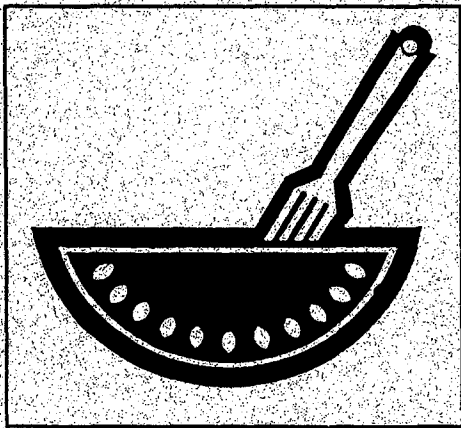
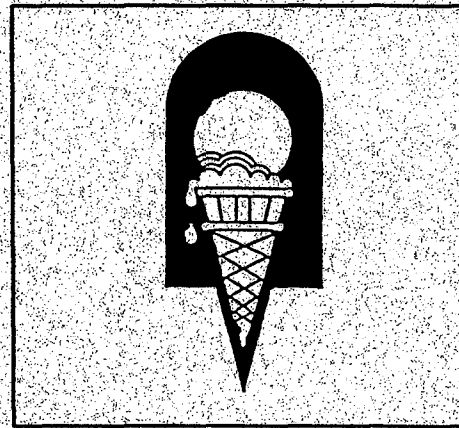


# 19th and Agate

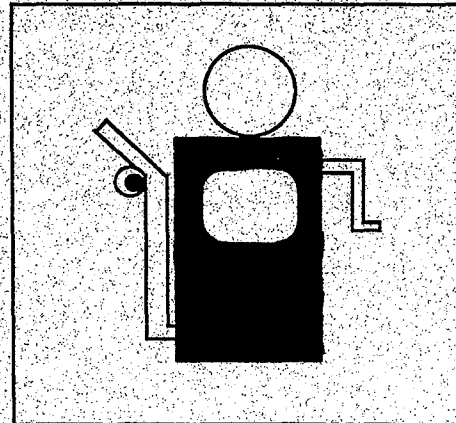
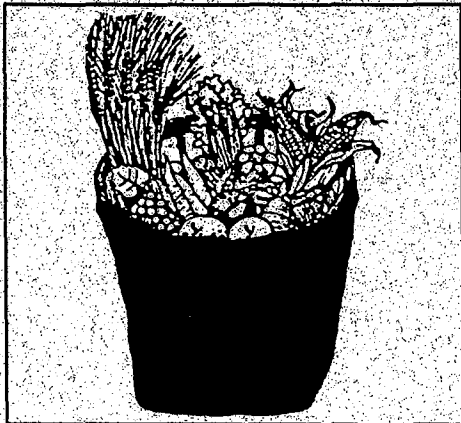
SPECIAL AREA STUDY



19TH AVENUE



AGATE STREET



JULY 1988

**Eugene City Council  
(as of Council action date)**

Mayor Brian Obie  
Ruth Bascom  
Rob Bennett  
Debra Ehrman  
Freeman Holmer  
Jeff Miller  
Roger Rutan  
Emily Schue  
Cynthia Wooten

**Eugene Planning Commission  
(as of Commission referral date)**

Dorothy Anderson  
Lloyd Billingsley  
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The draft of this study was prepared by the 19th and Agate Task Force aided by staff from the City of Eugene including the departments of Planning, Public Works, and Parks, Recreation, and Cultural Services. Assistance was also provided by staff from other public agencies including the University of Oregon Campus Planning Office and the Lane Council of Governments.

For more information about the study contact:

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Eugene, Oregon 97401  
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Additional copies of this study are available at the Eugene Planning Department, the Eugene Permit and Information Center at 244 East Broadway, and at the Resource Center in the Condon School Building at 1787 Agate Street.

# 19th & AGATE SPECIAL AREA STUDY

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## 19TH & AGATE SPECIAL AREA STUDY

July, 1988

### I. INTRODUCTION

This is a special study focussing on the neighborhood commercial area surrounding the intersection of 19th Avenue and Agate Street. The study area boundaries are illustrated on subsequent maps and are generally defined by 17th and 18th avenues on the north, Emerald Street on the west, 20th and 21st avenues on the south and Columbia Street on the east.

