhood streets. Royal Avenue provides easy access to goods and services within the UGB, as well as to the Randy Pape Beltline and other major corridors. Green Hill Road provides a connection to 11th Avenue, which is one of Eugene’s key corridors and has transit service. Both Royal Avenue and Green Hill Road would need improvements, such as bike lanes and sidewalks, to accommodate all users safely. The Fern Ridge path is adjacent to this subarea and provides convenient multi-modal access to employment centers and existing neighborhoods; urbanization of this subarea may provide opportunities to extend Fern Ridge path farther west, such as along the Amazon channel.

Proximity to services: As noted, there are very few neighborhood-serving commercial uses in the subarea or immediately adjacent to it within the UGB. Within the subarea, there is a local blueberry farm and Greenhill Humane Society. Danebo Elementary School and Meadow View School are both within a two-mile driving distance within the UGB. As noted above, there is plentiful access to parks and

open from this subarea. Urbanization of this subarea as a 20-minute neighborhood would benefit both future and existing nearby residents.

Generation of energy burdens: Future urbanization of the Royal subarea will directly and indirectly generate energy and climate burdens due primarily to the loss of growing lands, increased traffic, and increased carbon emissions.

Due to its location adjacent to the UGB and well connected to major transportation corridors as well as its ease of serviceability, urbanization of the Royal subarea would have positive energy consequences except in the NW corner where flood hazard areas and wetlands limit efficient urbanization.

Energy Consequences	Positive	Mixed	Negative
Royal – South of Royal Ave and Hillaire St	✓		
Royal – Northwest of Royal Ave and Hillaire St		✓	

C. Economic:

Future economic activity: The Royal subarea contains 285 acres of developable land. Based on generalized capacity assumptions, this land could accommodate 1,962 residential dwelling units. Despite having less developable land than other subareas, the proximity to existing jobs and neighborhood centers, make it likely that urbanization of this area would likely bring positive economic activity. In addition, this subarea is moderate for serviceability, relative to the other subareas, which further increases the likelihood that urbanization would lead to positive economic impacts.

Loss of existing economic activity: There is some concern over a loss of economic activity for the existing agricultural uses in the area, especially the smaller farms that may redevelop. However, future residents would also provide more business for these local agricultural operations if they remain. There is no concern over a loss of economic activity for the existing uses within the UGB, as these job and neighborhood centers would benefit from urbanization off the area.

Potential for complete neighborhoods: Even more importantly, the area is appropriate for future urbanization with a variety of identified uses (not just LDR), to support connected, integrated neighborhoods.

Cost of service provision: As noted above, the Royal subarea is considered moderate for service provision. Transportation serviceability is considered moderate because there are capacity issues with West 11th Avenue, the primary connection to downtown Eugene, but there is also good potential for future street connections. Fire serviceability was considered easy-moderate due to the proximity and street connections to existing city fire stations, meaning a new fire station would not be required.

The future economic activity potential, including potential for complete neighborhoods, makes the likelihood of urbanization and its associated economic benefits high. The low amount of developable land north of Royal Avenue and Hillaire Street makes the likelihood of positive economic consequences more mixed for this area.

Economic Consequences	Positive	Mixed	Negative
Royal – South of Royal Ave and Hillaire St	✓		
Royal – Northwest of Royal Ave and Hillaire St		✓	

D. Social:

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

Compatibility with existing surrounding uses: Future urbanization appears to be compatible with existing surrounding residential, agricultural, and commercial uses. These existing uses would all benefit from increased density in this area. The only surrounding use that may be negatively impacted are the protected natural areas, but future residents would greatly benefit from access to those areas.

Service delivery: As noted in the serviceability analysis, the area is currently served by Zumwalt Rural Fire Protection District. According to Eugene-Springfield Fire Department staff, given the current locations of the city fire stations and existing street network, it appears response times to this area would be acceptable. EWEB service is currently not available adjacent to this area because of the location of protected wetlands inside the UGB adjacent to this area. In the Preliminary Analysis of Orderly and Economic Provision of Public Facilities and Services, water serviceability was ranked as 'moderate,' due to the need for a single feed system, potential pressure issues, and possible need for pumping facilities.

