

# Fisher Road Subarea Draft Suitability Analysis

## Background

**Location:** The Fisher Road subarea is located to the west of Eugene near the Fern Ridge Reservoir, including land north and south of Highway 126. The northern boundary of the subarea is the Amazon Creek Diversion Channel, to the east is Oak Hill Cemetery Road, and to the south and west is the Fern Ridge Wildlife Area.

**Existing Land Uses:** The subarea contains a range of slopes, but the majority (eighty one percent) has a predominant slope classification of less than 5 percent . There are two areas of 560 feet elevation (just over one percent of the subarea) that contain steep slopes (predominant slope classification over 30 percent ); they are north of W 11<sup>th</sup> Avenue/Highway 126 and north of Royal Avenue. The subarea is primarily used for agriculture with some forest land and rural residential development: 794 acres of developable land are Priority 3 Agricultural Lands, 24 acres are Priority 3 Forest Lands, and 197 acres are Priority 1 Exception Areas. There are three areas of residential Priority 1 land; they are concentrated around Fir Butte Road and the southern terminus of Fisher Road, as shown on the Priority Lands Classification map. The Priority 1 land around Fisher Road are smaller parcels and the majority have very little to no development capacity. Businesses in the subarea include a koi fish retailer, an equestrian facility, and a few small farms.

**Constraints:** Only four percent of the subarea is categorized as Protected or Committed land. The northern boundary is the Amazon Creek Diversion Channel. There are two wetlands west of Fisher Rd mapped on the National Wetland inventory. Oak Hill Cemetery is a small committed parcel at the east edge of the subarea, south of Royal Avenue.

Other land that is categorized as Protected are natural hazard areas with steep slopes with predominant slope classification in excess of 30 percent. These areas of prohibitively steep slopes are generally located north of Royal Avenue and north of Highway 126, east of Fisher Road. There are two small buttes below 600 feet of elevation that the slopes are attributed to. There is also a small area of flood hazard zone along the Amazon Creek Diversion Channel. It is designated as Protected and is not assigned any development capacity.

**Surrounding Land Uses:** The surrounding land to the north of the Amazon Creek Diversion Channel is used for agriculture and is mainly flat. The West 11th Avenue and Royal subareas to the east also include mostly agriculture land. South of Hwy 126 is a large, undeveloped parcel that is surrounded on all sides by committed land owned by: the Corps of Engineers (a substation), Oregon Department of Fish and Wildlife (Fern Ridge Wildlife Refuge), and the Port of Coos Bay railroad line. West of the subarea is some agricultural uses, Fern Ridge Wildlife Refuge, and the Fern Ridge Reservoir.

The residential, commercial, and light industrial centers on West 11<sup>th</sup> Avenue, near Beltline, are approximately 3.5 miles to this subarea. The edge of the UGB at Greenhill Rd. is approximately 2.5 miles away.

## Summary

### Fisher Road Subarea Draft Suitability Analysis

#### Area Potentially Suitable for Urban Reserves Designation

	Fisher Road 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 = **928 acres**