#### **Purpose of the Study**

The 19th and Agate Special Area Study was initiated by the City of Eugene at the request of neighborhood residents and businesses. The purpose of the study was established at the outset as follows:

To explore alternatives for making the neighborhood commercial area more economically viable for both existing and potential businesses while maintaining or improving compatibility with surrounding neighborhoods;

To examine limitations on existing businesses caused by City Code requirements for parking; and

To maintain or improve the relationship between the playground at the former Condon School site and surrounding residential and commercial businesses.

An implementation phase is also envisioned during which adoption of code amendments or other agreements would be carried out.

#### **Special Area Study Task Force and Public Participation**

At an initial community meeting in November, 1987, neighborhood residents, property owners and business people generated a list of specific issues and ideas to be addressed during the Special Area Study. As a result of the interest expressed at that meeting, a citizen Special Area Study Task Force was appointed, including: three members from Fairmount Neighbors, one member from South University Neighbors, two members from the 19th and Agate Business Group, one member from the University of Oregon Housing Office, and one member from the Center for Advanced Technology in Education (Condon School). On May 26, the Task Force sponsored a second community forum to present the draft recommendations being considered and to solicit public comments. On May 31, the Task Force reviewed the comments that were generated and made final revisions to the draft study prior to forwarding it to the Planning Commission.

## Special Area Study's Relationship to Adopted City Plans and Policies

The 19th and Agate Special Area Study serves as a refinement plan for the study area and as such is a refinement of broader policy documents such as the adopted Eugene-Springfield Metropolitan Area General Plan. The scope of the study is narrow and addresses a relatively small study area.

Broader policies for portions of the study area and for the surrounding neighborhood can be found in the Fairmount/University of Oregon Special Area Study, which was adopted by the City Council in September, 1982 as a refinement of the Metro Plan. The Fairmount/U. of O. Study includes policies adopted by the University of Oregon addressing University development policy for University lands in the east campus area, as well as land use, transportation and parking policies adopted by the City Council. Because the Fairmount/U. of O. Special Area Study boundaries included areas north and east of the 19th and Agate intersection, these policies do not currently apply to the entire 19th and Agate Special Study Area.

## Previously Adopted Policies from the Fairmount/U. of O. Study

Particular policies from the adopted Fairmount/U. of O. study provide the direction and background for policies recommended for adoption in the 19th and Agate Special Area Study. These policies currently apply to the Fairmount/U. of O. Special Study Area, including those portions of the 19th and Agate Special Study Area east of Agate Street and north of 19th Avenue.

### (19th and Agate Commercial Development Policies )

1. Non-residential zoning shall not be expanded in this area.
2. Businesses shall be encouraged to landscape their sites. Where feasible, such encouragement shall include development of mechanisms to fund such landscaping.
3. The commercially designated properties shall remain in Neighborhood Commercial zoning or less intensive zoning.

### (Traffic Circulation Policies)

1. The adverse effects of motor vehicle movement shall be mitigated as much as possible.
2. Traffic management techniques shall continue to be used and new techniques developed to reinforce the idea of a hierarchy of streets in the plan area. Some streets shall combine their local, collector, or arterial functions with a role as primary pedestrian and bicycle ways. The use of low-volume, local neighborhood streets for through movements by trucks and heavy construction equipment shall be discouraged.

(University of Oregon Development Policy, East Campus Area)

1. The University, together with the neighborhood, will investigate incentives and programs designed to increase utilization of the Bean parking lot by residence hall tenants. Any new residential units will provide off-street parking for tenants in accordance with prevailing City codes.
2. The University will provide adequate additional off-street parking in conjunction with any new institutional use that creates additional demand for parking.

(Parking Policies)

1. Steps shall be taken to gain better use of existing off-street parking areas and to discourage long-term storage of vehicles on the street.
2. The adverse effects of motor vehicle parking shall be mitigated as much as possible.
3. Parking systems adopted for any area within the special study area should avoid creating parking problems for any other area or land use of the Fairmount neighborhood.
4. The City shall recognize that on-street parking around the the University is not-solely a University problem, since it involves homes and businesses located near the University.
5. The City's schedule of fines for parking violations shall reflect current money value and shall reflect the severity of the violation and cost of enforcement.
6. The City shall encourage the University and cooperate with the University in an effort to achieve solutions to University-related parking needs.
7. The City shall see that its parking enforcement agencies act upon complaints of citizens in regard to violations of City parking ordinances, within the terms of budgetary constraints.

