



COUNCIL ORDINANCE NO. 20536

COUNCIL BILL 5117

AN ORDINANCE CONCERNING ENVISION EUGENE RESIDENTIAL REDESIGNATION TO REDESIGNATE AND REZONE UNANNEXED RESIDENTIAL PROPERTIES BY AMENDING THE EUGENE-SPRINGFIELD METROPOLITAN AREA GENERAL PLAN LAND USE DIAGRAM; AMENDING THE EUGENE ZONING MAP; AMENDING THE WILLOW CREEK SPECIAL AREA STUDY DIAGRAM AND TEXT; AMENDING THE RIVER ROAD-SANTA CLARA URBAN FACILITIES PLAN DIAGRAM; AND ADOPTING A SEVERABILITY CLAUSE; AND PROVIDING AN EFFECTIVE DATE.

ADOPTED: July 9, 2014

SIGNED: July 10, 2014

PASSED: 8:0

REJECTED:

OPPOSED:

ABSENT:

EFFECTIVE: shall become effective 30 days from the date of its passage by the City Council and approval by the Mayor, or upon the date the Lane County Board of Commissioners has adopted an ordinance containing identical provisions to those described in sections 1, 2 and 3 of this Ordinance, whichever is later.

ORDINANCE NO. 20536

AN ORDINANCE CONCERNING ENVISION EUGENE RESIDENTIAL REDESIGNATION TO REDESIGNATE AND REZONE UNANNEXED RESIDENTIAL PROPERTIES BY AMENDING THE EUGENE-SPRINGFIELD METROPOLITAN AREA GENERAL PLAN LAND USE DIAGRAM; AMENDING THE EUGENE ZONING MAP; AMENDING THE WILLOW CREEK SPECIAL AREA STUDY DIAGRAM AND TEXT; AMENDING THE RIVER ROAD-SANTA CLARA URBAN FACILITIES PLAN DIAGRAM; AND ADOPTING A SEVERABILITY CLAUSE; AND PROVIDING AN EFFECTIVE DATE.

The City Council of the City of Eugene finds that:

A. The amendments contained in this ordinance are intended to implement recommendations contained in *Envision Eugene, A Community Vision for 2032*, including the establishment of a Eugene-specific urban growth boundary. Specifically, these amendments are intended to accommodate more of the city's 20-year housing needs inside the current urban growth boundary. The amendments include changes to the Metro Plan Land Use Diagram and corresponding changes to the Willow Creek Special Area Study Land Use Diagram and Text, the River Road-Santa Clara Urban Facilities Plan Land Use Diagram and subarea diagram, and the Eugene Zoning Map. The areas affected include the Crow Road Study Area and the Irving Rd/Eagles site as identified in Exhibit A.

B. The amendments contained in this Ordinance are based on the recommendation of the Eugene Planning Commission. The City of Eugene Planning Commission and Lane County Planning Commission held a joint public hearing on the amendments contained in this Ordinance on November 19, 2013, and the Eugene Planning Commission forwarded its recommendations to the Eugene City Council for amendments to the Metropolitan Area General Land Use Diagram as shown on Exhibits B and C. On June 3, 2014, the Eugene City Council and the Lane County Board of Commissioners held a joint public hearing to consider the amendments and the governing bodies deliberated separately on July 9, 2014 and July 8, 2014, respectively. The Lane County Board of Commissioners and the Eugene City Council reached consensus to approve the proposed amendment, and the Board of Commissioners has or will adopt a substantively identical ordinance.

THE CITY OF EUGENE DOES ORDAIN AS FOLLOWS:

Section 1. The Metro Plan Diagram is hereby amended to change the land use designations for certain properties as indicated on Exhibit A attached to this Ordinance, and depicted on the maps attached as Exhibits B and C to this Ordinance. Specifically,

the Metro Plan Diagram for the identified Crow Road Study Area properties is amended from a designation of Medium Density Residential to a designation of Low Density Residential, Commercial, or a combination of Low Density Residential, Commercial or Medium Density Residential. The Metro Plan Land Use Diagram for the Irving Road/Eagles property (identified as Tax Lot 3500 of Assessor's Map 17-04-10-42) is amended from a designation of Parks and Open Space to Low Density Residential.

Section 2. The Eugene Zoning Map is hereby amended to change the zone for certain properties as indicated on Exhibit A attached to this Ordinance, and depicted on the maps attached as Exhibit B to this Ordinance. Specifically, the Eugene Zoning Map for the identified Crow Road Study Area properties is amended from a zone of R-1 Low Density Residential to a zone of either R-2 Medium Density Residential, or a combination of R-1 Low Density Residential or R-2 Medium Density Residential.

Section 3. Consistent with the provisions of Section 9.7750(4) of the Eugene Code, the Willow Creek Special Area Study text is amended as shown on Exhibit D attached to this Ordinance. Also consistent with the provisions of Section 9.7750(4), Land Use Diagram Map E (Page 29) of the Willow Creek Special Area Study is amended as shown on Exhibit B attached to this Ordinance.

Section 4. Consistent with the provisions of Section 9.7750(4) of the Eugene Code, the River Road-Santa Clara Urban Facilities Land Use Diagram (Page 2-3) and the land use diagram for the Northwest Expressway Subarea (Page 2-34) in the River Road-Santa Clara Urban Facilities Plan are automatically amended for the property identified as Assessor's Map 17-04-10-42, Tax Lot 3500, as shown on Exhibit C attached to this Ordinance.

Section 5. Based on the findings set forth in Exhibit E attached hereto and adopted as findings in support of this Ordinance, prior to annexation the following limitation on the use of the land referenced in Section 1 above is hereby imposed:

New development that is not already approved through an existing land use approval on the Irving Rd/Eagles lot (map and tax lot number 17-04-10-42-03500) is limited to a maximum of 92 peak hour vehicle trips. The maximum peak hour vehicle trips are based on the Trip Generation Manual from the Institute of Transportation Engineers (ITE).

Section 6. Based on the findings set forth in Exhibit E attached hereto and adopted as findings in support of this Ordinance, upon annexation the following limitation on the use of the land referenced in Section 1 above is hereby imposed:

New development that is not already approved through an existing land use approval on the Irving Rd/Eagles lot (map and tax lot number 17-04-10-42-03500) is limited to a maximum of 92 peak hour vehicle trips. The maximum peak hour vehicle trips are based on the Trip Generation Manual from the Institute of Transportation Engineers (ITE).

The City may allow a modification of the trip cap beyond this maximum number of peak hour vehicle trips only if the applicant submits to the City a traffic impact analysis that demonstrates that the proposed intensification of use would be consistent with the Transportation Planning Rule (TPR) at OAR 660-12-0060. The applicant shall seek and the City shall consider such approval using the City's Type II land use application procedures.

Section 7. If any section, subsection, sentence, clause, phrase or portion of this Ordinance is for any reason held invalid or unconstitutional by a court of competent jurisdiction, such portion shall be deemed a separate, distinct and independent provision and such holding shall not affect the validity of the remaining portions hereof.

Section 8. Notwithstanding the effective date of ordinances as provided in the Eugene Charter of 2002, this Ordinance shall become effective 30 days from the date of its passage by the City Council and approval by the Mayor, or upon the date the Lane County Board of Commissioners has adopted an ordinance containing identical provisions to those described in sections 1, 2 and 3 of this Ordinance, whichever is later.