Total potential residential capacity = **6,848 dwelling units**

Average residential capacity= **7.38 dwelling units per buildable acre**

Total developable land not moving forward =0 acres

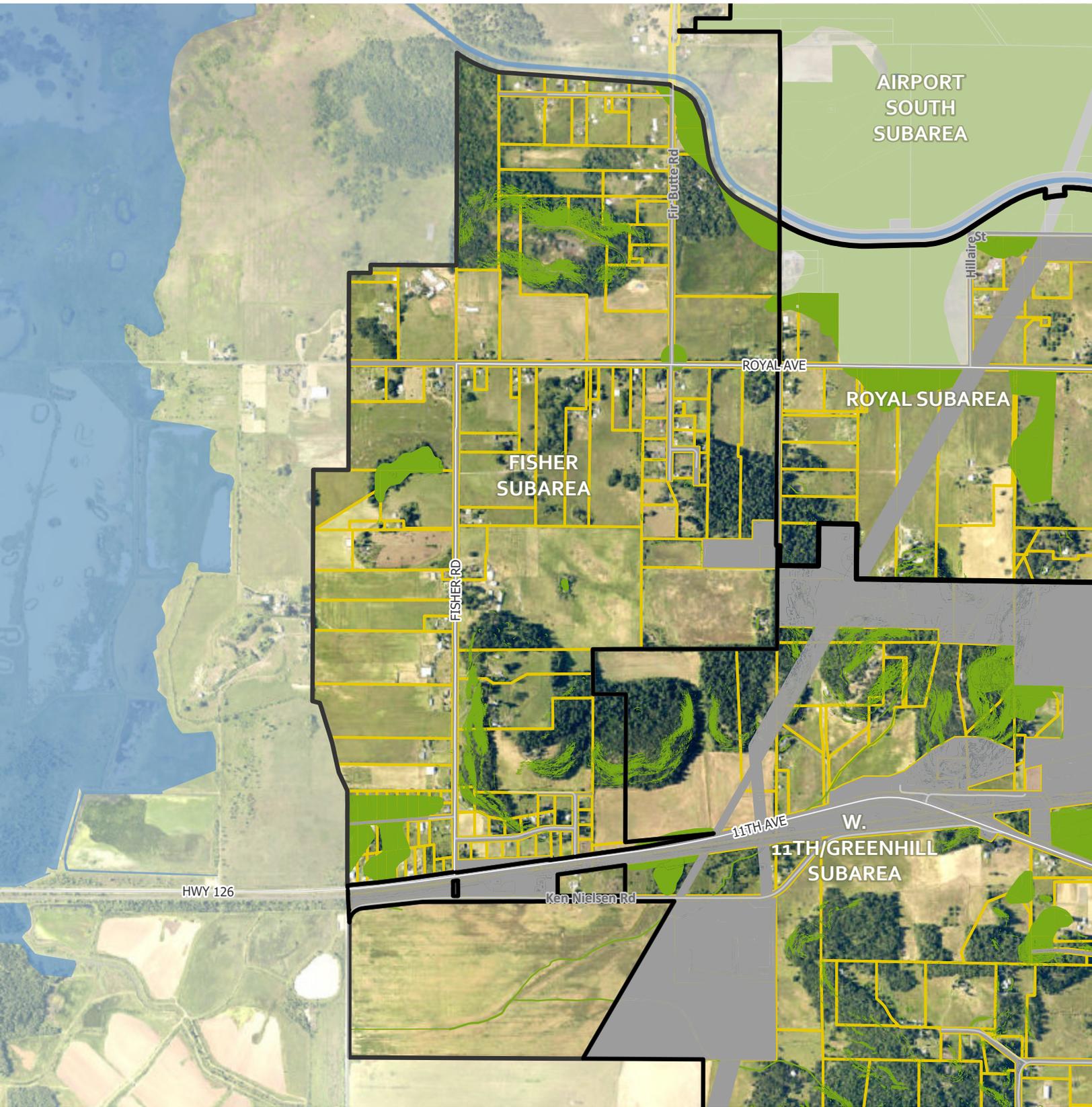
#### **Subarea summary data:**

Developable land within .25 miles of the UGB = **0 acres**

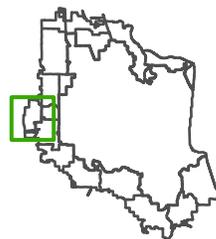
Tax lots with a predominant slope classification of 0-5 percent = **82 percent**

Tax lots with a predominant slope classification of > 5 percent = **18 percent**

Average residential capacity = **7.38 dwelling units per buildable acre**



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



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0.2 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)



## 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 Fisher Road subarea, organized by locational factor:

### 1. Efficient accommodation of identified land needs

**Proximity to the UGB:** The Fisher Road subarea includes no developable land adjacent to or nearby (within .25 mile) the UGB, as shown on the Development Potential map. The subarea generally includes land 2.5 miles from the UGB (at Greenhill Rd).

**Developable land capacity:** In the entire subarea there are 928 developable acres: 679 partially vacant, and 248 undeveloped. According to the residential capacity analysis, the subarea has capacity for 6,849 dwelling units, or 7.38 dwelling units per acre, as shown on the Residential Capacity map.

**Residential need:** The subarea’s developable acreage, low amount of protected and committed land, generally flat topography, access to Royal Avenue and W 11th Avenue, and ease of serviceability makes it appropriate for a mix of residential housing, commercial and neighborhood uses, and a 20-minute neighborhood.

**Industrial need:** As shown on the Potential Industrial Capacity map, there are [REDACTED] 639 developable acres identified as potentially suitable for urbanization with industrial land need, due to their topography, size, and access to freight routes. However, the parcels adjacent to existing residential would not likely be suitable for industrial development. The parcel with the largest industrial capacity is the large, vacant parcel south of Highway 126 and Ken Nielsen Road.

**Topography, steep slopes or other constraints to efficient urbanization:** The Fisher Road subarea generally has mildly sloped topography but contains scattered areas with predominant slope classification in excess of 30 percent , particularly north of Royal Avenue and north of West 11th Avenue/Highway 126, as shown on the Contours and Hillshade map. The two buttes that contain steep slopes are relatively small and the land around them may still be able to urbanize efficiently. The large parcel south of Ken Nielsen Road is categorized as Vacant and could be appropriate for urbanization with a mix of uses. It is separated from Highway 126 by the railroad line and is surrounded by public land. It was studied for potential use as a wetland mitigation site but was found to contain contaminated soil.

*Overall, the Fisher Road subarea could efficiently accommodate identified land needs.*

Efficient accommodation of identified land needs:	Positive	Mixed	Negative
Fisher Road	✓		

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

Below is a 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 Fisher Road subarea’s relative serviceability ranged from Easy-Moderate to Moderate-Difficult. When providing this input, service providers operated under the assumption that the adjacent W 11th/Greenhill and Royal subareas would urbanize first, as those subareas are adjacent to the UGB.

Fire provision was considered easy-moderate because the existing street network and proximity to city fire stations means response times would be acceptable, so a new fire station would not need to be built.

Wastewater serviceability was considered moderate because the downstream system has enough capacity to serve this subarea if it developed; however, a new pump station would need to be built for this subarea or the pump station anticipated in the W 11th/Greenhill subarea would need to be upsized.

Transit and transportation serviceability were both considered moderate due to the flat topography and existing street connectivity, which increase access to this subarea. The subarea is well-suited for multimodal transportation but improvements such as bike lanes and sidewalks would need to be added. The proximity to the Fern Ridge Path and a possible extension along the Amazon Creek Diversion Channel further improves the potential for good multimodal transportation opportunities.

*Overall, the Fisher Road subarea is ranked as moderately challenging to serve.*

Fisher Road Subarea	Wastewater	Water	Fire	Transportation	Transit	Stormwater
<b>Relative serviceability</b>	Moderate	Moderate	Easy-Moderate	Moderate	Moderate	Moderate
<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>
Fisher Road		✓	

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

### A. *Environmental:*

**Public open space:** There is a significant amount of publicly-accessible open space near this subarea, which would benefit future residents. The Fern Ridge Reservoir is located west of the subarea and The Fern Ridge Wildlife Area, owned by Oregon Department of Fish and Wildlife, is immediately to the south. Wildlife habitat and connectivity between open space properties may be negatively impacted by urbanization of the subarea.

**Impacts to natural resources:** There are two areas of Protected land north of Highway 126 and west of Fisher Road that are not considered developable due to the presence of protected wetlands. Wetlands are categorized as Protected, so urbanization is not assumed. Adjacent development could negatively impact these areas and make efficient urbanization more challenging. However, decommissioning septic systems near Fern Ridge Reservoir will help future groundwater quality in the subarea.

**Risk of natural hazards:** There are no DOGAMI landslide risk areas present in the Fisher Road subarea, but there are a few areas with greater than 30 percent predominant slope classification that are considered high risk and categorized as Protected. There is only one small mapped flood hazard area along the Amazon Creek Diversion Channel. As these areas are small, and Protected areas are not designated any development capacity, there is no risk of natural hazards that would impact potential future urbanization.

*Overall, urbanization of the Fisher Road subarea would result in mixed environmental consequences.*

Environmental Consequences	Positive	Mixed	Negative
Fisher Road		✓	

**B. Energy:**

**Potential for complete neighborhoods:** This subarea is well-situated to co-locate a variety of housing (LDR, MDR, HDR) and jobs in order provide a 20-minute neighborhood, given several factors: large undeveloped and partially vacant parcels, generally flat topography that makes it easier to build more densely and easier for bicycles and pedestrians; easy access to major transportation corridors and that connect to existing job and neighborhood centers within the UGB.