There are a number of open space areas in and nearby this subarea, as well as developed neighborhood parks and the Fern Ridge Bike Path within the UGB. If additional neighborhood parks were needed as the area urbanized, according to the City's service standards, it is assumed they would be developed at that time.

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: Several large parcels along Royal Avenue have been identified as potentially suitable for industrial uses, as shown on the Potential Industrial Capacity map. Vulnerable and underserved groups may be disproportionately burdened by the risks associated with industrial uses, especially if lower-cost residential development occurs near future industrial uses or if environmental risks are not properly mitigated. Existing populations of vulnerable groups in the subarea may also be potentially harmed if urbanization for industrial uses occurs nearby and they do not have access to other housing options.

Complete neighborhoods: As noted several times above, the benefits of urbanization could be broadly accessible if the area were to develop as a 20-minute neighborhood with a variety of housing types and neighborhood-serving commercial amenities. This would benefit existing nearby residents who currently have few services in the area.

Urbanization of the majority of the Royal subarea would have positive social benefits; urbanization in the areas with predominantly protected lands would have negative impacts.

Social Consequences	Positive	Mixed	Negative
Royal – South of Royal Ave and Hillaire St	✓		
Royal – Northwest of Royal Ave and Hillaire St		✓	

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 activities.

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

Compatibility with nearby ag and forest activities	Positive	Mixed	Negative
Royal – South of Royal Ave and Hillaire St	✓		
Royal – Northwest of Royal Ave and Hillaire St	✓		

Conclusion:

Besides Protected and Committed land and fully developed taxlots, there are **8 acres** in the Royal subarea that, on balance, would be unsuitable for urban reserves, as shown on the marked-up map.

Total developable land potentially suitable for urban reserves designation: **277 acres.**

Total residential capacity: **1,897 dwelling units.**

Priority Classification	Total Acres	Buildable Acres	Residential Capacity (Dwelling Units)
Other Lands	1	1	3
Priority 1: Exception Areas	141	67	504
Priority 3: Agricultural Lands	379	203	1,397
Priority 3: Forest Lands	28	14	59
Grand Total	549	285	1,962