Passed by the City Council this

9th day of July, 2014

Beth Forrest

City Recorder

Approved by the Mayor this

10 **day of July, 2014**

Kitty Peiray

Mayor

Exhibit A
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Area	Map	Lot	Total Lot Acres	CURRENT			PROPOSED			Annexed	
				Metro Plan Designation	Refinement Plan Designation	Zoning (overlay zones not shown) ¹	Approximate Tax Lot Acres for split designations or split zones ²	Metro Plan Designation	Refinement Plan Designation		Zoning (overlay zones not shown) ¹
Irving Road/Eagles	17041042	3500	16.98	POS	POS	R-1		LDR	LDR	R-1	No
Crow Road Study Area	17043200	900	4.43	MDR	MDR	R-1		LDR	LDR	R-1	No
Crow Road Study Area	17043200	1000	1.20	MDR	MDR	R-1		LDR	LDR	R-1	No
Crow Road Study Area	17043200	1100	2.41	MDR	MDR	R-1		LDR	LDR	R-1	No
Crow Road Study Area	17043200	1200	9.12	MDR	MDR	R-1	1.2	MDR	MDR	R-1	No
							7.9	COM	COM	R-2	No
Crow Road Study Area	17043200	1502	3.10	MDR	MDR	R-1		MDR	MDR	R-2	No
Crow Road Study Area	17043200	1600	39.84	MDR	MDR	R-1	32.9	LDR	LDR	R-1	No
							6.9	MDR	MDR	R-2	No
Crow Road Study Area	17043200	1700	0.43	MDR	MDR	R-1		MDR	MDR	R-2	No
Crow Road Study Area	17043200	1800	0.82	MDR	MDR	R-1		MDR	MDR	R-2	No
Crow Road Study Area	17043200	1900	0.82	MDR	MDR	R-1		LDR	LDR	R-1	No
Crow Road Study Area	17043200	2000	0.82	MDR	MDR	R-1		LDR	LDR	R-1	No
Crow Road Study Area	17043200	2100	0.82	MDR	MDR	R-1		LDR	LDR	R-1	No
Crow Road Study Area	17043200	2200	0.83	MDR	MDR	R-1		LDR	LDR	R-1	No
Crow Road Study Area	17043200	2300	0.37	MDR	MDR	R-1		LDR	LDR	R-1	No
Crow Road Study Area	17043200	2400	0.41	MDR	MDR	R-1		LDR	LDR	R-1	No
Crow Road Study Area	17043200	2500	0.85	MDR	MDR	R-1		LDR	LDR	R-1	No
Crow Road Study Area	17043200	2600	0.45	MDR	MDR	R-1		LDR	LDR	R-1	No
Crow Road Study Area	17043200	2700	0.35	MDR	MDR	R-1		LDR	LDR	R-1	No
Crow Road Study Area	17043200	2800	0.47	MDR	MDR	R-1		LDR	LDR	R-1	No
Crow Road Study Area	17043200	2900	3.75	MDR	MDR	R-1		LDR	LDR	R-1	No
Crow Road Study Area	17043200	3000	2.00	MDR	MDR	R-1		LDR	LDR	R-1	No
Crow Road Study Area	17043200	3100	1.20	MDR	MDR	R-1		LDR	LDR	R-1	No
Crow Road Study Area	17043200	3200	2.80	MDR	MDR	R-1		LDR	LDR	R-1	No
Crow Road Study Area	17043200	3300	2.06	MDR	MDR	R-1		LDR	LDR	R-1	No
Crow Road Study Area	17043200	3400	0.34	MDR	MDR	R-1		LDR	LDR	R-1	No
Crow Road Study Area	17043200	3500	0.27	MDR	MDR	R-1		LDR	LDR	R-1	No
Crow Road Study Area	17043200	3600	0.48	MDR	MDR	R-1		LDR	LDR	R-1	No
Crow Road Study Area	17043200	3700	2.79	MDR	MDR	R-1		LDR	LDR	R-1	No
Crow Road Study Area	17043200	3800	0.23	MDR	MDR	R-1		LDR	LDR	R-1	No
Crow Road Study Area	17043200	3900	0.31	MDR	MDR	R-1		LDR	LDR	R-1	No
Crow Road Study Area	17043200	4000	0.66	MDR	MDR	R-1		LDR	LDR	R-1	No
Crow Road Study Area	17043200	4100	0.63	MDR	MDR	R-1		LDR	LDR	R-1	No
Crow Road Study Area	17043200	4200	0.44	MDR	MDR	R-1		LDR	LDR	R-1	No
Crow Road Study Area	17043200	4300	0.44	MDR	MDR	R-1		LDR	LDR	R-1	No
Crow Road Study Area	17043200	4400	0.88	MDR	MDR	R-1		LDR	LDR	R-1	No
Crow Road Study Area	17043200	4500	0.88	MDR	MDR	R-1		LDR	LDR	R-1	No
Crow Road Study Area	17043200	4600	0.44	MDR	MDR	R-1		LDR	LDR	R-1	No
Crow Road Study Area	17043200	4700	0.44	MDR	MDR	R-1		LDR	LDR	R-1	No
Crow Road Study Area	17043200	4800	7.83	MDR	MDR	R-1	6.2	LDR	LDR	R-1	No
							1.7	COM	COM	R-1	No
Crow Road Study Area	17043200	4900	12.58	MDR	MDR	R-1	9.4	LDR	LDR	R-1	No
							2.4	MDR	MDR	R-2	No
							0.7	COM	COM	R-1	No
Crow Road Study Area	17043200	5000	38.12	MDR	MDR	R-1	27.5	LDR	LDR	R-1	No
							10.6	MDR	MDR	R-2	No
Crow Road Study Area	17043200	5100	16.47	MDR	MDR	R-1		MDR	MDR	R-2	No
Crow Road Study Area	17043200	5200	5.03	MDR	MDR	R-1		LDR	LDR	R-1	No
Crow Road Study Area	17043200	5300	2.16	MDR	MDR	R-1		LDR	LDR	R-1	No
Crow Road Study Area	17043200	5400	5.63	MDR	MDR	R-1		LDR	LDR	R-1	No
Crow Road Study Area	17043200	5500	4.45	MDR	MDR	R-1		LDR	LDR	R-1	No
Crow Road Study Area	17043200	5600	4.47	MDR	MDR	R-1		LDR	LDR	R-1	No
Crow Road Study Area	17043200	5700	5.01	MDR	MDR	R-1		LDR	LDR	R-1	No
Crow Road Study Area	17043200	5800	5.29	MDR	MDR	R-1		LDR	LDR	R-1	No
Crow Road Study Area	17043200	5900	5.29	MDR	MDR	R-1		LDR	LDR	R-1	No

Exhibit A

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Plan Designations		Zoning		Overlay Zones
LDR	Low Density Residential	R-1	Low Density Residential	Some lots also have one or more overlay zones which are not shown in this table.
MDR	Medium Density Residential	R-2	Medium Density Residential	All existing overlay zones remain in effect.
COM	Commercial	C-1	Neighborhood Commercial	
GOV & ED	Government & Education	PL	Public Land	² For split designations or zones, the adoption map rules over the approximate acreage cited here

Crow Road Study Area Envision Eugene: Residential Re-designation (File No. MA 13-2, RA 13-1, Z 13-7, CA 13-5)



Proposed Metro Plan and Willow Creek Special Area Plan Designation / Zoning

Note: in some areas the plan designation or zoning is not changing

- Commercial / R-1 Low Density Residential - **no change to R-1 zoning**
- Medium Density Residential / R-2 Medium Density Residential - **no change to MDR designation**
- /// Low Density Residential / R-1 Low Density Residential - **no change to R-1 zoning**

- City Limits
- Study Area

0000 Tax Lot number of Assessor's Map 17-04-32-00

Current Metro Plan designation is Medium Density Residential / current zoning is R-1 Low Density Residential
Note: Overlay zones are not shown and remain unchanged.




Irving Road/Eagles Site

Envision Eugene: Residential Re-designation
 (File No. MA 13-2, RA 13-1, Z 13-7, CA 13-5)



Proposed Metro Plan and River Road-Santa Clara Urban Facilities Plan Designation / Zoning
Note: in some areas the plan designation or zoning is not changing

 Low Density Residential / R-1 Low Density Residential
 Current plan designation is Parks and Open Space / no change to zoning
 Note: Overlay zones are not shown and remain unchanged.



 Study Area
 City Limits



Exhibit D

Willow Creek Special Area Study text amendments

(for the Envision Eugene Crow Road Study Area re-designation/rezone)

Existing text to amend:

Red italic text = Proposed Policies

~~Strike through text~~ = Text to be removed.

(page 6, after note 11 of the Summary and Policies section)

II. SUMMARY AND POLICIES

Envision Eugene Update

In 2008, the city began the process to establish a new Eugene-only UGB and accommodate the next 20 years for growth in our community. As part of that effort, the city identified several opportunities to re-designate land to accommodate more of the city's 20 year need inside the current UGB, which were published in the recommendation Envision Eugene, A Community Vision for 2032 (March 14, 2012). Re-designating land such as portions of the 277 acre Crow Road Study Area, that are more suitable for low density residential or Commercial rather than medium density residential allows the city to accommodate more low density residential inside the current UGB, while promoting higher density housing to redevelop in downtown and core commercial areas, and along key transit corridors, creating a more compact urban development pattern.

During 2011-2013, the city worked with property owners and residents of the Crow Road Study Area to identify an updated vision for the study area and to help with the city's 20 year land need. The city held public meetings and sent surveys and letters to gather feedback on a draft land use concept plan and potential future development standards for the area. The main themes identified were to recognize the area's rural character and promote a less urban, more country feel as the area develops in the future while also ensuring the area is adequately serviced. Standards to address these issues in the future include such topics as tree preservation, building and lot standards, home businesses, and street design, connectivity and safety.

(page 7)

A. Land Use

3. Map E reflects land-use arrangements for the Willow Creek Basin and shall become one basis for future implementation through zoning or other applicable land use measures.

The approved land use map reflects a variety of policies within this special study and other approved policy documents such as the Community Goals and Policies and the Metro Plan.

The plan diagram locations for the approximately 92.8 acres of medium density residential and 10.3 acres of commercial in the Crow Road Study Area are based on the discussions at this time. The city recognizes that in the future there may be justification for minor adjustments to the designation and zone boundaries on those properties with more than one designation. The city shall allow for consideration of minor adjustments to the plan designation and zone boundary

provided the acreage of each designation and zoning district remains within 10%, and the change is consistent with the purpose of the regulations adopted in the future for this area.

4. City of Eugene shall apply its planned unit development (PUD), cluster subdivision or site review procedures (as appropriate) in the Willow Creek Basin in at least ~~three~~ two cases:

- a. Properties with elevation and slope and geologic conditions which fit criteria identified South Hills Study for applying PUD procedures;
- b. Properties in or adjacent to designated natural areas will be developed under either PUD or site review procedures, depending on the scale and complexity of the project; and
- c. ~~Properties along natural stream courses will be developed under either PUD or site review procedures depending on the scale and complexity of the project.~~

The city may remove these requirements for the Crow Road Study Area upon completion of code amendments that are completed in coordination with the neighborhood.

(page 8)

5. The city shall explore the value of the following code amendments and develop them if determined appropriate through a collaborative effort with study area property owners and residents. The code amendments to consider could include:

- a. *Allow clustered housing outright (no PUD or Cluster Subdivision application required), combined with providing a larger lot to preserve views/open space, tree preservation, or agricultural/livestock use.*
- b. *Allow large single-family lots, such as for those lots that are located south of the Pitchford Avenue extension or that include an identified tree preservation area.*
- c. *Provide tree preservation requirements that:*
 - *have higher standards for preserving significant oak trees or areas,*
 - *make it easier to remove other trees, and*
 - *make it easier to remove trees along the UGB if trees outside the UGB are removed*
- d. *Facilitate home businesses related to agriculture and livestock such as stabling and sales of farmed products, encourage small businesses to serve a neighborhood, and consider compatibility requirements for these uses.*
- e. *Provide residential and commercial building design requirements or guidelines that promote a less urban, country feel.*

Exhibit E
Findings for City File MA 13-2, RA 13-1, ZC 13-7, CA 13-5
Envision Eugene: Residential Re-designations, Zone Changes for Housing

Overview

The goal of these *Metro Plan* land use diagram amendments, and corresponding changes to refinement plan diagram and text, refinement plan land use code, and zone changes, is to implement several Envision Eugene strategies under the housing affordability and compact development pillars in the March 2012 Envision Eugene Recommendation. These amendments are necessary as part of the city's strategy to accommodate more of the city's 20 year need for single-family housing (low density residential) inside the current urban growth boundary (UGB) and all of the city's 20 year need for multi-family housing (medium and high density residential) and commercial inside the current UGB. Specifically, these plan amendments and zone changes are part of a package of land use efficiency strategies the city is relying on to accommodate the following inside the UGB:

- approximately 631 additional low density residential homes (typically single-family)
- approximately 10 additional acres of commercial land

This package of re-designations and corresponding amendments and zone changes includes the following (see table below):

Location and approximate size in acres	(ac)	Current Metro Plan & refinement Plan		Change in acres	Proposed Metro Plan & refinement Plan	
		Zoning	Zoning		Zoning	Zoning
Crow Rd Study Area * ¹ 52 tax lots south of West 11 th Ave., west of Lane Memorial cemetery, east of Greenhill Rd, north of the UGB	277 ac study area			174.1 ac	LDR	R-1 (no change)
		MDR	R-1	92.8 ac	MDR (no change)	R-2
				10.3 ac	COM	R-1 (no change)
Gilham Rd ² 1703083208600	9.6 ac	MDR	R-2 (8.6 ac) C-1 (1.5 ac)	9.6 ac	LDR	R-1
Irving Rd./Eagles * ³ 1704104203500 (about 7 ac for church, 8 ac for new housing, 2 ac for new park)	16.9 ac	POS	R-1	16.9 ac	LDR	R-1 (no change)

* The plan amendments for these sites which are located outside the city limits but inside the urban growth boundary require Lane County adoption; the plan amendments on property within the city limits do not.