**Proximity to the UGB:** As already noted, the Fisher Road subarea contains no land adjacent to or nearby the UGB. The W 11<sup>th</sup> commercial corridor at Beltline is located 3.5 miles from the subarea, generally. If the area between the subarea and the commercial corridor were to urbanize before the subarea does, the arterial access to a commercial corridor is beneficial for future urbanization of a 20-minute neighborhood, and for future industrial uses both.

**Multi-modal transportation:** This subarea has good transportation access, primarily because of Highway 126/West 11<sup>th</sup> Avenue’s connection to job centers and downtown Eugene. However, both Highway 126 and Royal Avenue currently lack sidewalks and bike lanes in this subarea, and these improvements would need to be made to provide good multimodal access. The terminus of the Fern Ridge multimodal path is located 1 mile from the edge of the subarea at the intersection of Royal Avenue and Greenhill Road, and there is opportunity for expanding the path farther west along the Amazon Creek Diversion Channel. The path currently provides bicycle and pedestrian access to the West 11<sup>th</sup> commercial corridor and all the way to Downtown Eugene. The closest transit service is currently the Bus Rapid Transit line serving west Eugene on West 11<sup>th</sup> Avenue, and the closest stop is three miles from the edge of the subarea. Bus service routes connecting Eugene and Veneta pass through the subarea on West 11 Avenue/Highway 126. Overall this subarea has a high potential for good multimodal transportation, assuming that necessary improvements are made, due to: relative proximity to the Bus Rapid Transit system, connections provided by West 11<sup>th</sup> Avenue, access to job centers, and proximity to the Fern Ridge bike path.

**Proximity to services:** As noted, there are no neighborhood-serving commercial uses in the subarea but within the UGB there are several large employment centers nearby. Within the subarea there is a koi fish retailer, horse farm, and a few small farms. Neighborhood-serving commercial would benefit residents both inside and outside of the UGB. Kennedy Middle School and Danebo Elementary School are the closest schools to this subarea and both are several miles away within the UGB.

**Generation of energy burdens:** Future urbanization of the Fisher Road 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 the isolation from existing urbanization and the UGB, the subarea being well connected to major transportation corridors, and moderate serviceability, urbanization of this subarea would have mixed energy consequences.*

Energy Consequences:	Positive	Mixed	Negative
Fisher Road		✓	

**C. Economic:**

**Future economic activity:** The Fisher Road subarea contains 928 acres of developable land. Based on generalized capacity assumptions, this land could accommodate 6,848 residential dwelling units. Given that it also ranks as moderately easy to serve, urbanization of this subarea would likely bring positive economic activity, comparatively. In addition, the number of parcels identified as potentially suitable for urbanization for industrial uses, as shown on the Potential Industrial Capacity map, increases the potential for positive economic activity associated with urbanizing this subarea. This assumes that the subareas directly east and adjacent to the UGB would urbanize first, so future economic activity could be significant but would not be among the first areas to urbanize.

**Loss of existing economic activity:** There is some concern over negative economic impact to existing businesses in the subarea, particularly small farms that sell produce, if this subarea were to urbanize and those properties were to redevelop. On the other hand, if these existing uses remained as the areas urbanized around them, they may receive economic benefits from the increased density and economic activity in the subarea.

**Potential for complete neighborhoods:** The subarea is appropriate for future urbanization with a variety of identified residential uses that would support connected, integrated neighborhoods, due to: amount of flat or mildly sloping developable land, minimal protected land, and good transportation connection to job centers and the rest of Eugene.

**Cost of service provision:** As noted above, the Fisher Road subarea ranks as moderate for service provision, comparatively, potentially increasing the likelihood of urbanization and its associated economic benefits.

Economic Consequences:	Positive	Mixed	Negative
Fisher Road	✓		

#### **D. Social:**

**Impacts to current residents:** As the subarea urbanizes, increased traffic and loss of nearby agriculture could negatively impact current residents. However, improvements to the roadway system, potential expansion of transit services, and bicycle and pedestrian infrastructure, and additional neighborhood-serving commercial uses could also benefit existing nearby residents.

**Combability with surrounding uses:** Future urbanization appears to be compatible with existing surrounding uses; residential likely more so than industrial. Currently the subarea is surrounded by protected and committed land on three sides. To the east, there are a mix of protected, committed, residential and agricultural uses. It is assumed that these subareas will urbanize first, before the Fisher Rd subarea.

**Service delivery:** As noted in the serviceability analysis, the subarea is currently served by Zumwalt Rural Fire Protection District, which contracts with the Eugene-Springfield Fire Department to provide service. According to Eugene-Springfield Fire Department staff, given the proximity to the nearest city fire stations and existing street network, it appears response times to this subarea would be acceptable. Future residents would benefit from the relative ease and cost-efficiency of fire and emergency protection. In addition, the existing street network has good connectivity to downtown Eugene and employment centers and transit services on West 11th Avenue. There is good potential for multimodal transportation connections to this subarea, including the possible expansion of the Fern Ridge Bike Path. It is assumed that neighborhood parks would be developed as neighborhoods urbanize to meet the City's service standards.

**Impacts from hazards:** Impacts from hazards are minimal: There are no mapped flood hazard areas or DOGAMI landslide risk areas present in the subarea, but there are a few areas with predominant slope classification more than 30 percent that are designated as protected because they are natural hazard areas. As those areas are not designated any development capacity, there is presently minimal risk of natural hazards that would impact potential future urbanization. The large parcel south of Ken Nielsen Road was studied for potential use as a wetland mitigation site, as it is surrounded by other publicly owned land, however, it was found to contain contaminated soil likely from past pesticide use, which may impact future urbanization.

**Impacts to vulnerable populations:** As noted above, there are no significant natural hazard risks in this subarea, so it does not appear that vulnerable or underserved groups would be disproportionately burdened if the subarea were to urbanize. While there are twenty-nine tax lots identified as potentially suitable for industrial uses, as shown on the Potential Industrial Capacity map, those areas adjacent to residential uses would not be suitable for industrial. Urbanization for industrial uses may disproportionately harm vulnerable and underserved groups if adequate safety measures are not taken to reduce the associated risks.