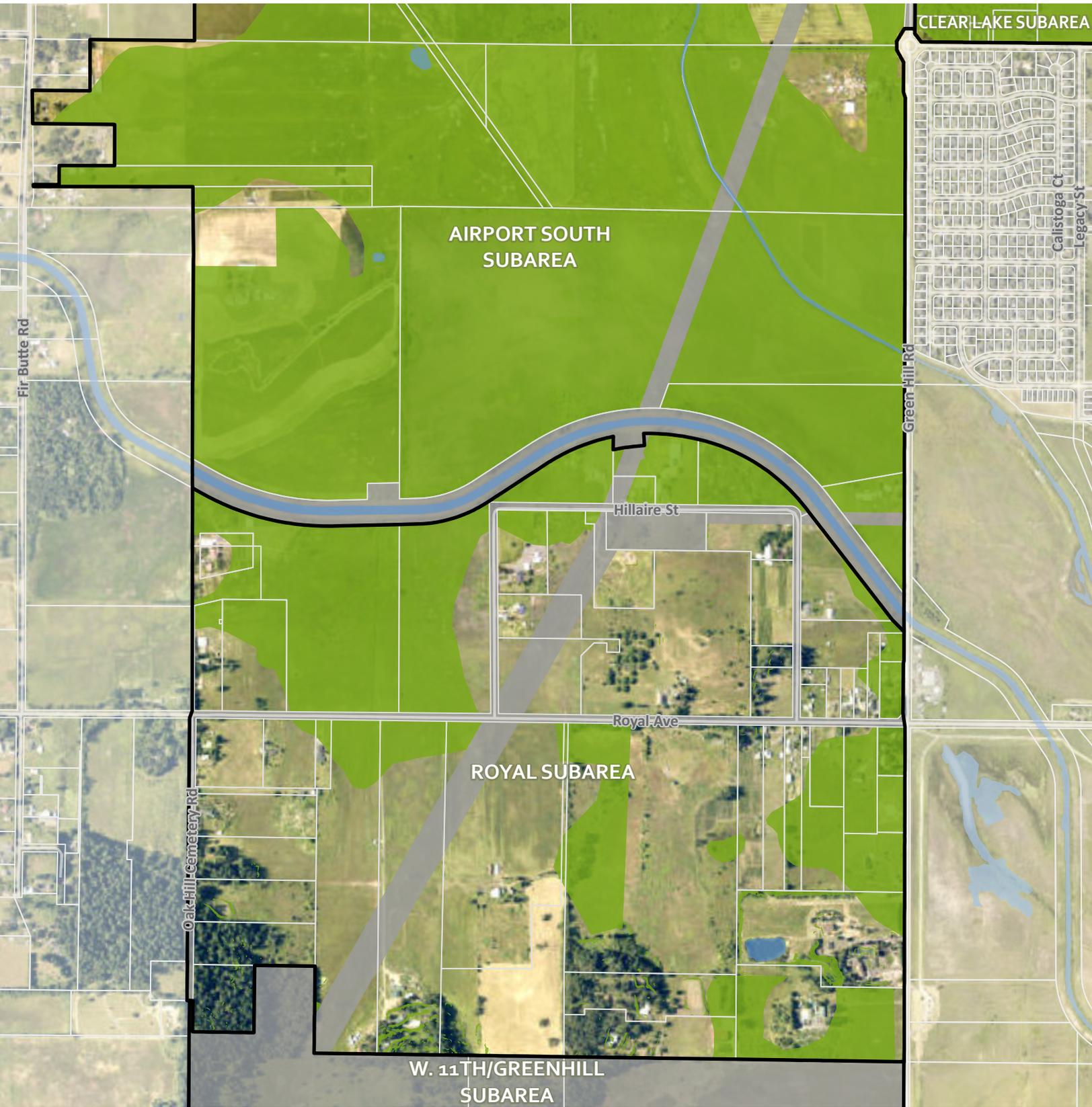
Buildable v Not Buildable Land	Acres	Percent of total
Buildable	285	52%
Committed/Protected	216	39%
Existing Development*	48	9%
Total	549	100%

Development Potential	Buildable Acres	Residential Capacity (Dwelling Units)	Industrial Capacity (Acres)
Partially Vacant	227	1610	154
Undeveloped	58	351	17
Developable Total	285	1,962	171

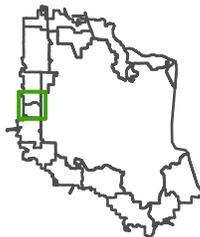
Predominant Slope Class	Total Acres	Percent acres of total	Buildable Acres	Residential Capacity (Dwelling Units)
0 - 5%	456	83.1%	209	1,747
5 - 10%	57	10.4%	45	127
10 - 15%	11	2.0%	8	21
15 - 20%	25	4.6%	24	67
Grand Total	549	100%	285	1,962

Average Residential Capacity (Dwelling Units/Acre)	6.88
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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