¹ Includes corresponding amendments to Willow Creek Special Area Study text, land use diagram, and refinement plan policies that are in Chapter 9 of the Eugene Code. This is updated to reflect the Planning Commission's December 2013 recommendation of the proposal as modified by public testimony for one property owner.

² Includes corresponding amendments to the Willakenzie Area Plan text, land use diagram and Unincorporated Subarea diagram

³ Includes a corresponding automatic amendment to the River Road-Santa Clara Urban Facilities Plan land use diagram and Northwest Expressway Subarea diagram and a vehicle trip cap

Allowed housing density by Metro Plan land use designation and by zone:

Metro Plan Designation	Allowed gross density	Zoning	Allowed net density
Low Density Residential (LDR)	up to 10 units	R-1 Low Density Residential	up to 14 units
Medium Density Residential (MDR)	over 10-20 units	R-2 Medium Density Residential	10-28 units
Commercial (COM)	no minimum or maximum	C-1 Neighborhood Commercial	no minimum or maximum
		C-2 Community Commercial	no minimum or maximum
Parks & Open Space (POS)	no minimum or maximum	PL Public Land	no minimum or maximum

Metro Plan Amendments (file no. MA 13-2)

The Metro Plan land use diagram is proposed for amendment. Eugene Code Section 9.7730 requires that the following approval criteria (in ***bold italics***) be applied to Metro Plan amendments:

(1) The amendment is consistent with applicable statewide planning goals adopted by the Land Conservation and Development Commission.

Goal 1 - Citizen Involvement. To develop a citizen involvement program that insures the opportunity

for citizens to be involved in all phases of the planning process.

The City has acknowledged provisions for citizen involvement which insure the opportunity for citizens to be involved in all phases of the planning process and set out requirements for such involvement. The amendments do not amend the citizen involvement program. The process for adopting these amendments complies with Goal 1 because it is consistent with the citizen involvement provisions.

The strategy to amend the comprehensive plan and re-designate sites to a different future land use type emerged from the Envision Eugene process, the city's plan to establish a new Eugene-only urban growth boundary and accommodate the next 20 years of growth in our community. These amendments are necessary as part of the strategy to accommodate more of the city's 20-year need for low density residential housing (typically single-family) and all of the need for medium density residential housing (typically multi-family) and commercial inside the current UGB. Re-designation of these sites is part of a package of Envision Eugene strategies to reduce UGB expansion for low density residential and promote denser housing types downtown, along key transit corridors and core commercial areas. The Envision Eugene strategies developed out of an extensive public involvement process including two years of meetings with a 70-plus person community resource group, questionnaires, open houses, and community forums. In addition, more recently staff has sent letters or held meetings with property owners and residents adjacent to many of the proposed re-designation sites to inform residents and get feedback on the proposals.

Other engagement and information opportunities included discussion of the project in the December 2012 and the May 2013 editions of the Envision Eugene e-newsletter, periodic updates at Planning Commission work sessions, and the establishment of a "Residential Re-designation" project web page.

The joint Eugene and Lane County Planning Commission public hearing on the proposal was duly noticed to all neighborhood organizations, community groups and individuals who have requested notice, as well as to the City of Springfield and Lane County. In addition, notice of the public hearing was also published in the Register Guard. Following action by the Eugene and Lane County Planning Commissions, the Eugene City Council and the Board of Commissioners will hold a duly noticed public hearing to consider approval, modification, or denial of the plan amendments and zone changes. Lane County Planning Commission and Board of Commissioners will be participating in the proposed Metro Plan re-designations that are outside the city limits but inside the urban growth boundary (e.g. portions of the Crow Road Study Area and the Irving Rd/Eagles site). These processes afford ample opportunity for citizen involvement consistent with Goal 1. Therefore, the proposed ordinance is consistent with Statewide Planning Goal 1.

Goal 2 - Land Use Planning. To establish a land use planning process and policy framework as a basis for all decisions and actions related to use of land and to assure an adequate factual basis for such decisions and actions.

The Eugene land use code specifies the procedure and criteria that were used in considering these amendments. The record shows that there is an adequate factual base for the amendments. The Goal 2 coordination requirement is met when the City engages in an exchange, or invites such an

exchange, between the City and any affected governmental unit and when the City uses the information obtained in the exchange to balance the needs of the citizens. To comply with the Goal 2 coordination requirement, the City engaged in an exchange about the subject of these plan amendments with all of the affected governmental units. Specifically, the City provided notice of the proposed action and opportunity to comment to Lane County, Springfield and the Department of Land Conservation and Development. There are no exceptions to Statewide Planning Goal 2 required for these amendments. Therefore, the amendments are consistent with Statewide Planning Goal 2.

Goal 3 - Agricultural Lands. To preserve agricultural lands.

The amendments are for property located within the urban growth boundary and do not affect any land designated for agricultural use. Therefore, Statewide Planning Goal 3 does not apply.

Goal 4 - Forest Lands. To conserve forest lands.

The amendments are for property located within the urban growth boundary and do not affect any land designated for forest use. Therefore, Statewide Planning Goal 4 does not apply.

Goal 5 - Open Spaces, Scenic and Historic Areas, and Natural Resources. To conserve open space and protect natural and scenic resources.

OAR 660-023-0250(3) provides: Local governments are not required to apply Goal 5 in consideration of a PAPA unless the PAPA affects a Goal 5 resource. For purposes of this section, a PAPA would affect a Goal 5 resource only if:

- (a) The PAPA creates or amends a resource list or a portion of an acknowledged plan or land use regulation adopted in order to protect a significant Goal 5 resource or to address specific requirements of Goal 5;*
- (b) The PAPA allows new uses that could be conflicting uses with a particular significant Goal 5 resource site on an acknowledged resource list; or*
- (c) The PAPA amends an acknowledged UGB and factual information is submitted demonstrating that a resource site, or the impact areas of such a site, is included in the amended UGB area.*

These amendments do not create or amend the City's list of Goal 5 resources, do not amend a code provision adopted in order to protect a significant Goal 5 resource or to address specific requirements of Goal 5, do not allow new uses that could be conflicting uses with a significant Goal 5 resource site and do not amend the acknowledged urban growth boundary. Therefore, Statewide Planning Goal 5 does not apply.

Goal 6 - Air, Water and Land Resource Quality. To maintain and improve the quality of the air, water and land resources of the state.

Goal 6 addresses waste and process discharges from development, and is aimed at protecting air, water and land from impacts from those discharges. The amendments do not affect the City's ability to provide for clean air, water or land resources. Therefore, Statewide Planning Goal 6 does not apply.

Goal 7 - Areas Subject to Natural Disasters and Hazards. *To protect life and property from natural disasters and hazards.*

Goal 7 requires that local government planning programs include provisions to protect people and property from natural hazards such as floods, landslides, earthquakes and related hazards, tsunamis and wildfires. The Goal prohibits a development in natural hazard areas without appropriate safeguards. The amendments do not affect the City's restrictions on development in areas subject to natural disasters and hazards. Further, the amendments do not allow for new development that could result in a natural hazard. Therefore, Statewide Planning Goal 7 does not apply.

Goal 8 - Recreational Needs. *To satisfy the recreational needs of the citizens of the state and visitors, and where appropriate, to provide for the siting of necessary recreational facilities including destination resorts.*

Goal 8 ensures the provision of recreational facilities to Oregon citizens and is primarily concerned with the provision of those facilities in non-urban areas of the state. Goal 8 also allows, but does not require, the City to create an inventory of recreational needs. To the extent that Goal 8 is applicable, the City has two documents related to long-range parks planning: the Parks, Recreational and Open Space Comprehensive Plan (PROS) and its list of implementing projects in the PROS Project and Priority Plan. The PROS Project and Priority Plan is adopted and therefore provides some direction to the City regarding recreational needs. One of the sites proposed for re-designation is currently designated Parks and Open Space. The City has consulted these documents regarding these sites and determined the following:

Irving Rd/Eagles:

This approximately 17 acre site is privately owned by the Westside Baptist Church. The owners have indicated that about 7 acres is needed for the existing and future church-related uses and they would like to make the remaining acreage available for housing. The PROS Project and Priority Plan identifies the need for a neighborhood park in this vicinity. City Parks and Open Space Division staff is coordinating with the property owner on purchasing approximately 2 acres of the site for a neighborhood park. Regardless, City parks are allowed in LDR/R-1 therefore re-designation of the entire site to LDR would not preclude a future park nor affect the City's provisions for or access to recreational areas, facilities or recreational opportunities.

To the extent Statewide Planning Goal 8 applies, the amendments are consistent.

Goal 9 - Economic Development. *To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens.*

Goal 9 requires cities to evaluate the supply and demand of commercial and industrial land relative to community economic objectives. The Administrative Rule for Statewide Planning Goal 9 (OAR 660 Division 9) requires that the City "[p]rovide for at least an adequate supply of sites of suitable sizes, types, location, and service levels for a variety of industrial and commercial uses consistent with plan policies[.]" Among other things, the rule requires that cities complete an "Economic Opportunities Analysis." OAR 660-009-0015. Based on the Economic Opportunities Analysis, cities are to prepare

Industrial and Commercial Development Policies. OAR 660-009-0020. Finally OAR 660-009-0025 requires that cities designate industrial and commercial lands sufficient to meet short and long term needs. OAR 660-009-0010(2) provides that the detailed planning requirements imposed by OAR 660 Division 9 apply “at the time of each periodic review of the plan (ORS 197.712(3)).” The Eugene Commercial Lands Study (1992) was adopted by the City of Eugene as a refinement of the Metro Plan, and complies with the requirements of Goal 9 and the corresponding Administrative Rule.

In addition, OAR 660-009-0010(4) provides that, when a city changes its plan designations of lands in excess of two acres from an industrial use designation to a non-industrial use designation, or another employment use designation to any other use designation, pursuant to a post acknowledgment plan amendment, it must address all applicable planning requirements and (a) demonstrate that the proposed amendment is consistent with the parts of its acknowledged comprehensive plan which address the requirements of OAR 660 Division 9; or (b) amend its comprehensive plan to explain the proposed amendment pursuant to OAR 660 Division 9; or (c) adopt a combination of (a) and (b) consistent with the requirements of Division 9.