**Complete neighborhoods:** The benefits of urbanization could be broadly accessible if the subarea were to develop as a 20-minute neighborhood with a variety of housing types and neighborhood-serving commercial amenities. The relatively low cost of providing infrastructure and utilities to the subarea would improve the likelihood of developing housing affordable to a range of income levels.

Overall, the Fisher Road subarea would have positive social benefits, especially given how likely it is that the benefits of urbanization would be accessible to a broad range of people.

Social Consequences:	Positive	Mixed	Negative
Fisher Road	✓		

**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 though, it appears that urbanization of this subarea would be compatible with surrounding agricultural uses. The subarea is buffered by Fern Ridge Reservoir, Department of Fish and Wildlife Fern Ridge Wildlife Area, and the Amazon Creek Diversion Channel. If the Royal and West 11<sup>th</sup> Avenue/Greenhill subareas were to urbanize first, then agricultural activities would be less impacted.

There is very little forest land near this subarea, so there is little concern about urbanization causing negative consequences to forest land outside the UGB.

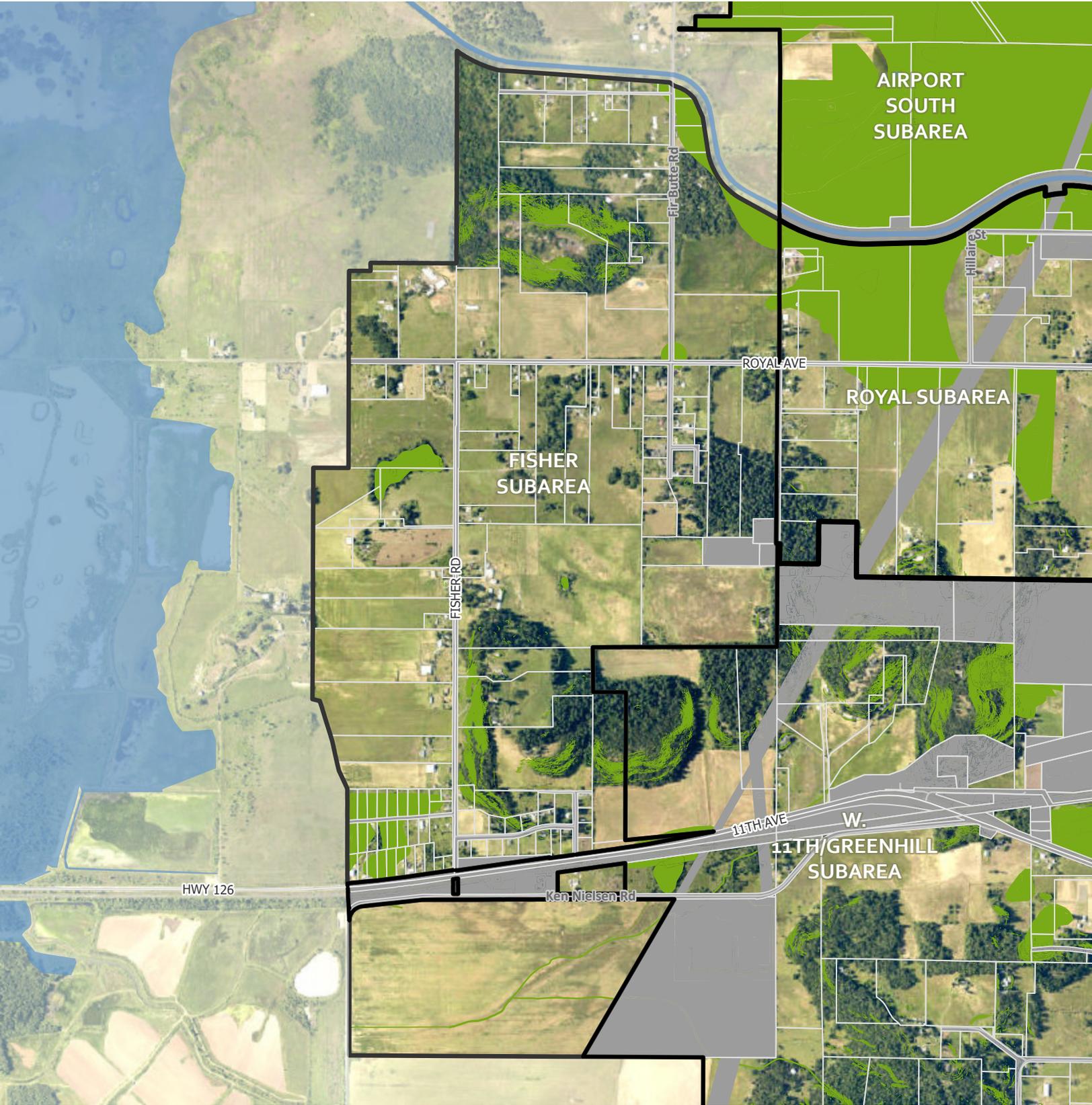
Compatibility with nearby ag and forest activities	Positive	Mixed	Negative
Fisher Road	✓		

**Conclusion:**

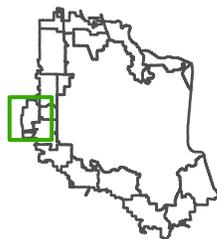
Besides Protected and Committed land and fully developed tax lots, there is no land in the Fisher Road subarea that, on balance, would be unsuitable for urban reserves.