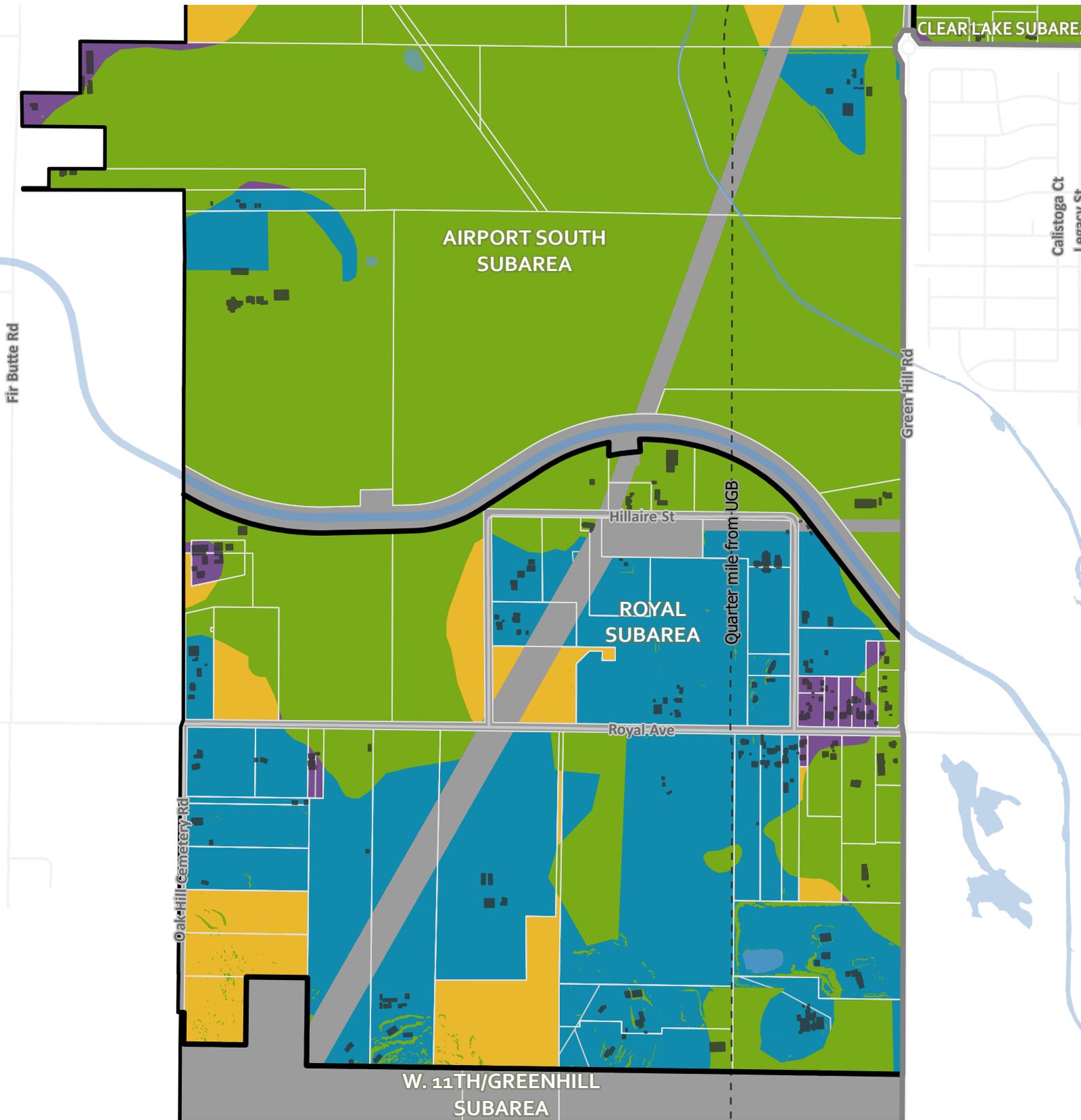
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Map created July 2019 by
City of Eugene Planning Division.

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

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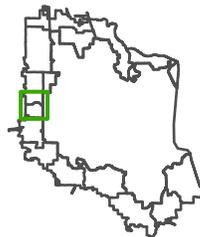




- Buildings
- Eugene UGB
- Quarter Mile from Eugene UGB

Development Potential

- Committed
- Protected
- Developed
- Partially Vacant
- Undeveloped



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CLEARLAKE SUBAREA

Callistoga Ct
Legacy St

Fir Butte Rd

Green Hill Rd

AIRPORT SOUTH
SUBAREA

Hillaire St

Royal Ave

ROYAL SUBAREA

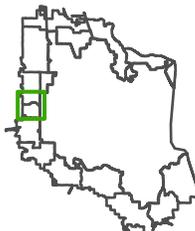
Oak Hill Cemetery Rd

W. 11TH/GREENHILL
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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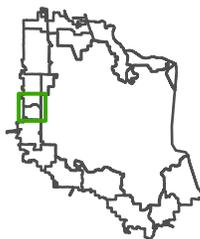




Committed Lands
Protected Lands

Residential Capacity (dwelling units)