Although none of the re-designations sites include land that is currently designated employment, 10 acres in the Crow Rd Study Area is proposed to be re-designated to an employment designation (commercial). Therefore OAR 660-009-0010(4) is applicable to the proposed Crow Rd Study Area commercial designation and is addressed as follows:

Crow Rd Study Area:

This site includes re-designation of approximately 10 acres of land designated medium density residential to commercial. The 1992 study indicates there is a surplus of commercial land; however the 1992 study also includes the following applicable policies:

- 8.0 *Recognize the differing needs of residential areas in the various parts of the community, and determine the need to create additional commercial sites in light of opportunities for redevelopment.*
- 11.0 *Promote neighborhood-oriented commercial facilities and community commercial areas rather than additional major retail centers.*

West Eugene Subarea

- 19.0 *Consider additional commercial land in the West Eugene Subarea to accommodate both neighborhood commercial needs and those of the larger community. In siting additional commercial land, evaluate impacts on traffic patterns and surrounding land uses.*

Although these policies are not mandatory in nature, the proposed commercial re-designation is consistent with these policies as it adds commercial land to an area planned for housing but which lacks significant commercial services. Also, as discussed in the findings addressing Goal 12, which are incorporated herein by reference, the traffic analysis for the package of re-designations in the Crow Road Study Area results in fewer vehicle trips than the current designation, therefore the re-designation is consistent with Goal 12. Finally, since the 1992

study found a surplus of commercial land and this re-designation is increasing rather than decreasing the commercial land supply as found in 1992, this amendment is consistent with Goal 9.

Therefore, the amendments are consistent with Statewide Planning Goal 9.

Additionally, as part of Envision Eugene, the city's plan to establish a new Eugene-only UGB and accommodate the next 20 years of growth in our community, these amendments are necessary as part of the strategy to accommodate more of city's 20 year need inside the UGB, including all of the commercial need. The city's March 2012 Envision Eugene Recommendation draft estimates identified a deficit of commercial jobs that cannot be accommodated in Eugene's current UGB over the next 20 years without the city adopting measures to accommodate more jobs¹. The city intends to account for the expected increase in jobs as part of the Envision Eugene adoption. Re-designating a portion of the Crow Rd Study Area to commercial is part of the larger Envision Eugene re-designation plan for the Crow Rd Study Area and helps provide for daily needs near planned housing. Other land use efficiency measures to increase the capacity for jobs inside the current UGB such as re-designating/rezoning certain areas for more jobs, are also anticipated to be adopted as part of Envision Eugene.

Goal 10 - Housing.

Goal 10 requires that communities plan for and maintain an inventory of buildable residential land for needed housing units. The Administrative Rule for Statewide Planning Goal 10 (OAR 660 Division 8) states that "the mix and density of needed housing is determined in the housing needs projection. Sufficient buildable land shall be designated on the comprehensive plan map to satisfy housing needs by type and density range as determined in the housing needs projection. The local buildable lands inventory must document the amount of buildable land in each residential plan designation." The comprehensive plan map for the city is the *Metro Plan* land use diagram. The Residential Lands Study (1999) was adopted by the City of Eugene as a refinement of the *Metro Plan*, and complies with the requirements of Goal 10 and the corresponding Administrative Rule. According to the 1999 Residential Lands Study (RLS), there is sufficient buildable residential land to meet the identified land need.

The proposed re-designation sites include land that is either currently or proposed to be residentially designated. The RLS identifies the undeveloped residential land supply (inventory) based on the designation or zoning and the size of the parcel. Some demand was also assumed to be accommodated through redevelopment and infill. Each proposed re-designation site is addressed according to RLS inventory site criteria where applicable:

Crow Rd Study Area:

This 277 acre study area is proposed to change from a plan designation of medium density residential to a mix of low density residential, medium density residential and commercial. Since only medium density residential land is proposed for re-designation, the findings only

¹ These estimates are from the March 2012 Envision Eugene Recommendation. The estimates are currently being updated and are expected to change to some extent and result in a new Buildable Lands Inventory, Housing Needs Assessment and Economic Opportunities Analysis.

address the possible impacts to the RLS medium density residential land inventory. The study area includes several parcels that could have been part of the RLS 1999 supply of medium density residential lands;

- several larger parcels in the study area were identified in the RLS as part of the medium density residential site inventory (Subarea 5, Southwest Eugene, sites 5-1 and 5-3 through 5-23), and of those, approximately 146 buildable acres of the 1999 RLS medium density residential supply are proposed for re-designation to low density residential or commercial
- although not mapped, some lots in the study area may have been part of the small parcel land supply which included all undeveloped whole tax lots or underdeveloped parcels that were zoned or designated medium density under one acre in 1992, and
- some study area lots may have met the RLS redevelopment/infill supply criteria.

The 1999 RLS identified a surplus of residential acreage of 1,862 acres (considering a low demand assumption) or of 790 acres (considering a high demand assumption). This acreage represents those lands that were designated as residential lands, beyond the acreage needed to accommodate the projected 20-year demand. The Goal 10 findings supporting the adoption of the /WQ Water Quality Overlay Zone in 2009 indicated that, since the adoption of the RLS, Eugene and Springfield had taken various actions that had decreased the amount of surplus residential acreage, resulting in a surplus as of 2009, of either 1,250.33 acres (considering a low demand assumption) or of 178.33 acres (considering a high demand assumption). Since 2009, neither Eugene nor Springfield has seen any amendments that clearly re-designated medium density residential land in the RLS inventory land to some other designation; as such there is still a surplus of medium density residential land.

Therefore, re-designation of 184 acres of medium density residential in the Crow Rd Study Area is consistent with Goal 10.

Additionally, although not adopted, the city's March 2012 Envision Eugene Recommendation and inventory estimates that there is a surplus of medium density residential land for the next 20 years. This surplus is one reason the city is proposing to re-designate medium density land to low density residential, a category in which a deficit is projected.

Gilham Rd:

This 9.6 acre site was identified in the RLS as a portion of a larger 27 acre, low density residential inventory site (Subarea 3, Willakenzie, site 3-3,) and subsequently designated medium density residential. Since it was not part of the RLS medium density residential inventory, re-designation to low density residential does not impact the RLS inventory and is consistent with Goal 10.

Irving Rd/Eagles:

This site was not identified as part of the RLS since although it was zoned R-1, it was not in vacant, agricultural or timber use; therefore this re-designation does not reduce the RLS inventory and is consistent with Goal 10.

Based on the above, the amendments are consistent with Statewide Planning Goal 10.

Additionally, as part of Envision Eugene, the city's plan to establish a new Eugene-only UGB and accommodate the next 20 years of growth in our community, these amendments are necessary as part of the strategy to accommodate more of city's 20 year need for low density residential housing (typically single-family) and all of the need for medium density residential housing (typically multi-family) inside the current UGB. The city's March 2012 Envision Eugene Recommendation draft estimates identified a deficit of low density residential units that cannot be accommodated in Eugene's current UGB over the next 20 years without the city adopting measures to accommodate more housing. The city intends to account for the expected increase in units as part of the Envision Eugene adoption. Re-designation of these sites is part of a package of Envision Eugene strategies to reduce UGB expansion for low density residential and promote denser housing types downtown, along key transit corridors and core commercial areas. Other land use efficiency measures to increase the capacity for housing inside the current UGB, such as allowing alley access lots and removing barriers to secondary dwelling units, are also anticipated to be adopted as part of Envision Eugene.

Goal 11- Public Facilities and Services. *To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.*

The amendments do not affect the City's provision of public facilities and services. Therefore, Statewide Planning Goal 11 does not apply.

Goal 12- Transportation. *To provide and encourage a safe, convenient and economic transportation system.*

The Transportation Planning Rule (OAR 660-012-0060) contains the following requirement:

- (1) *If an amendment to a functional plan, an acknowledged comprehensive plan, or a land use regulation (including a zoning map) would significantly affect an existing or planned transportation facility, then the local government must put in place measures as provided in section (2) of this rule, unless the amendment is allowed under section (3), (9) or (10) of this rule. A plan or land use regulation amendment significantly affects a transportation facility if it would:*
 - (a) *Change the functional classification of an existing or planned transportation facility (exclusive of correction of map errors in an adopted plan);*
 - (b) *Change standards implementing a functional classification system; or*
 - (c) *Result in any of the effects listed in paragraphs (A) through (C) of this subsection based on projected conditions measured at the end of the planning period identified in the adopted TSP. As part of evaluating projected conditions, the amount of traffic projected to be generated within the area of the amendment may be reduced if the amendment includes an enforceable, ongoing requirement that would demonstrably limit traffic generation, including, but not limited to, transportation demand management. This reduction may diminish or completely eliminate the significant effect of the amendment.*
 - (A) *Types or levels of travel or access that are inconsistent with the functional classification of an existing or planned transportation facility;*
 - (B) *Degrade the performance of an existing or planned transportation facility such that it*

would not meet the performance standards identified in the TSP or comprehensive plan; or

- (C) Degrade the performance of an existing or planned transportation facility that is otherwise projected to not meet the performance standards identified in the TSP or comprehensive plan.

The proposed amendments do not change the functional classification of a transportation facility or change the standards implementing a functional classification system. Therefore, the amendments do not have a significant effect under (a) or (b). In regards to (c), the type of development currently permitted through existing plan designation and zoning will change for the proposed re-designation and rezoning sites. As detailed in the following findings, the city proposes to impose trip caps on all of the properties that are subject to a zone change or plan designation change that would allow uses that would generate more traffic than is currently allowed on those properties. Specifically, the city proposes to impose a vehicle trip cap on the Irving Rd/Eagles site where the currently allowed uses would be expanded as a result of the plan designation change. With the proposed trip cap, traffic generated from development in each area after the plan designation change cannot exceed the amount of traffic that could be generated from these properties prior to adoption of the plan designation changes.

Crow Rd Study Area:

Plan Designation Changes

The entire Crow Rd Study Area is currently designated medium density residential. The proposal is to keep about a quarter of the study area as medium density residential and re-designate the remaining three-quarters to low density residential or commercial (see table below). To determine if the proposed designations would result in more traffic generation than the current designation, the analysis applied the reasonable worst case traffic generation scenario from the Institute of Traffic Engineers trip generation manual.