Total developable land potentially suitable for urban reserves designation: **928 acres.**

Total residential capacity: **6,848 dwellings.**



-  Study boundary draft subareas
-  Committed Lands
-  Protected Lands



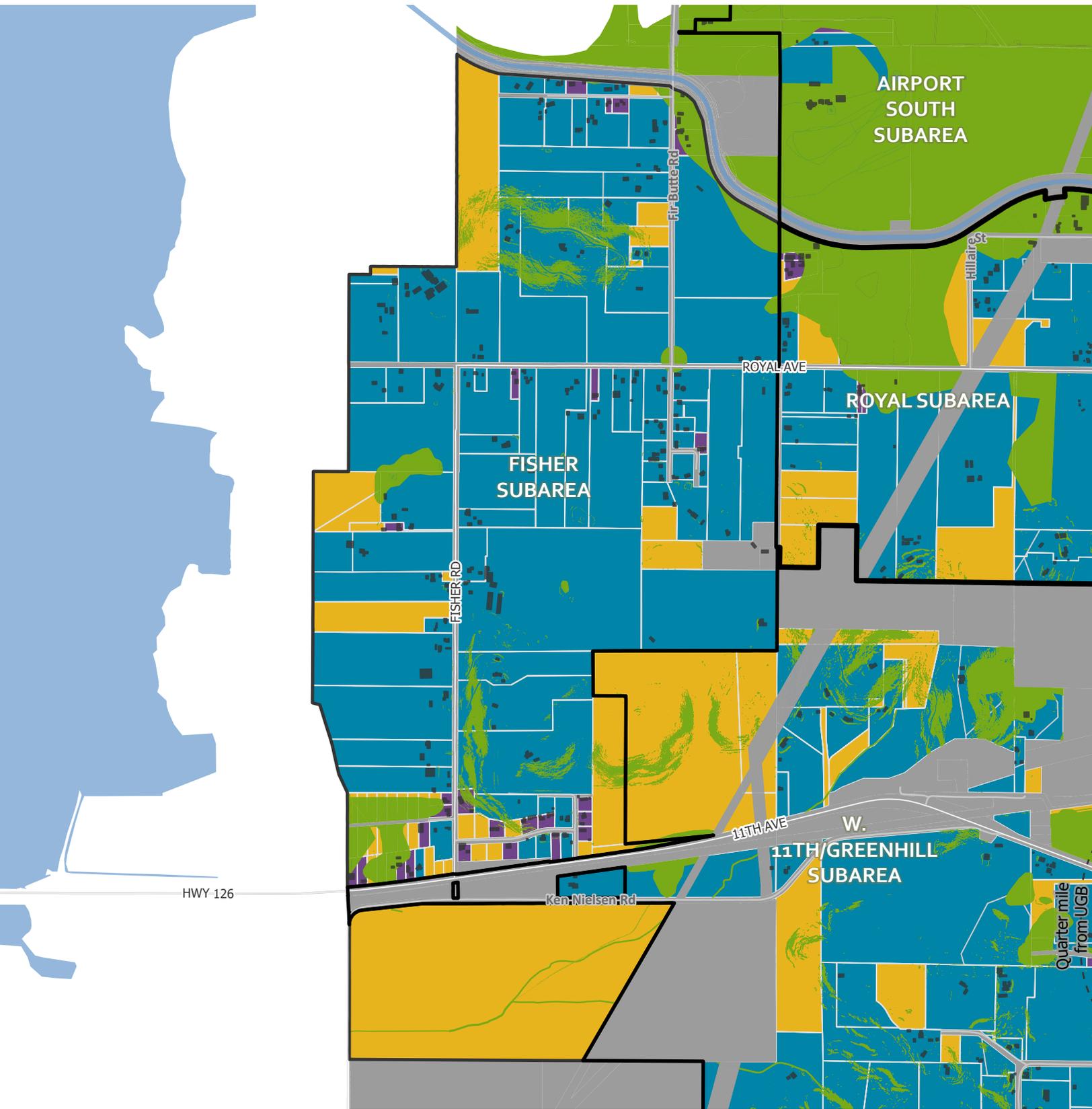
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0.2 Miles

Map created October 2019 by City of Eugene Planning Division.

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

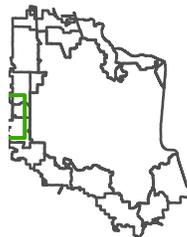




- Buildings
- Study boundary draft subareas
- Quarter Mile from Eugene UGB

### Development Potential

- Committed
- Protected
- Developed
- Partially Vacant
- Undeveloped



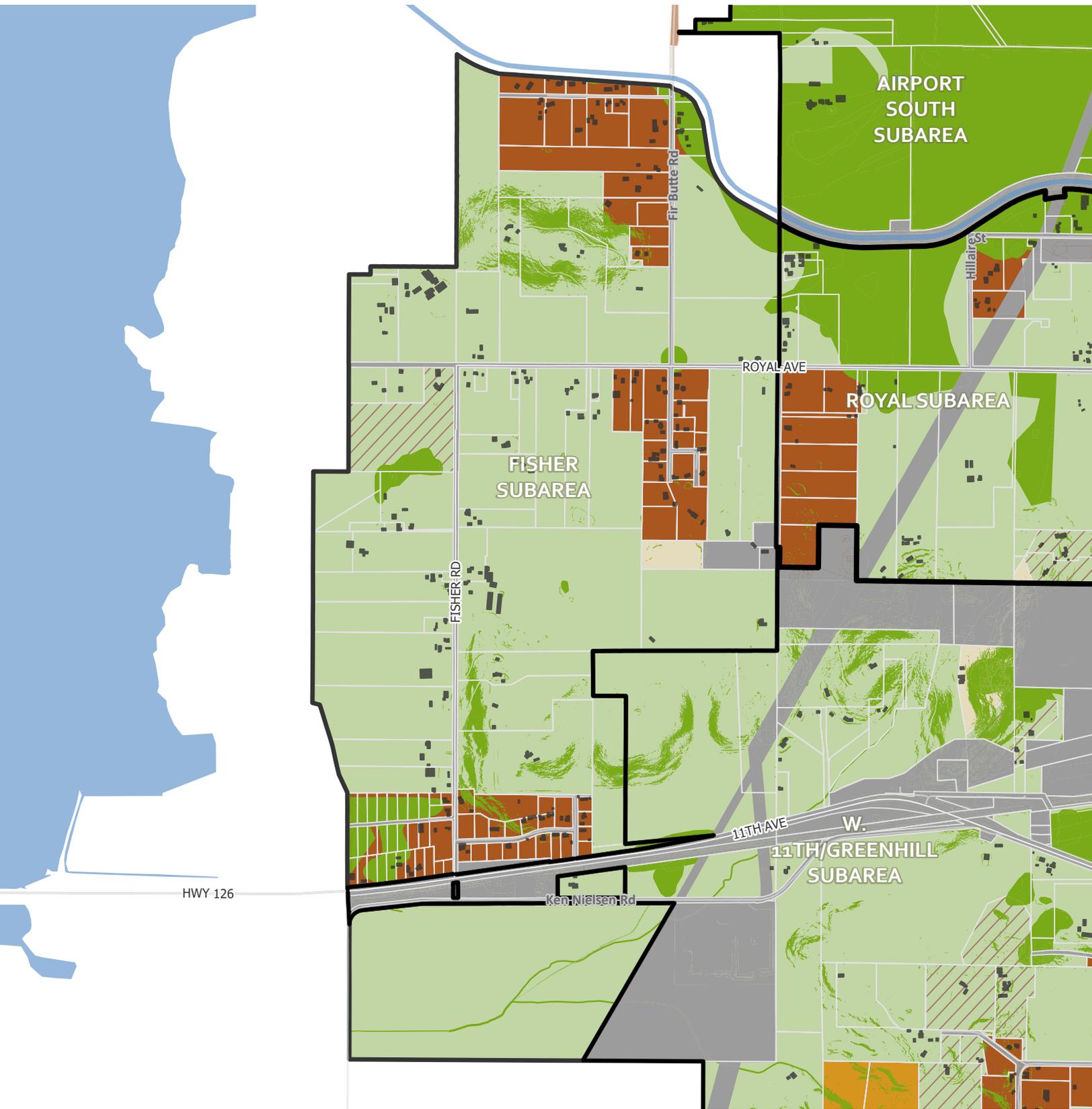
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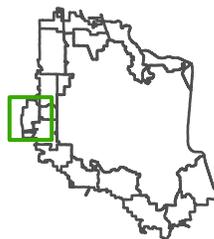