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



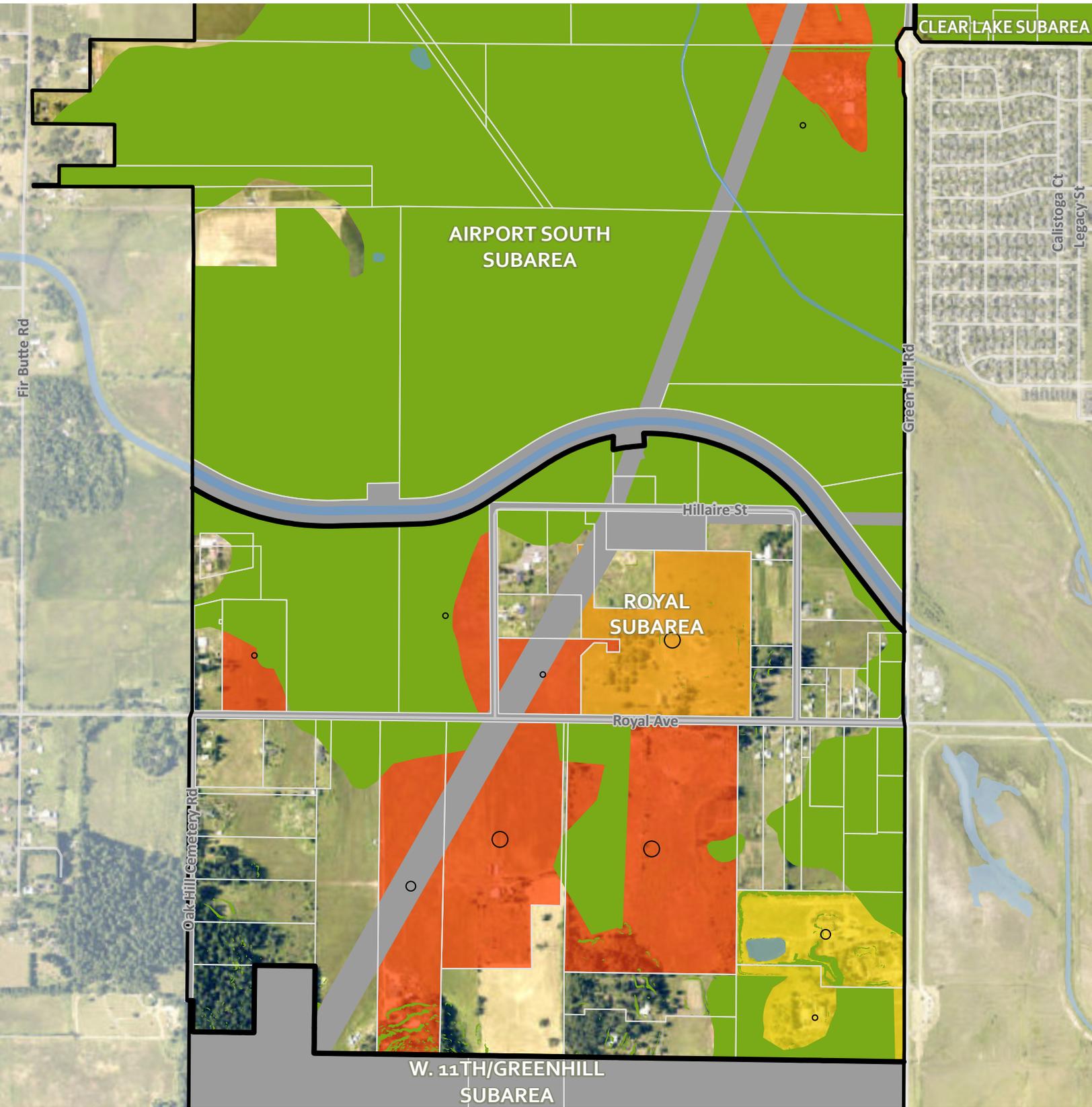
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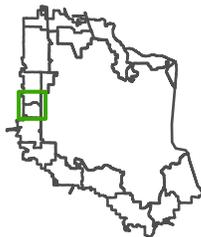
0.1 Miles