The number of PM peak hour trips projected to be generated by development allowed under the reasonable worst case scenario are as follows:

Study Area	plan designation	Existing acres ²	Proposed acres	Projected PM Peak Trips Existing MDR Designation	Projected PM Peak Trips Proposed MDR/LDR/COM Designation
Crow Road Study Area	MDR	262	90.6	3,245	3,145
	LDR		161.6		
	COM		9.6		

The analysis shows that traffic generated under the reasonable worst-case scenario development for the proposed designations will result in less traffic than the traffic generated under the current medium density residential designation; as such the proposed designation

² The acres cited in the following tables that estimate the potential vehicle trips from the re-designations exclude acres protected from development and therefore do not represent the total acres being re-designated. See the table on page 2 for the total re-designation acres.

will not result in any of the effects described in (1)(c)(A)-(B) above and no further analysis is needed.

Zone Changes

The entire Crow Road Study Area is currently zoned R-1 low density residential. The proposal is to keep about three-quarters of the study area as R-1 and rezone the acreage that is remaining designated as medium density residential to a corresponding R-2 medium density residential zone (see table).

Study Area	zone	Existing acres	Proposed acres
Crow Road	R-2		90.6
Study Area	R-1	262	171.2

OAR 660-012-0060(9) provides an exception to determining if a zone change would have a significant effect on an existing or planned transportation facility:

- (9) *Notwithstanding section (1) of this rule, a local government may find that an amendment to a zoning map does not significantly affect an existing or planned transportation facility if all of the following requirements are met.*
 - (a) *The proposed zoning is consistent with the existing comprehensive plan map designation and the amendment does not change the comprehensive plan map;*
 - (b) *The local government has an acknowledged TSP and the proposed zoning is consistent with the TSP; and*
 - (c) *The area subject to the zoning map amendment was not exempted from this rule at the time of an urban growth boundary amendment as permitted in OAR 660-024- 020(1)(d), or the area was exempted from this rule but the local government has a subsequently acknowledged TSP amendment that accounted for urbanization of the area.*

The proposed rezone to R-2 satisfies OAR 660-012-0060(9)(a-c) as follows. Regarding subsection (a), as discussed above, the subject properties proposed for rezoning to R-2 are designated as medium density residential on the City’s adopted comprehensive plan map. R-2 zoning is consistent with the current medium density residential comprehensive plan map designation for medium density residential uses; therefore the proposed zone change is consistent with subsection (a).

Regarding subsection (b), *TransPlan* is the City’s adopted and acknowledged Transportation System Plan (TSP). The current comprehensive plan map was in place in 2001, the year that the City Council adopted *TransPlan*. The subject properties were designated medium density residential both before and since the City Council adopted the 2001 *TransPlan*. In adopting *TransPlan*, the City Council found *TransPlan* to be consistent with the *Metro Plan* which includes the *Metro Plan* diagram. Additionally, *TransPlan* does not include anything that is inconsistent with the subject properties being zoned R-2. Because the R-2 zoning will not change (is consistent with) the properties’ comprehensive plan designation of medium density residential, and *TransPlan* is consistent with the medium density residential designation, a R-2 zone on the subject properties is consistent with the City’s acknowledged TSP, and as such is consistent with subsection (b). Consistent with subsection (c), the area was not exempted from this rule at the time of a UGB amendment.

As such, per OAR 660-012-0060(9) the proposed zone changes do not significantly affect an existing or planned transportation facility; therefore the proposed plan amendment is consistent with Goal 12.

Gilham Rd:

Gilham Rd site is proposed to change from a plan designation of medium density residential and zone of R-2/C-1 to a plan designation of low density residential and zone R-1. To determine if the proposed re-designation and zone change would result in more traffic than the current designation and zone, the analysis applied the reasonable worst case traffic generation scenario from the Institute of Traffic Engineers trip generation manual. The number of PM peak hour trips projected to be generated by development allowed under the reasonable worst case scenario are as follows:

Study Area	Projected PM Peak Trips Existing MDR Designation	Projected PM Peak Trips Proposed LDR Designation	Projected PM Peak Trips Existing R-2/C-1 Zoning	Projected PM Peak Trips Proposed R-1 Zoning
Gilham Road	120	95	240	135

The traffic analysis shows that the proposed designation and zone is a down-designation and down-zone with the reasonable worst-case scenario development resulting in the generation of less trips than would be generated under the reasonable worst-case scenario development of the existing plan designation and zone; as such the proposed designation and zone will not result in any of the effects described in (1)(c)(A)-(B) above and no further analysis is needed.

Irving Rd/Eagles:

Irving Rd/Eagles is proposed to change from a plan designation of parks and open space to a plan designation of low density residential. To determine if the proposed designation would result in more traffic than the current designation, the analysis applied the reasonable worst case traffic generation scenario from the Institute of Traffic Engineers trip generation manual.

The number of PM peak hour trips projected to be generated by development allowed under the reasonable worst case scenario are as follows:

Study Area	Projected PM Peak Trips Existing POS Designation	Projected PM Peak Trips Proposed LDR Designation
Irving Rd/Eagles	5	150

The analysis shows that the reasonable worst-case scenario development for the proposed low density residential plan designation would exceed the trips under the reasonable worst-case scenario development for the existing plan designation. As a means of eliminating the potential significant effect of the proposed plan designation on the existing and planned transportation facilities in the area, the city proposes to cap the number of trips generated

from the subject property at 92 PM peak hour trips. This trip cap is based on a detailed traffic analysis by the property owner dated April 14, 2014, which shows that the appropriate mobility standard is achieved at all traffic study area intersections if a PM peak hour trip cap of 92 is assumed. The result is that the amount of traffic projected to be generated for the subject property with the proposed plan designation is limited to the amount of traffic generated before the intersections would potentially be significantly impacted.

By imposing a trip cap of 92 on the property subject to the plan designation change, the traffic generated from the subject property after the amendments cannot exceed the point in which the performance of transportation facilities would potentially be significantly impacted. The trip cap is an enforceable, ongoing requirement that will demonstrably limit traffic generation for the subject property by preventing traffic generation beyond that which would potentially create a significant impact. The trip cap is enforceable and ongoing because it will be monitored for the areas of the amendments each time a building permit is received by the City. Until the cap is lifted, the property within the subject area can only develop with a use that generates 92 or less PM peak trips. The trip cap and the manner in which it can be modified will be recorded with the re-designation ordinance adopting the plan amendment. Thus, in accordance with OAR 660-012-0060(1)(c), the proposed trip cap can be considered when determining whether a proposed amendment will significantly affect an existing or planned transportation facility. Because imposing a trip cap of 92 prevents the proposed amendment from creating any additional traffic generation from the subject property beyond the point before the performance of transportation facilities would potentially be significantly impacted, the trip cap completely eliminates the potential significant effect of the amendment and, therefore, no additional TPR analysis is needed.

With a trip cap that prevents trip generation beyond 92 PM peak trips the proposed amendment complies with the TPR; any modification or lifting of the trip cap requires a separate demonstration of TPR compliance. Thus, prior to modifying or lifting of the trip cap, an analysis must be done to determine whether, without the trip cap or with a modified trip cap, any existing or planned transportation facilities will be significantly affected by the amendment. If the analysis shows that there is a significant effect from the amendment, the trip cap could be lifted or modified only if one or more of the mitigation measures set forth in OAR 660-012-0060(2) is adopted. This analysis and, if necessary, adoption of mitigation measures, could occur as part of the City's update to its Transportation System Plan (TSP) or could occur through a separate process. Whether done through the TSP adoption process or a separate application, the trip cap modification process will include notice and an opportunity for public participation and a demonstration of compliance with the TPR.

As such, per OAR 660-012-0060(3) the potential significant effect of the plan designation amendment on the Irving Rd/Eagles property is eliminated because the amendment includes a trip cap that is an enforceable, ongoing requirement that limits traffic generation to the point before the performance of transportation facilities would potentially be significantly impacted; therefore the proposed plan amendment is consistent with Goal 12.

Based on the above findings, the amendments and zone changes are consistent with Statewide Planning Goal 12.

Goal 13 - Energy Conservation. *To conserve energy.*

The amendments do not impact energy conservation. Therefore, Statewide Planning Goal 13 does not apply.

Goal 14 - Urbanization. *To provide for an orderly and efficient transition from rural to urban land use.*

The amendments do not affect the City's provisions regarding the transition of land from rural to urban uses. Therefore, Statewide Planning Goal 14 does not apply.

Goal 15 - Willamette River Greenway. *To protect, conserve, enhance and maintain the natural, scenic, historical, agricultural, economic and recreational qualities of lands along the Willamette River as the Willamette River Greenway.*

The amendments do not contain any changes that affect the Willamette River Greenway regulations, therefore, Statewide Planning Goal 15 does not apply.

Goal 16 through 19 - Estuarine Resources, Coastal Shorelands, Beaches and Dunes, and Ocean Resources.

There are no coastal, ocean, estuarine, or beach and dune resources related to the property effected by these amendments. Therefore, these goals are not relevant and the amendments will not affect compliance with Statewide Planning Goals 16 through 19.

(2) *The amendment is consistent with applicable provisions of the Metro Plan and applicable adopted refinement plans.*

Applicable Metro Plan Policies

The following policies from the *Metro Plan* (identified below in *italics*) are applicable to these amendments. Based on the findings provided below, the amendments are consistent with and supported by the applicable provisions of the *Metro Plan*.

Growth Management Goals, Findings, and Policies

- 1. The UGB and sequential development shall continue to be implemented as an essential means to achieve compact urban growth. The provision of all urban services shall be concentrated inside the UGB. (Policy 1)*

As stated in the response to Statewide Goal 11 (above), the re-designations will not affect the city's ability to serve the area inside the UGB. The glossary of the *Metro Plan* defines "compact urban growth" as follows:

The filling in of vacant and underutilized lands in the UGB, as well as redevelopment inside the UGB.

Consistent with this policy, re-designation of these sites will make it easier to do housing on sites that are currently not planned for housing (Irving Rd/Eagles) inside the UGB. Additionally, underdeveloped medium density residential areas that may be more suitable for low density (Crow Rd, Gilham Rd) would be re-designated to low density residential, helping to encourage the higher density housing to redevelop around existing and planned commercial areas. The re-designations are part of a package of Envision Eugene strategies to reduce UGB expansion for low density residential and promote compact urban growth and denser housing types in downtown, along key transit corridors and in core commercial areas.