(Bicycle and Pedestrian Policies)

1. Existing and future businesses shall be encouraged to provide safe and covered bicycle parking for employees and patrons.
2. The use of bicycles, mass transit, walking, car-pooling, and other appropriate alternative modes of transportation, especially by employees working in the plan area, shall be actively encouraged and provided for in order reduce automobile dependence and alleviate traffic and parking problems.

## II. STUDY AREA GOALS, IMPLEMENTATION PROCESSES, AND PERIODIC REVIEW

The following goals are broad statements that represent the way in which businesses and residents in the special study area and neighborhoods around the study area would like to see the area function. Their role in providing direction for policies in the study is recognized by the Fairmount and South University neighborhood groups, the 19th and Agate Business Group, the University of Oregon administration and the Eugene City Council.

1. The 19th and Agate commercial area and the surrounding residential areas are mutually supportive, with businesses providing services that enhance the quality and liveability of the surrounding residential areas, residents patronizing and supporting local businesses, and with efforts by both residents and businesses to minimize impacts from the automobile on the liveability and safety of the area.
2. The former Condon School building and site serve a role of providing space which allows for the integration of community, educational, and recreational activities and which strengthens the educational missions within the building at the same time the quality and liveability of the surrounding neighborhoods are enhanced.
3. Washburne Park is a neighborhood park providing space for primarily quiet, passive uses.

The implementation process for recommended policies and implementation strategies outlined in the following pages will occur over time. As strategies are implemented, their effects will need to be monitored to determine whether they are adequately addressing issues and concerns identified during the study. In some cases, innovative approaches to parking problems are identified. Their effectiveness will need to be evaluated after a period of time to see if they should be continued or if additional steps need to be taken. For these reasons, **it is recommended that a review of those strategies that are implemented be conducted five years after the study is adopted.**

### III. POLICIES/IMPLEMENTATION STRATEGIES:

This chapter includes policies that were adopted by the City Council to provide direction on how to achieve neighborhood and City goals and to serve as a guide for decisions relating to the study area. City programs, actions, and decisions, such as changes in zoning, traffic circulation, or capital improvements, will be evaluated on the basis of their ability to implement these policies. Policies are indicated in **bold**.

Indented below each policy are any associated implementation strategies. Implementation strategies are recognized as possible methods to implement the policies but were not adopted by the City Council. In general, they will be further reviewed and may not be implemented exactly as stated in the study. Specific actions will be evaluated according to their ability to meet community goals and policies taking into account factors such as fiscal resources and legal concerns.

The policies and implementation strategies need to be carried out as a series of interrelated actions in the 19th and Agate Study Area. Some actions require code amendments; others can be implemented with little delay.

#### **Basis for Recommended Policies and Implementation Strategies**

The recommendations pertaining to the 19th and Agate commercial area include a variety of techniques addressing parking, zoning, and development practices. These techniques comprise an integrated approach which will significantly enhance the goals enumerated in the study. For example, installation of parking meters from 19th to 17th on Agate Street will more than double the limited short-term on-street parking spaces in this area. Parking on these blocks of Agate Street is currently used for all day parking by commuters to the University and, to a lesser extent, by workers constructing the new science buildings. Once metered, these spaces will better serve the commercial area.

While addition of these meters will significantly increase the availability of short-term on-street parking, it does not affect the code pertaining to off-street parking requirements for commercial establishments. The study recommends several code modifications which would pertain to this particular C-1 Neighborhood Commercial district. Two of these are to permit off-site parking and to permit shared parking facilities. These two modifications are intended to maximize the available area for parking in recognition of the existence of a number of small businesses in the 19th and Agate commercial area. These changes permit a cooperative small business approach both on and off site with respect to provision of parking.

Furthermore, in recognition of the unique characteristics of this C-1 development, as described elsewhere in this report, the study recommends a reduction of the parking requirement. This reduction is intended to increase the flexibility of commercial use for small businesses and for larger businesses which are neighborhood oriented. For larger businesses, which most likely will generate more car traffic and which are required to provide more parking spaces, some relief in number of spaces could still be obtained following participation on the part of the business in strategies to promote modes of



travel other than the automobile. Since many of the commercial lots in this zone contain more than a single business, the aggregate reduction in parking required in connection with a single commercial lot could easily become significant in terms of the goal of controlling the intrusion of large parking areas into this commercial area. Moreover, businesses which now comply with the parking code could apply for a reduction and then lease (share) some of their parking, since shared parking would be permitted.