- 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



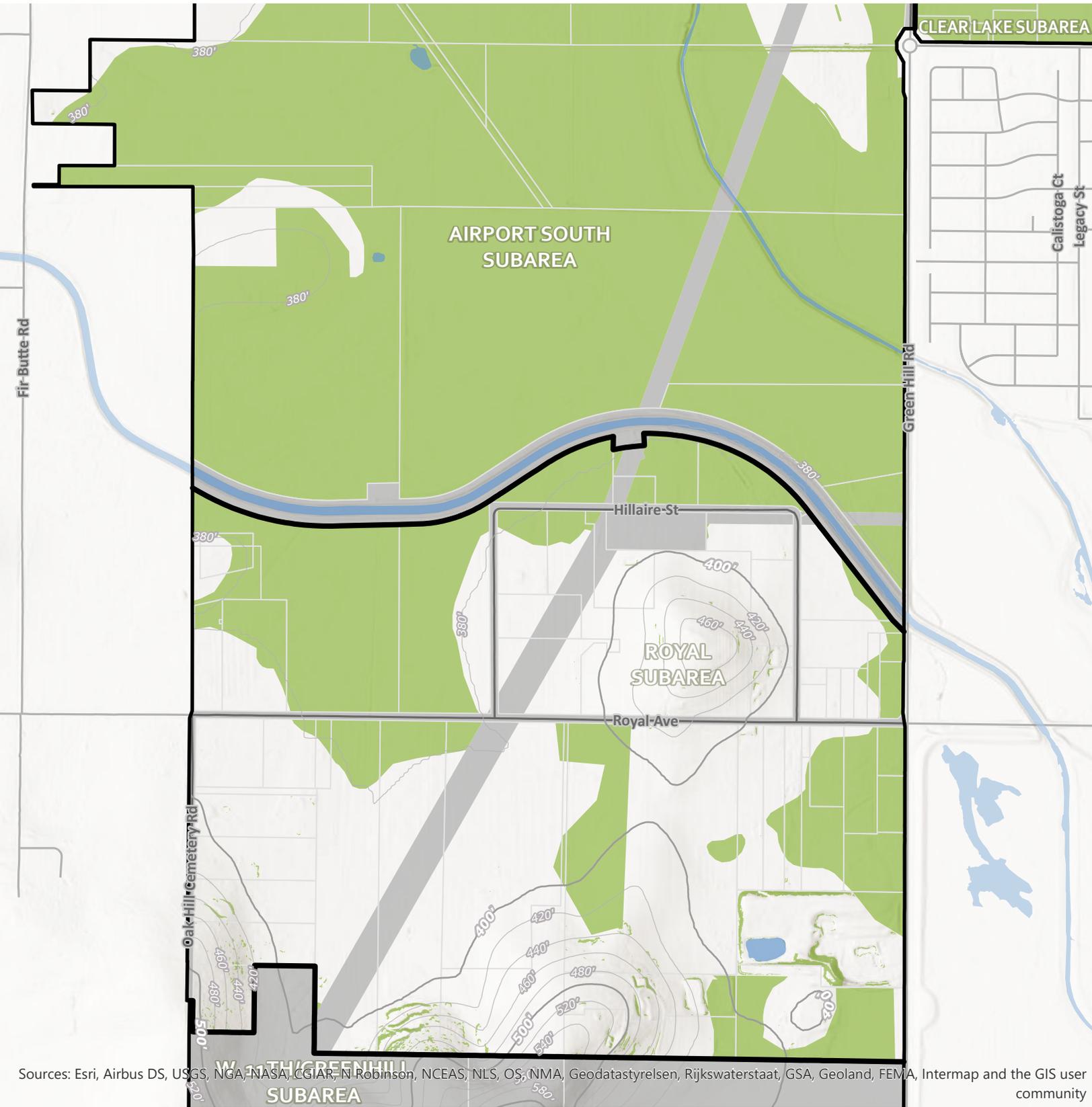
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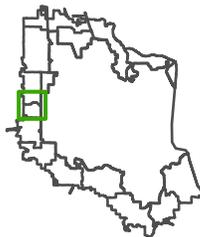
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Sources: Esri, Airbus DS, USGS, NGA, NASA, CGIAR, N Robinson, NCEAS, NLS, OS, NMA, Geodatastyrelsen, Rijkswaterstaat, GSA, Geoland, FEMA, Intermap and the GIS user community