A. Residential Land Use and Housing Element

Residential Density Policies

- A.10 Promote higher residential density inside the UGB that utilizes existing infrastructure, improves the efficiency of public services and facilities, and conserves rural resource lands outside the UGB.*
- A.11 Generally locate higher density residential development near employment or commercial services, in proximity to major transportation systems or within transportation-efficient nodes.*
- A.13 Increase overall residential density in the metropolitan area by creating more opportunities for effectively designed in-fill, redevelopment, and mixed use while considering impacts of increased residential density on historic, existing and future neighborhoods.*

Consistent with these policies, underdeveloped medium density residential areas that may be more suitable for low density residential (Crow Rd Study Area, Gilham Rd) would be re-designated to low density residential, helping to encourage the higher density housing to redevelop around existing and planned commercial areas, near major transportation systems and creating mixed use compact development.

Additionally, the re-designations are needed as part of a package of Envision Eugene strategies intended to promote denser housing types in downtown, along key transit corridors and in core commercial areas. With re-designation of underdeveloped medium density residential areas on the edge of the city to low density residential, the city plans to use area planning and investment programs to promote medium and high density residential housing in compact and mixed use transit corridors with appropriate transitions to single-family homes.

Housing Type and Tenure Policies

- A.17 Provide opportunities for a full range of choice in housing type, density, size, cost and location.*
- A.19 Encourage residential developments in or near downtown core areas in both cities.*

Consistent with policy A.17, the re-designations provide for a mix of housing types in the Crow Rd Study Area and provide an opportunity for more housing types on the IrvingRd/Eagles site. Consistent with policy A.19, underdeveloped medium density residential areas that may be more suitable for low density residential (Crow Rd Study Area, Gilham Rd) would be re-designated to low density residential, helping to encourage the higher density housing to redevelop around existing and planned commercial areas like downtown. Additionally, the re-designations are needed as part of a package of Envision Eugene strategies intended to promote denser housing types in downtown, along key transit corridors and in core commercial areas.

Design and Mixed Use Policies

A.22 Expand opportunities for a mix of uses in newly developing areas and existing neighborhoods through local zoning and development regulations.

Consistent with this policy direction, the re-designations include a mix of designations (low density residential, medium density residential, and commercial) in the underdeveloped Crow Rd Study Area and help to encourage higher density housing types to redevelop around existing and planned commercial areas, creating mixed use compact development.

A.30 Balance the need to provide a sufficient amount of land to accommodate affordable housing with the community's goals to maintain a compact urban form.

Affordable housing is defined in the *Metro Plan* as housing priced so that a household at or below median income pays no more than 30 percent of its total income on housing and utilities. The re-designation sites are intended to create more land for low density residential inside the current UGB with existing or planned services, by shifting some areas planned for higher density housing types to locations with existing and planned commercial areas and near major transit systems. Together, the housing strategies help to promote “20 minute neighborhoods” and mixed use compact development, which helps to reduce development and transportation costs to households consistent with this policy. In addition, the city promotes affordable housing throughout the community, through the Land Acquisition Program, housing dispersal policy, and homeowner and renter assistance programs. The city’s programs will continue to balance the needs for affordable housing and compact urban development; indeed two of the seven pillars of Envision Eugene are focused on these topics.

B. Economic Element

B.6 Increase the amount of undeveloped land zoned for light industrial and commercial uses correlating the effective supply in terms of suitability and availability with the projections of demand.

This policy is applicable to Crow Rd Study Area:

Crow Rd Study Area

As stated previously under Goal 9, the 1992 Commercial Land Study indicates there is a surplus of commercial land, and since this re-designation is increasing rather than decreasing

the commercial land supply as found in 1992, it is consistent with this policy. Additionally, the draft Envision Eugene estimates have identified a deficit of commercial jobs that cannot be accommodated in Eugene's current UGB over the next 20 years without the city adopting measures to accommodate more jobs inside the UGB.

E. Transportation Element

Land Use

F.3 Provide for transit-supportive land use patterns and development, including higher intensity, transit-oriented development along major transit corridors and near transit stations; medium- and high-density residential development within ¼ mile of transit stations, major transit corridors, employment centers, and downtown areas; and development and redevelopment in designated areas that are or could be well served by existing or planned transit.

J. Energy Element

J.7 Encourage medium- and high-density residential uses when balanced with other planning policies in order to maximize the efficient utilization of all forms of energy. The greatest energy savings can be made in the areas of space heating and cooling and transportation. For example, the highest relative densities of residential development shall be concentrated to the greatest extent possible in areas that are or can be well served by mass transit, paratransit, and foot and bicycle paths.

J.8 Commercial, residential, and recreational land uses shall be integrated to the greatest extent possible, balanced with all planning policies to reduce travel distances, optimize reuse of waste heat, and optimize potential on-site energy generation.

Consistent with these policies F.3, J.7 and J.8, underdeveloped medium density residential areas that may be more suitable for low density residential (Crow Rd Study Area, Gilham Rd) would be re-designated to low density residential, helping to encourage higher density housing to redevelop around existing and planned commercial areas, near major transportation systems and creating mixed use compact development. Further, as part of Envision Eugene strategies, the city is focusing area planning and investments to achieve this type of development in downtown, along key transit corridors and in core commercial areas. The re-designations are part of these strategies.

Metro Plan Amendment Conclusion

Based on the above findings, the proposed *Metro Plan* diagram amendments are consistent with EC 9.7730. Additional *Metro Plan* policies applicable to the proposed refinement plan amendments are addressed under the refinement plan approval criteria EC 9.8865(1)(b) below.

Refinement Plan Amendments (file no. RA 13-1)

The following plan diagram and text amendments are proposed:

		Current	Proposed	
Site	Refinement Plan Name	Refinement Plan Designation	change in acres	Refinement Plan Designation
Crow Rd Study Area ¹ (277 acre study area)	Willow Creek Special Area Study	MDR	174.1	LDR
			92.8 ac	<i>MDR (no change)</i>
			10.3 ac	COM
Gilham Rd ² (9.6 acres)	Willakenzie Area Plan	MDR	9.6 ac	LDR
Irving Rd/Eagles ³ (16.9 acres)	River Road-Santa Clara Urban Facilities Plan	POS	16.9 ac	LDR

¹ Includes corresponding amendments to Willow Creek Special Area Study text, land use diagram, and refinement plan policies that are in Chapter 9 of the Eugene Code. This is updated to reflect the Planning Commission's December 2013 recommendation of the proposal as modified by public testimony for one property owner.

² Includes corresponding amendments to the Willakenzie Area Plan text, land use diagram and Unincorporated Subarea diagram

³ Includes a corresponding automatic amendment to the River Road-Santa Clara Urban Facilities Plan land use diagram and Northwest Expressway Subarea diagram

Per the *Metro Plan* amendment General Provisions EC 9.7750(4), the refinement plan diagram is automatically updated consistent with the corresponding *Metro Plan* amendment when no amendment to the refinement plan or refinement plan text is involved. The following identifies which re-designation sites that if adopted, would result in an automatic update to their corresponding refinement plan land use diagram, and which re-designation sites include refinement plan text amendments and thus require further analysis under the refinement plan approval criteria EC 9.8865(1)(b).

Crow Rd Study Area:

The Willow Creek Special Area Study (Willow Creek Study) requires amendment to the land use diagram (Map E) and policy text. The following refinement plan text amendments are proposed, with ~~strike out text~~ proposed for removal and underlined text proposed for addition:

(page 6, after note 11 of the Summary and Policies section)

II. SUMMARY AND POLICIES

Envision Eugene Update

In 2008, the city began the process to establish a new Eugene-only UGB and accommodate the next 20-years for growth in our community. As part of that effort, the city identified several opportunities to re-designate land to accommodate more of the city's 20 year need inside the current UGB, which were published in the recommendation *Envision Eugene, A Community Vision for 2032 (March 14, 2012)*. Re-designating land such as portions of the 277 acre Crow Road Study Area, that are more

suitable for low density residential or Commercial rather than medium density residential allows the city to accommodate more low density residential inside the current UGB, while promoting higher density housing to redevelop in downtown and core commercial areas, and along key transit corridors, creating a more compact urban development pattern.

During 2011-2013, the city worked with property owners and residents of the Crow Road Study Area to identify an updated vision for the study area and to help with the city's 20 year land need. The city held public meetings and sent surveys and letters to gather feedback on a draft land use concept plan and potential future development standards for the area. The main themes identified were to recognize the area's rural character and promote a less urban, more country feel as the area develops in the future while also ensuring the area is adequately serviced. Standards to address these issues in the future include such topics as tree preservation, building and lot standards, home businesses, and street design, connectivity and safety.

(page 7)

A. Land Use

3. Map E reflects land-use arrangements for the Willow Creek Basin and shall become one basis for future implementation through zoning or other applicable land use measures.

The approved land use map reflects a variety of policies within this special study and other approved policy documents such as the Community Goals and Policies and the Metro Plan.

The plan diagram locations for the approximately 92.8 acres of medium density residential and 10.3 acres of commercial in the Crow Road Study Area are based on the discussions at this time. The city recognizes that in the future there may be justification for minor adjustments to the designation and zone boundaries on those properties with more than one designation. The city shall allow for consideration of minor adjustments to the plan designation and zone boundary provided the acreage of each designation and zoning district remains essentially the same, and the change is consistent with the purpose of the regulations adopted in the future for this area.

4. City of Eugene shall apply its planned unit development (PUD), cluster subdivision or site review procedures (as appropriate) in the Willow Creek Basin in at least three cases:

- a. Properties with elevation and slope and geologic conditions which fit criteria identified South Hills Study for applying PUD procedures;
- b. Properties in or adjacent to designated natural areas will be developed under either PUD or site review procedures, depending on the scale and complexity of the project; and

- c. ~~Properties along natural stream courses will be developed under either PUD or site review procedures depending on the scale and complexity of the project.~~

The city may remove these requirements for the Crow Road Study Area upon completion of code amendments regarding tree preservation.

(page 8)

5. The city shall explore the value of the following code amendments and develop them if determined appropriate through a collaborative effort with study area property owners and residents. The code amendments to consider could include:

- a. Allow clustered housing outright (no PUD or Cluster Subdivision application required), combined with providing a larger lot to preserve views/open space, tree preservation, or agricultural/livestock use.
- b. Allow large single-family lots, such as for those lots that are located south of the Pitchford Avenue extension or that include an identified tree preservation area.
- c. Provide tree preservation requirements that:
 - have higher standards for preserving significant oak trees or areas,
 - make it easier to remove other trees, and
 - make it easier to remove trees along the UGB if trees outside the UGB are removed
- d. Facilitate home businesses related to agriculture and livestock such as stabling and sales of farmed products, encourage small businesses to serve a neighborhood, and consider compatibility requirements for these uses.
- e. Provide residential and commercial building design requirements or guidelines that promote a less urban, country feel.
- f. Provide street design standards that create a less urban, more country feel to the street network and increase safety and circulation for all modes of travel.