- Buildings
- Committed Lands
- Protected Lands

### Priority Land Classification

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



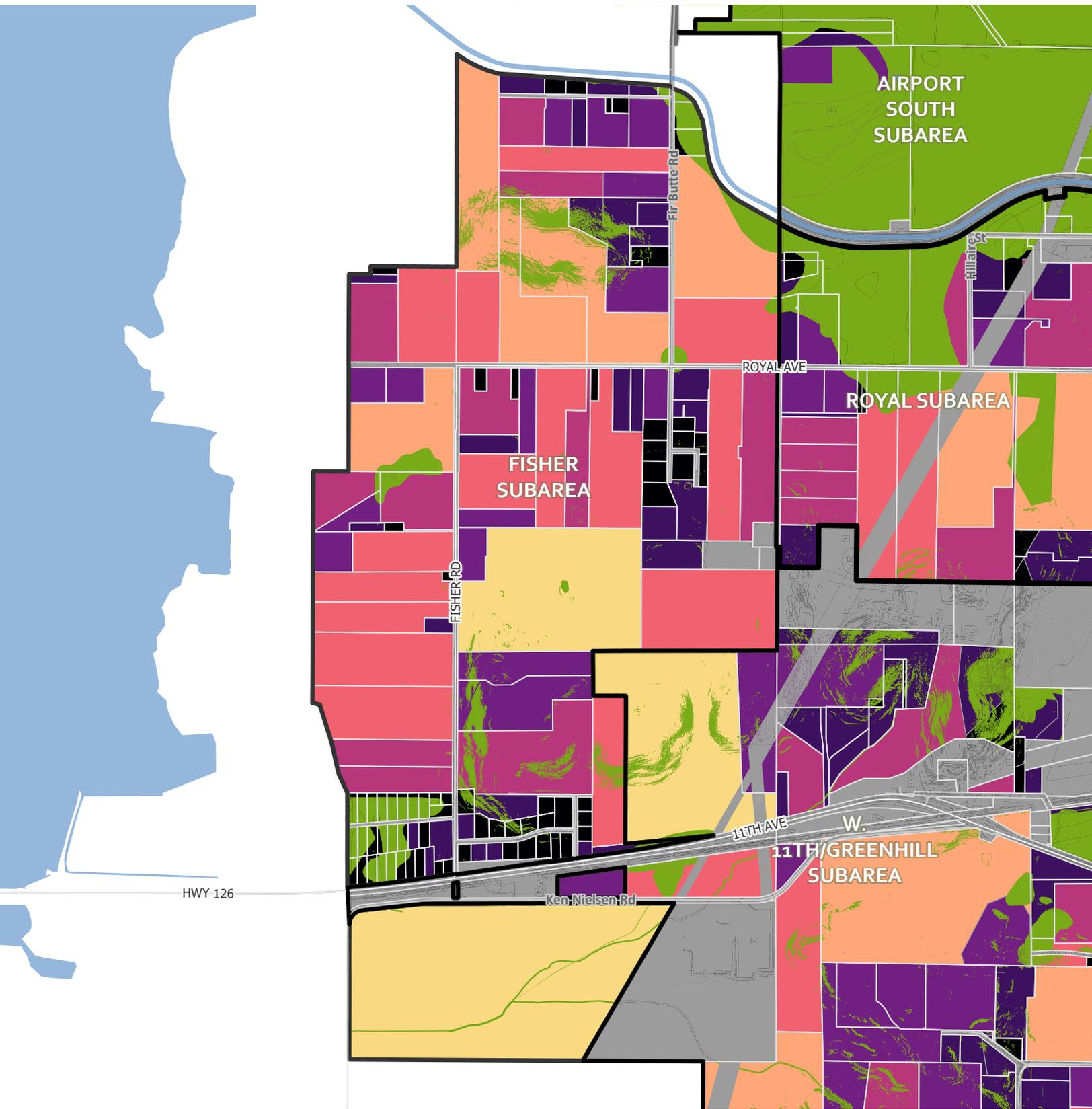
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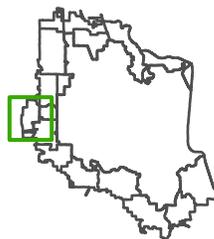




Committed Lands  
Protected Lands

Residential Capacity  
(estimated dwellings per lot)

- < 5
- 5 - 24.9
- 25 - 49.9
- 50 - 99.9
- 100 - 199.9
- 200 - 499.9
- 500 - 1250