- Committed Lands
- Protected Lands



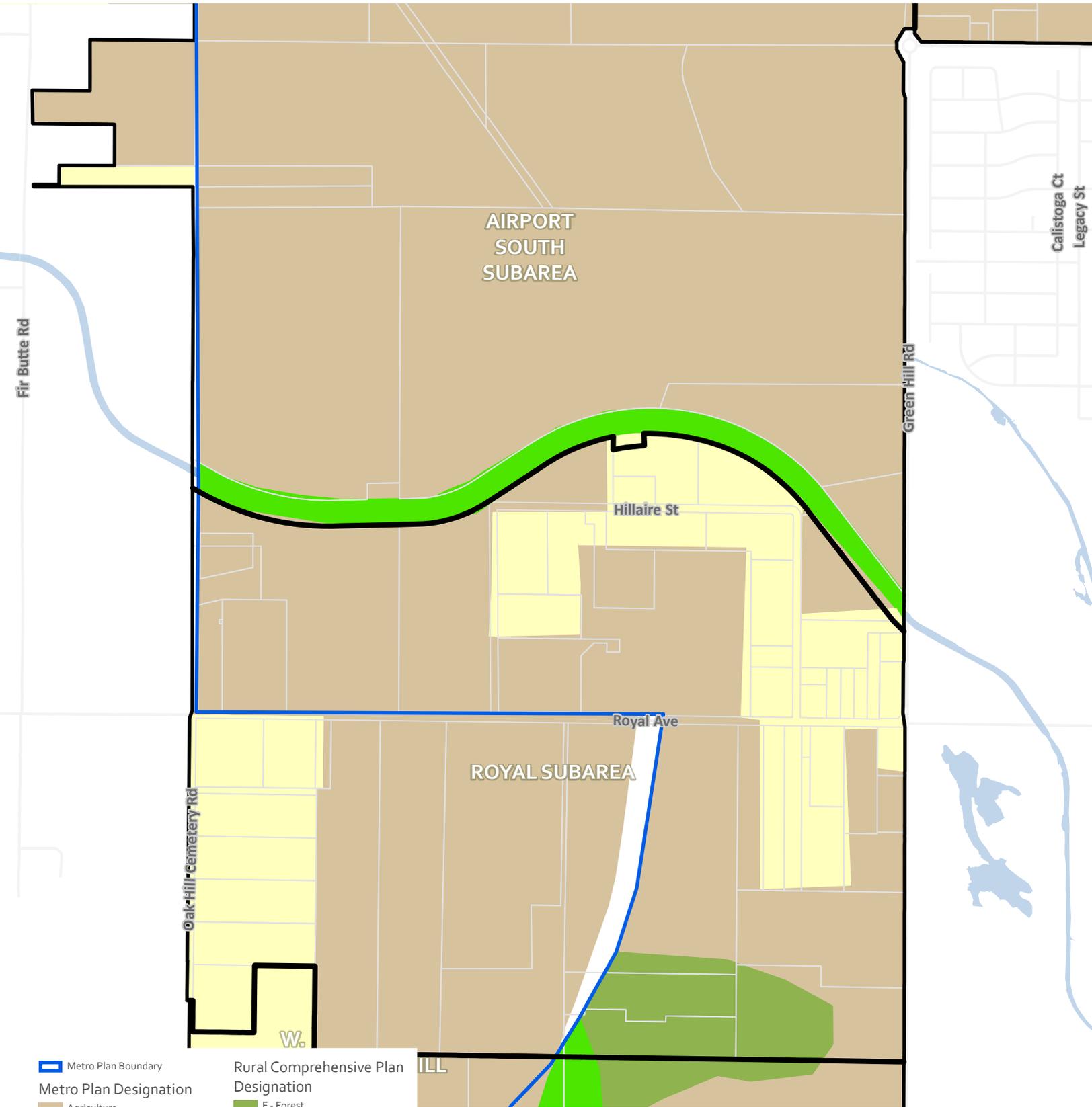
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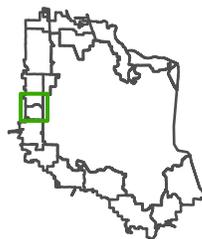
Metro Plan Boundary

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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0.1 Miles