(page 10)

B. Transportation

9. In the Crow Road Study Area, safety and circulation improvements at the intersection of Crow Road and W. 11th Avenue will be needed as the area develops. Transportation system level issues will be addressed by the transportation system plan according to the type of development anticipated by the comprehensive plan.

Development specific impacts will be addressed by individual developers in accordance with the city's traffic impact analysis requirements.

10. In the Crow Road Study Area, north-south and east-west collector streets will be needed to serve the area, such as extension of Pitchford Avenue and Ed Cone Blvd.

Since the Willow Creek Study text is being amended, compliance with EC 9.8865(1)(b) is addressed below.

Gilham Rd:

The Willakenzie Area Plan requires amendment to the land use diagram, the Unincorporated Subarea diagram, and text. The following text amendments are proposed, with ~~strike-out text~~ proposed for removal and underlined text proposed for addition:

(page 56, add below last paragraph)

10. Unincorporated Subarea

Envision Eugene Update

In 2008, the city began the process to establish a new Eugene-only UGB and accommodate the next 20 years for growth in our community. As part of that effort, the city identified several opportunities to re-designate land to accommodate more of the city's 20 year need inside the current UGB, which were published in the recommendation *Envision Eugene, A Community Vision for 2032 (March 14, 2012)*. Re-designating land such as the 9.6 acre property on Gilham Road (identified as map/tax lot 17-03-08-32-08600) that is more suitable for low density residential than for medium density residential allows the city to accommodate more low density residential inside the current UGB, while promoting higher density housing to redevelop in downtown and core commercial areas, and along key transit corridors, creating a more compact urban development pattern.

(pages 59-60)

Unincorporated Subarea Policies and Proposed Actions

15. The City shall recognize the area at the northwest corner of Ayres and Gilham roads and the area at the southwest corner of Coburg Road and County Farm Loop, as depicted on the Willakenzie Land Use Diagram, as appropriate for medium-density residential development and shall recognize the property identified as map/tax lot 17-03-08-32-08600 as appropriate for low-density residential development.

15.1 Amend the Metro Plan diagram from low-density to medium-density residential designation for the above-referenced area at the northwest corner of Ayres and Gilham roads and the area at the southwest corner of Coburg Road and County Farm Loop, as depicted on the Willakenzie Land Use Diagram and from medium-density to low-density for the property identified as map/ tax lot 17-03-08-32-08600.

17. The Neighborhood Commercial C-1 node, as depicted on the Willakenzie Land Use Diagram, shall front on Ayres Road and shall be separated from Gilham Road by medium-density residential development.

Since the Willakenzie Area Plan text is being amended, compliance with EC 9.8865(1)(b) is addressed below.

Irving Rd/Eagles:

No text amendments are necessary to the River Road-Santa Clara Urban Facilities Plan; therefore the land use diagram and the subarea k. Northwest Expressway diagram will be automatically updated from parks and open space to low density residential upon approval of the *Metro Plan* land use diagram amendment.

EC 9.8424 requires that refinement plan amendments meet the following approval criteria (listed in ***bold and italic***). Findings are provided below with respect to each of the applicable criteria for the Crow Rd Study Area and Gilham Road refinement plan diagram and text amendments.

- (1) ***The refinement plan amendment is consistent with all of the following:***
 - (a) ***Statewide planning goals.***
 - (b) ***Applicable provisions of the Metro Plan.***

The findings demonstrating compliance with EC 9.7730(3) above regarding compliance with the Statewide planning goals and the applicable provisions of the *Metro Plan* are incorporated herein by reference. Additional applicable *Metro Plan* policies are addressed as follows:

A. Residential Land Use and Housing Element

Design and Mixed Use Policies

- A.24 *Consider adopting or modifying local zoning and development regulations to provide a discretionary design review process or clear and objective design standards, in order to address issues of compatibility, aesthetics, open space and other community concerns.*

Crow Rd Study Area:

Consistent with this policy, the proposed text amendments direct staff to further consider, and if warranted develop, development regulations that address open space (e.g. clustered housing, large lots, tree preservation) and aesthetics (e.g. building design, street standards) and other community concerns (e.g. safety and circulation improvements).

C. Environmental Resources Element

Open Space (Goal 5)

- C.21 *When planning for and regulating development, local governments shall consider the need for protection of open spaces, including those characterized by significant*

vegetation and wildlife. Means of protecting open space include but are not limited to outright acquisition, conservation easements, planned unit development ordinances, streamside protection ordinances, open space tax deferrals, donations to the public and performance zoning.

Crow Rd Study Area:

Consistent with this policy, the proposed Willow Creek Study text amendments direct staff to further consider, and if warranted develop, development regulations that address open space and natural resources (e.g. clustered housing, large lots, tree preservation). The Willow Creek Study land use policy 4.c that requires properties along natural stream courses to be developed under either PUD or site review procedures is being removed because this requirement was included prior to the city's West Eugene Wetlands Plan work. This work resulted in several wetlands and streams in west Eugene being protected and adoption of the corresponding /WP Waterside Protection and /WB Wetland Protection overlay zones. Upon annexation, properties next to the stream and certain wetlands on the east side of the Crow Road Study Area will have a required building setback and be regulated by the /WP or /WB overlay standards; therefore the PUD or site review procedures specified in policy 4.c are no longer necessary.

(c) Remaining portions of the refinement plan.

Crow Rd Study Area:

The following policies from the Willow Creek Special Area Study (1983) are relevant:

3. Map E reflects land-use arrangements for the Willow Creek Basin and shall become one basis for future implementation through zoning or other applicable land use measures.

The approved land use map reflects a variety of policies within this special study and other approved policy documents such as the Community Goals and Policies and the Metro Plan.

The proposed amendments to Map E and associated text amendments to this policy are needed to reflect the change in conditions in this area as discussed in more detail under EC 9.8424(2) below, which is incorporated herein by reference.

4. City of Eugene shall apply its planned unit development (PUD), cluster subdivision or site review procedures (as appropriate) in the Willow Creek Basin in at least three cases:

- a. Properties with elevation and slope and geologic conditions which fit criteria identified South Hills Study for applying PUD procedures;*
- b. Properties in or adjacent to designated natural areas will be developed under either PUD or site review procedures, depending on the scale and complexity of the project; and*
- c. Properties along natural stream courses will be developed under either PUD or site review procedures depending on the scale and complexity of the project.*

Consistent with the intent of this policy requiring additional analysis for developing near natural resources, as discussed under *Metro Plan* policy C.21 above, Willow Creek Study policy 4.c is proposed for removal because this requirement was included in the study prior to the city's adoption of the Goal 5 /WP Waterside Protection and /WB Wetland Protection overlay zones which will regulate development near the study area's streams and protected wetlands. Additionally, current planned unit development (PUD) and subdivision regulations address these issues as well. As such, this requirement is no longer necessary. Additional text is proposed to be added to policy 4 to allow 4.a and 4.b requirements to be removed as well if appropriate based upon completion of revised tree preservation standards for this area in the future.

Gilham Rd:

The following policies from the Willakenzie Area Plan (1992) are relevant:

Residential Policies and Proposed Actions

1. *Maintain the existing low-density residential character of existing Willakenzie neighborhoods, while recognizing the need to provide housing for all income groups in the city.*
4. *Encourage a mixture of housing densities and types to address the housing needs of a diverse population.*
5. *Encourage medium and high-density residential uses in areas which have good access to commercial services, public open space, schools, parks, transit and other alternative modes of transportation.*

Although these policies do not directly address the proposed amendments or constitute mandatory approval criteria, they lend general support for the re-designation and text amendments. The intent of re-designating the Gilham Rd site is to re-designate an area that may be more suitable to low density rather than medium density residential given its distance to commercial services and being on the edge of town, while also helping to promote higher density housing downtown, along key transit areas and in core commercial area where they can be closer to existing and planned commercial and major transit systems.

Unincorporated Subarea Policies and Proposed Actions

15. *The City shall recognize the area at the northwest corner of Ayres and Gilham roads and the area at the southwest corner of Coburg Road and County Farm Loop, as depicted on the Willakenzie Land Use Diagram, as appropriate for medium-density residential development.*
 - 15.1 *Amend the Metro Plan diagram from low-density to medium-density residential designation for the above-referenced area, as depicted on the Willakenzie Land Use Diagram.*

17. *The Neighborhood Commercial C-1 node, as depicted on the Willakenzie Land Use Diagram, shall front on Ayres Road and shall be separated from Gilham Road by medium-density residential development.*

These policies are proposed to be amended as identified at the beginning of this section to recognize the Gilham Rd site as appropriate for low density residential consistent with the proposed *Metro Plan* diagram amendment to low density residential. Additionally, it is noted that there is a 3.18 acre tax lot (map and tax lot 17-03-08-33-00100 on the corner of Ayres and Gilham Roads) to the south of the Gilham Rd site that will remain designated commercial and medium density residential, consistent with these policies (as proposed to be amended).

Based on the above findings, the proposed plan diagram and text amendments for Crow Rd Study Area and Gilham Rd are consistent with and supported by the applicable provisions of these adopted plans, as amended.

- (2) *The refinement plan amendment addresses one or more of the following:***
 - (a) *An error in the publication of the refinement plan.***
 - (b) *New inventory material which relates to a statewide planning goal.***
 - (c) *New or amended community policies.***
 - (d) *New or amended provisions in a federal law or regulation, state statute, state regulation, statewide planning goal, or state agency land use plan.***
 - (e) *A change of circumstances in a substantial manner that was not anticipated at the time the refinement plan was adopted.***

The proposed Crow Rd Study Area and Gilham Rd re-designations and text amendments are not based on 2(a) an error in the publication of the Willow Creek Special Area Study or the Willakenzie Area Plan or on 2(d) new or amended provisions in a federal law or regulation, state statute, state regulation, statewide planning goal, or state agency land use plan; therefore EC 9.8424(2)(a) and (d) above are not applicable to this proposal.