Additionally, the study concludes that a number of parking spaces are available on a daily, all-day basis in the University lots north of 17th and east of Columbia. This site is much more conveniently located to the 19th and Agate commercial area (3-4 blocks) than to the University campus. Utilization of this space for employee parking via a lease agreement could greatly reduce the parking needs for businesses with significant numbers of employees.

Finally, the study includes a number of policies that hopefully foster the awareness of the adverse impact of the automobile on residential neighborhoods and by which alternative transportation modes might be encouraged.

The Condon School Building and Site are zoned PL Public Land and are intended for ownership and use by a public agency. The University of Oregon indicates an interest in acquiring the site and in maintaining the option of using the entire area in the future. The policies pertaining to this building and site recognize the educational and recreational roles of Condon in the past. These policies assume that continuing to combine educational and recreational activities in the future will benefit the University, the commercial area, and the residential neighborhood.

Washburne Park functions as a neighborhood park and is receiving increased use. Community members generally support continuing to use the park for passive purposes. However, two frequently expressed areas of concern were drainage and security. Soggy conditions limit the use of the park during several months of otherwise good weather. Dense vegetation buffers create areas within the park with limited visibility, thereby discouraging park use by many neighbors. The policies and implementation strategies in this study address these concerns and support the goal of providing space for quiet, passive uses.

## 19th and Agate Commercial Area

### **1. Increase availability of short-term on-street parking and decrease long-term on-street automobile storage.**

- 1.1 Install on-street meters along both sides of Agate Street from 19th Avenue north to 17th Avenue.

Discussion: Meters south of 18th Avenue should allow parking at a maximum of two hours. Meters north of 18th Avenue should allow parking for up to four hours. Meters would be installed, maintained, and policed by the City of Eugene.

- 1.2 Relocate the wheel chair ramp south of Condon School north to the intersection of 18th Avenue and Agate Street.

Discussion: Moving the wheel chair ramp will increase the number of on-street parking spaces and better serve users of the ramp.

### **2. Allow flexibility in the way required off-street parking is met for businesses in the 19th and Agate Commercial Area.**

- 2.1 Amend the Eugene code for the 19th and Agate commercial area to allow shared parking facilities.
- 2.2 Amend the Eugene code for the 19th and Agate commercial area to allow off-site parking within 400 feet.

Discussion: Amending the Eugene code involves notification of interested parties concerning the specific proposed code language prior to a public hearing held by the Eugene Planning Commission. In this case, interested parties would include the neighborhood groups and 19th and Agate business group. Following the public hearing, the Planning Commission forwards a recommendation to the City Council. Following a public hearing at the City Council level, the Council makes a final decision to approve, approve with changes, or deny the proposed code amendment.

### **3. Reduce the City of Eugene's automobile parking requirements in the 19th and Agate commercial area especially for smaller businesses and those that are least likely to generate automobile traffic.**

- 3.1 Amend the Eugene code for the 19th and Agate commercial area to reduce automobile parking requirements as follows:
- a. If the parking code would normally require a business to provide 4 or fewer parking spaces, then in the 19th and Agate commercial area no parking spaces are required when the following condition is met:
1. Secure, covered bicycle parking is provided within 100 feet of the entrance to the business.

Discussion: This assumes that the code requirements pertaining to bicycle parking requirements are maintained or increased. Refer to Policy 4.

- b. If the parking code would normally require a business to provide 5 to 8 parking spaces, then in the 19th and Agate commercial area the required parking can be reduced by 4 spaces if condition (a) above as well as the following condition is met:
  1. Demonstration by the nature of the business' services or sales, that it is neighborhood-oriented and does not depend on a larger population based for economic success. The following businesses will be considered:

Bakeries, Barber shops, Beauty Shops, Book Stores, Candy Stores, Drug Stores, Dry Cleaners, Food & Dairy Product Stores, Laundromats, Magazine & Newspaper Stores, Restaurants, Service Stations, Variety Stores, and other businesses of a similar nature.
- c. If the parking code would normally require 9 or more parking spaces, then in the 19th and Agate commercial area the required parking can be reduced by 4 spaces if the conditions under (a) and (b) above and the following additional conditions are met:
  1. Provision of off-street employee parking or other arrangement that provides strong incentives for employees to come to work by means other than private automobile.
  2. The business provides incentives to customers who walk, ride a bike or bus to the establishment. Incentives could include, for example, displaying a rack with LTD bus route maps and schedules, selling LTD tokens, and offering LTD tokens to customers who present valid bus transfers.
  3. The business contributes toward providing urban amenities in the 19th and Agate Special Area Study boundary. Amenities might include benches, low-level lights, a bus shelter, or other open space improvements.
  4. The business encourages their employees and customers NOT to park on residential streets by actions such as posting attractive signs on the front of their building to that effect.