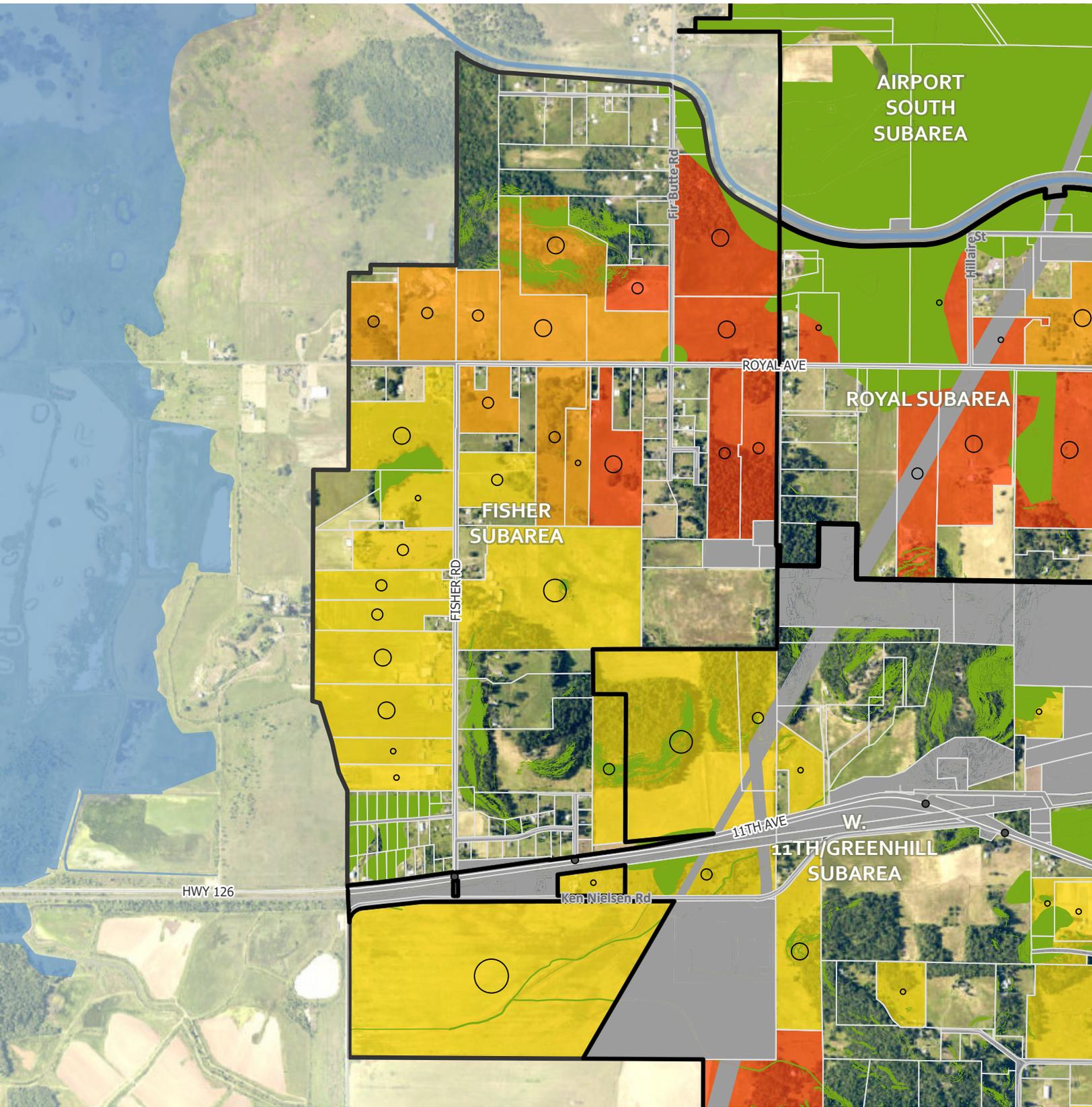
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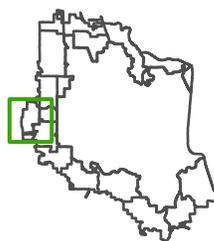
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- Committed Lands
- Protected Lands
- Freight Route Access Points
- Taxlots meeting industrial criteria
- Driving distance to a freight route
- 1 mile
- 1.5 miles
- 2 miles

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



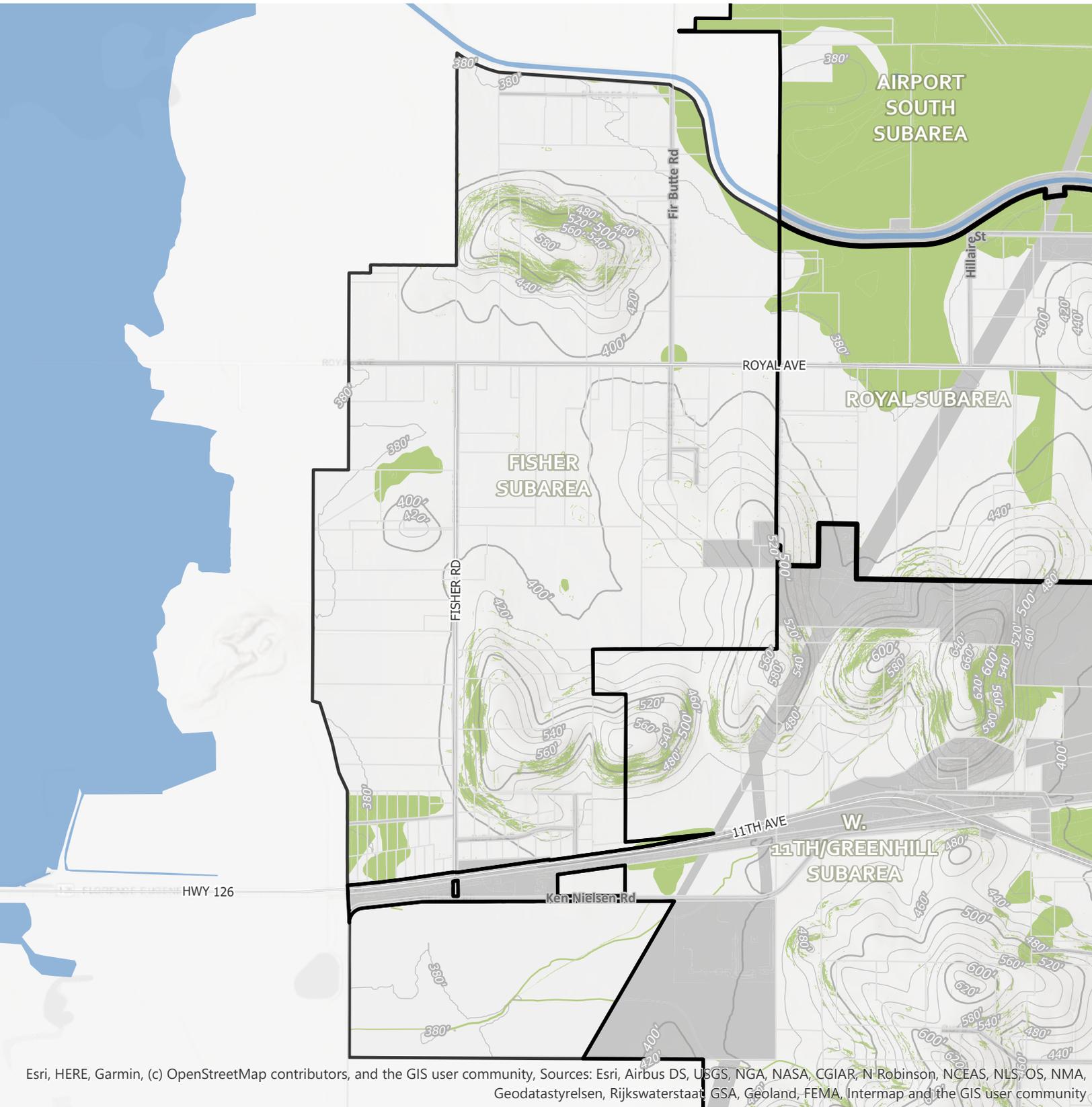
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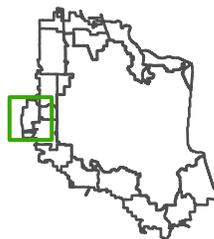
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-  Committed Lands
-  Protected Lands