Regarding 2(b) and 2(c), as part of Envision Eugene, the city's plan to establish a new Eugene-only UGB and accommodate the next 20 years of growth in our community, these amendments are necessary as part of the strategy to accommodate more of the city's 20 year need for low density residential housing (typically single-family) and all of the commercial need inside the current UGB. The city's draft land inventory and estimates have identified a deficit of low density residential units and commercial jobs that cannot be accommodated in Eugene's current UGB over the next 20 years without the city adopting measures to accommodate more housing and jobs inside the UGB. The city intends to account for the expected increase in units as part of the Envision Eugene adoption. Re-designation of these sites is part of a package of Envision Eugene strategies to promote denser housing types downtown, along key transit corridors and core commercial areas, reduce UGB expansion for low density residential and provide for daily needs near homes. Although these strategies and policies are not adopted yet, other land use efficiency measures to increase the capacity for housing and jobs inside the current UGB, such as allowing alley access lots and re-designating/rezoning certain areas for more jobs, are also anticipated to be adopted as part of Envision Eugene.

Regarding 2(d), a change in circumstance for Crow Rd Study Area and Gilham Rd sites that were not anticipated at the time their refinement plans were adopted are factors that helped inform the Envision Eugene strategy proposing to re-designate these sites:

Crow Rd Study Area:

In 1982, the Willow Creek Study was adopted. It anticipated significant employment centers within the basin and identified the need to address wetlands and streams in the area. In addition, the area to the north of the Crow Road Study Area and north of W. 11th Avenue was also anticipated to be developed as a major employment center. In 1989, the West Eugene Wetlands Plan (WEWP) planning process began, which resulted in adoption of the WEWP, identifying wetlands as Protect, Restore and Develop, and adopting wetland and stream protection overlay zones. A significant amount of area in the anticipated employment centers was identified as Protect or Restore wetlands and many acres have since been purchased by public agencies and non-profits for preservation or restoration. As a result, the amount of housing needed in this area to support the employment centers has lessened. Further, the city is focusing on promoting higher density housing in areas closer-in, around existing and planned commercial and major transit systems to reduce vehicle trips and help create compact urban development. Due to these changes in circumstance, re-designation of the majority of the Crow Road Study Area to low density residential with some commercial and the corresponding text amendments are proposed.

Gilham Road:

In 1992, the Willakenzie Area Plan was adopted. At that time, the area around the Gilham Rd site remained largely undeveloped. Since then, the development has resulted in predominately low density residential patterns, with even the medium density residential area to the south of Ayres Road being subdivided into smaller lots with a privacy wall running the length of the Gilham Road frontage. Additionally, the C-1 Neighborhood Commercial zoning on the Gilham Road site is located in the middle of the block with no direct access to Ayres Road. While it is possible that joint commercial development and supporting medium density residential could be achieved, current planning practice recognizes that the existing development patterns in this area may not be conducive to achieving successful (or even any) apartments or neighborhood commercial on the Gilham Road site. It is more feasible to locate higher density housing close to existing and planned commercial and major transit systems. Due to this change in circumstance, re-designation of the Gilham Rd site to low density residential and corresponding text amendments are proposed.

Refinement Plan Amendment Conclusion

Based on the above findings, compliance with the refinement plan amendment approval criteria of EC 9.8424 for the Crow Rd Study Area and Gilham Rd re-designations and text amendments is met.

Zone Change (file no. Z 13-7)

The following zone changes are proposed:

Site	Current	Proposed	
Location	Zoning	Change in acres	Zoning
Crow Rd Study Area (277 acre study area)	R-1	174.1	<i>R-1 (no change)</i>
		92.8 ac	R-2
		10.3 ac	<i>R-1 (no change)</i>
Gilham Rd (9.6 acres)	R-2 (8.6 ac)	9.6 ac	R-1
	C-1 (1.5 ac)		
Irving Rd/Eagles (16.9 acres)	R-1	16.9 ac	<i>R-1 (no change)</i>

EC 9.8865 requires that the zone change proposals meet the following approval criteria (listed in ***bold and italic***). Findings are provided below with respect to each of the applicable criteria.

- (1) *The proposed change is consistent with applicable provisions of the Metro Plan. The written text of the Metro Plan shall take precedence over the Metro Plan diagram where apparent conflicts or inconsistencies exist.***

Some of the policies addressed in the *Metro Plan* and refinement plan amendment findings are applicable here, and to the extent they are applicable the findings under EC 9.7730(3)(b) and EC 9.8424(1)(b) are incorporated herein by reference as demonstration of consistency with applicable *Metro Plan* policies.

- (2) *The proposed zone change is consistent with applicable adopted refinement plans. In the event of inconsistencies between these plans and the Metro Plan, the Metro Plan controls.***

Approval of the zone changes is dependent upon approval of the *Metro Plan* land use diagram amendments. The zone changes are consistent with the corresponding refinement plans due to an automatic update to the refinement plan diagram as allowed per EC 9.7750(4), or due to proposed refinement plan text amendments, as follows:

Crow Rd Study Area:

These zone changes are generally dependent on the Willow Creek Study diagram and text amendment or are implementing the existing refinement plan designation. Upon adoption, the zone changes will be consistent with the refinement plan, as amended.

Gilham Rd:

The zone change is dependent on the Willakenzie Area Plan diagram, subarea diagram and text amendment. Upon adoption, the zone change will be consistent with the refinement plan, as amended.

Irving Rd/Eagles:

No zone change is proposed for this site. Upon adoption of the *Metro Plan* amendment and the automatic amendment to the River Road-Santa Clara Urban Facilities Plan diagram and subarea diagram, the existing zone of R-1 will be consistent with the refinement plan.

Based on the above findings, the proposed zone changes are consistent with the applicable refinement plans, as amended.

- (3) *The uses and density that will be allowed by the proposed zoning in the location of the proposed change can be served through the orderly extension of key urban facilities and services.***

The findings of compliance with Goal 11 – Public Facilities and Services, and Goal 12 – Transportation above are incorporated herein by reference. With the findings established and referenced herein, the proposal complies with this criterion.

- (4) *The proposed zone change is consistent with the applicable siting requirements set out for the specific zone in:***

(f) EC 9.2735 Residential Zone Siting Requirements.

There are no applicable siting requirements for the R-1 or R-2 zones; therefore, this criterion does not apply.

- (5) *In cases where the NR zone is applied based on EC 9.2510(3), the property owner shall enter into a contractual arrangement with the city to ensure the area is maintained as a natural resource area for a minimum of 50 years.***

The NR zone is not requested or applicable in this instance. Therefore, the above criterion is inapplicable.

Zone Change Conclusion

Based on the above findings, compliance with the refinement plan amendment approval criteria of EC 9.8865 is met.

Land Use Code Amendments (file no. CA 13-5)

The following amendments to the Chapter 9 Land Use Code are proposed.

Crow Rd Study Area:

As discussed above under the refinement plan amendments, the Willow Creek Special Area Study (Willow Creek Study) requires amendment to the land use diagram (Map E) and policy text. Some of this text is also in the land use code and therefore requires corresponding amendments. The following code amendments are proposed, with ~~strike-out text~~ proposed for removal and underlined text proposed for addition:

9.9710 Willow Creek Special Area Study Policies.

(1) Land Use.

- (a) Map E reflects land-use arrangements for the Willow Creek Basin and shall become one basis for future implementation through zoning or other applicable land use measures.

The plan diagram locations for the approximately 82.5 acres of medium density residential and 10.2 acres of commercial in the Crow Road Study Area are based on the discussions at this time. The city recognizes that in the future there may be justification for minor adjustments to the designation and zone boundaries on those properties with more than one designation. The city shall allow for consideration of minor adjustments to the plan designation and zone boundary provided the acreage of each designation and zoning district remains within 10%, and the change is consistent with the purpose of the regulations adopted in the future for this area. (Policy 3)

- (b) The City of Eugene shall apply its planned unit development (PUD), cluster subdivision or site review procedures (as appropriate) in the Willow Creek Basin in at least three cases:
 - 1. Properties with elevation and slope, soil and geologic conditions which fit criteria identified in Eugene’s South Hills Study for applying PUD procedures;
 - 2. Properties in or adjacent to designated natural areas will be developed under either PUD or site review procedures, depending on the scale and complexity of the project; and
 - ~~3. Properties along natural stream courses will be developed under either PUD or site review procedures depending on the scale and complexity of the project.~~

(Policy 4)

(2) Transportation.

- (a) Through appropriate mechanisms, proposed developments shall be encouraged to respond to an overall transit, bicycle, and pedestrian system for the Willow Creek Basin. (Policy 2)
- (b) Bicycle facilities will be designed to connect with other major routes outside the Willow Creek Basin, in order to provide residents and employees with this transportation option for daily and recreational travel needs. (Policy 3)
- (c) Major employment and commercial center proposals shall plan for convenient, covered on-site bicycle parking as an integral part of a parking program. (Policy 4)
- (d) Through appropriate mechanisms, proposed developments shall be encouraged to provide adequate transit access. (Policy 5)
- (e) The City of Eugene shall work with major employers to establish and implement ongoing paratransit programs. (Policy 6)
- (f) Development proposals within the urban growth boundary shall be

reviewed to ensure adequate access to the adjacent properties within the urban reserve area. (Policy 7)

(g) A carefully planned collector street system providing access from residential, commercial, and industrial areas to arterial streets shall be developed for the Willow Creek Basin. (Policy 8)

(h) In the Crow Road Study Area, safety and circulation improvements at the intersection of Crow Road and W. 11th Avenue will be needed as the area develops. Transportation system level issues will be addressed by the transportation system plan according to the type of development anticipated by the comprehensive plan. Development-specific impacts will be addressed by individual developers in accordance with the city's traffic impact analysis requirements. (Policy 9)

(i) In the Crow Road Study Area, north-south and east-west collector streets will be needed to serve the area, such as extension of Pitchford Avenue and Ed Cone Blvd. (Policy 10)

EC 9.8065 requires that code amendments meet the following approval criteria (listed in ***bold and italic***). Findings are provided below with respect to each of the applicable criteria.

(1) Is consistent with applicable statewide planning goals as adopted by the Land Conservation and Development Commission.

(2) Is consistent with applicable provisions of the Metro Plan and applicable adopted refinement plans.

The findings demonstrating compliance with EC 9.7730(3) and EC 9.8424(1) above regarding compliance with the Statewide planning goals and the applicable provisions of the *Metro Plan* are incorporated herein by reference.

(3) In the case of establishment of a special area zone, is consistent with EC 9.3020 Criteria for Establishment of an S Special Area Zone.

The proposed code amendments do not include establishment of a special area zone, therefore this criterion is not applicable.

Code Amendments Conclusion

Based on the above findings, compliance with the code amendment approval criteria of EC 9.8065 is met.