Discussion: Determination of parking space requirements is based on the size of individual commercial uses and establishments, not the size of the entire building or structure. For example, in the "Prince Puckler's" building there are several small businesses, each of which is a separate commercial use. Reducing the parking

requirements is based on the unique characteristics of the 19th and Agate commercial area, including the high percent of customers who walk, bike, or use the bus; the large number of dwelling units in proximity to the area, including University dorms; and the large support population of University employees and students due to the nearby campus. (Refer to the customer survey and the analysis of other neighborhood commercial areas in the Appendix.)

**4. Consider amendments to the city code that increase provision of bicycle parking throughout city.**

- 4.1 Amend the Eugene City Code regarding bicycle parking, by separating bike parking requirements from auto parking requirements, tying bike parking requirements to the size of the proposed use, without regard to the zoning district in which it is to be located.

Discussion: Currently, bicycle parking (referred to as bicycle storage in the code) is required in conjunction with development of multiple family dwelling units, without regard to the zoning district. For all other forms of development, the requirement for bicycle parking exists only when the use is located in an industrial district or certain commercial districts. The amount of required bicycle parking is based on the automobile parking required for the proposed use, and is that number of bicycle parking spaces equal to 10% of the required auto parking spaces.

This proposed amendment would address bicycle parking needs associated with all types of development regardless of the zoning district. The amount of bicycle parking would be based on the expected demand rather than being tied to the parking requirements for automobiles.

**5. Apply additional City regulations affecting design of new developments in the 19th and Agate Commercial Area.**

- 5.1 Attach Site Review to all properties zoned C-1 Neighborhood Commercial within the 19th and Agate commercial area. The Site Review should address:

- a. Compatibility with the surroundings, particularly when residential in character.
- b. Efficient, workable, and safe interrelationships among building, parking, circulation, open space, and landscaped area, as well as related activities and uses.
- c. Signs and illumination in scale and harmony with the site and area.
- d. Safe and efficient ingress and egress.

Discussion: The City of Eugene would initiate the application of the Site Review to all C-1 Neighborhood Commercial zoned properties in the area. Notification of the proposed Site Review criteria would be sent to interested parties prior to a public hearing conducted by the Eugene Hearings Official. Once Site Review is attached then new development affected by the site review would

require conformance with the criteria prior to issuance of a building permit.

In order to avoid requirement of Site Review on minor improvements to existing development, specific direction will be provided at the time of attachment of the Site Review to affected properties. In general, the requirement for Site Review procedures would come into play when exterior remodeling, alteration or additions would involve an improvement where the building permit value of the work equals 15 percent or more of the assessed value of improvements already on the property. The intent of this provision is to exempt interior improvements or minor exterior improvements from going through the site review process.

**6. Enforce zoning and parking requirements in the 19th and Agate Commercial Area.**

Discussion: To some extent, congestion and parking problems in the 19th and Agate area appear to be due to lack of enforcement of off-street parking and zoning requirements pertaining to some of the existing businesses and buildings within this neighborhood commercial district. In addition, enforcement actions have in some cases been postponed pending the results of this study. In addition to the amendment of certain code provisions in response to some of these problems, adequate levels of code enforcement are felt to be necessary in maintaining the character of the 19th and Agate commercial area and its compatibility with the surrounding residential areas.

**7. The 19th and Agate Commercial Area shall not be expanded beyond the boundaries of those parcels currently zoned C-1, Neighborhood Commercial District.**

Discussion: This policy applies previously-adopted policy direction prohibiting expansion of non-residential zoning, to those portions of the 19th and Agate Special Area Study which lie outside the Fairmount Study area.