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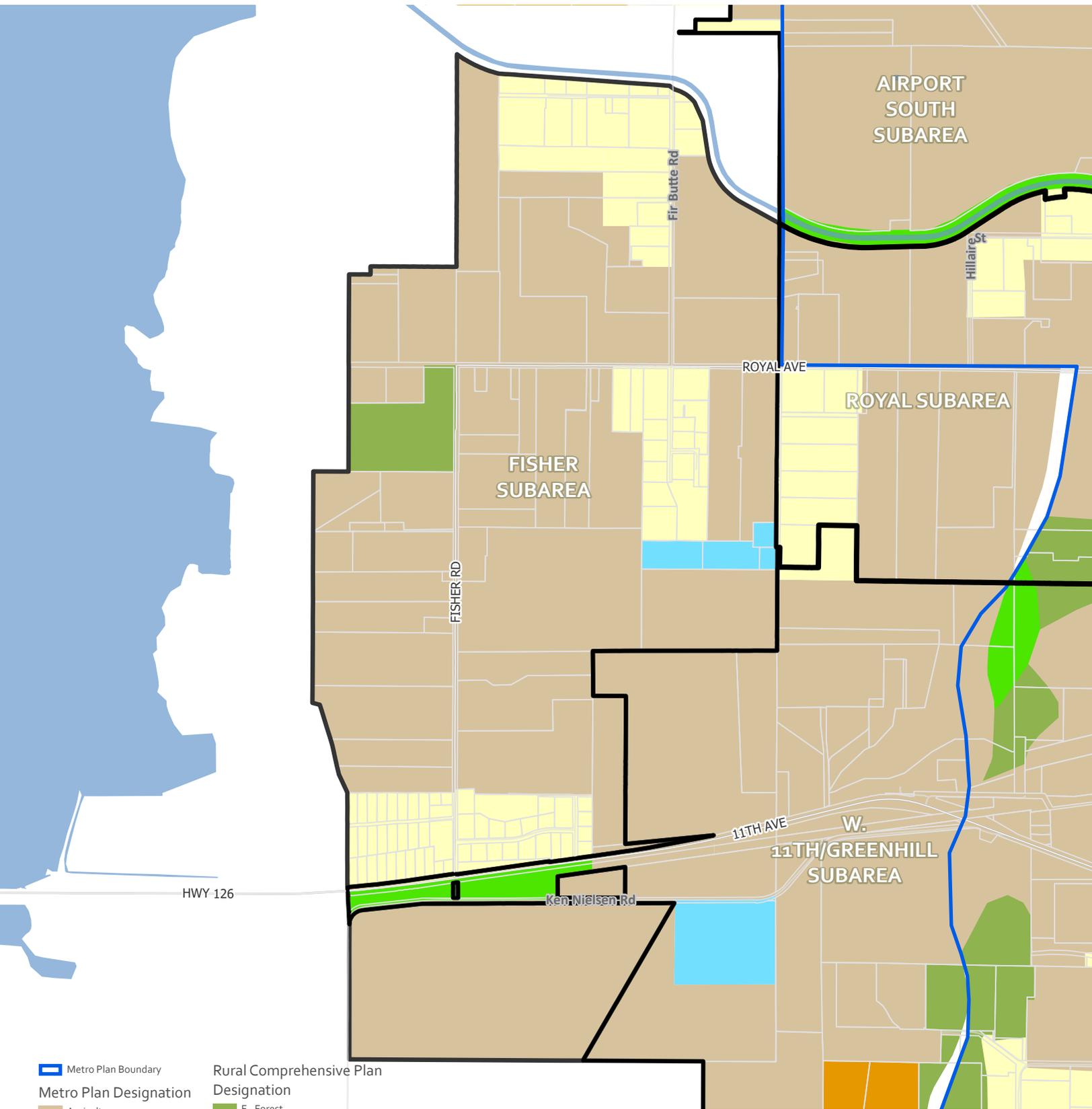
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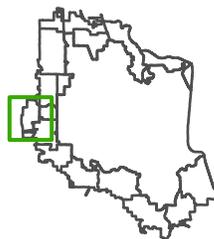
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- Metro Plan Boundary**
- Metro Plan Designation**
- Agriculture
  - Airport Reserve
  - Forest Land
  - Government & Education
  - Natural Resource
  - Parks and Open Space
  - Rural Residential
  - Sand and Gravel
  - Rural Commercial
  - Rural Industrial

- 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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