## General Traffic and Circulation

- 8. Encourage drivers to use arterials and avoid use of collector and local streets for trips through the Fairmount and South University neighborhoods.**
  - 8.1 The City should use signing and traffic management techniques to encourage use of 18th Avenue rather than 19th Avenue for through traffic movements.
  - 8.2 The City should consider changes in signing at the intersection of Orchard Street and 19th Avenue making it a four-way stop, or re-turning signing to provide stop signs in the north-south direction.
  - 8.3 The City should consider changes at the intersection of 19th Avenue and Agate Street to make it safer during peak times when elementary school children are using the intersection.
  - 8.4 The City should install wheel chair ramps at the northeast corner of the 19th and Agate intersection.

Discussion: Traffic circulation through the neighborhood was evaluated as one of the first steps in the 19th and Agate Special Area Study. Agate Street and 18th Avenue currently function as minor arterials, while 19th Avenue serves as a collector street. The role of arterials is to handle through traffic movements, while the role of collectors is to collect traffic originating in the area and distribute that traffic to the arterial system.

This policy and the associated implementation strategies are intended to discourage use of 19th Avenue and Orchard by traffic by-passing the established arterials and cutting through the surrounding neighborhoods.

- 9. Encourage the University of Oregon to continue to promote the use of alternative transportation modes and to discourage the use of the automobile.**
  - 9.1 Provide students, faculty, and staff with LTD bus passes with U of O registration or employment. (Note, the measure to provide passes to students was approved in a campus-wide election in Spring, 1988.)
  - 9.2 Use media and U of O publications to encourage transportation alternatives, specifically bus, bike, and walking.
  - 9.3 Work with LTD to improve safety around the bus stop on 19th Avenue east of the 19th and Agate intersection.
- 10. Discourage long-term automobile parking on residential streets by non-residents.**
  - 10.1 Encourage the University and Fairmount neighborhood to examine the need for a preferential parking program in the neighborhood.

Discussion: Due to potential overflow of business related parking on Columbia and Agate, these streets should be specifically considered for a preferential parking program. The South University Neighborhood currently has a preferential parking program for a portion of the neighborhood.

10.2 Encourage the University to consider allowing businesses in the area to use available space in existing parking lots in the east campus area, such as the lots at 17th and Moss and north of Condon School Building.

**11. Reduce problems of dust and noise generated by vehicular traffic on the alley east of Condon School.**

11.1 Install a barricade in the alley that provides for rear access to the Condon School building and off-street parking but prevents through vehicular traffic movements. Maintain through traffic movements for bicyclists and pedestrians. Because of the anticipated reduction in the volume and speed of automobile traffic, do not pave the alley.

11.2 Evaluate the impact of the barricade on reducing problems of dust and noise. If problems still exist, consider paving the alley or implementing some other method of reducing dust and noise.

Discussion: Barricading the alley would not completely eliminate dust, but would likely eliminate many dust problems because of the reduced traffic on the ally. Barricading the alley would require review by adjacent property owners and police, fire, and emergency personnel.

For further information regarding alternative alley improvements, refer to the Appendix.

## Condon School Building and Site

12. Encourage the University of Oregon to continue to operate the building in a way that: 1) serves University needs, 2) provides for community access and use, and 3) is compatible with the surrounding neighborhood residences and businesses.

Discussion: The University recognizes that the Condon School site, located on the southern periphery of the campus boundaries, offers an opportunity to make the transition from general institutional campus uses to the adjacent residential and commercial uses. The University should continue to maintain and operate the building and site in a way that recognizes this connection to the neighborhood.

13. Encourage the University of Oregon to enhance the use of the site in a way that: 1) serves University needs, 2) provides for community access and use, and 3) is compatible with the surrounding neighborhood residences and businesses.

Discussion: This policy recognizes that the University of Oregon plans to either continue to lease or acquire the Condon School site from 4-J and will plan, administer, and oversee any improvements on the site through its normal campus planning processes. At this time, the University has no plans for the alteration, improvement, or further development of the property. It can be expected, however, that as the campus develops eastward, this site may be further developed for institutional purposes.

The University has continued to allow use of the existing play equipment at the southern end of the Condon School site; the University is not in a position, however, to operate, maintain, or provide for an enhanced play area.

The 19th and Agate Special Area Study Task Force discussed the value of the existing play area and open space, and developed some very schematic designs of what the area on the southern end of Condon School could look like, developed either with or without a parking lot on the site. The schematic designs incorporated a variety of features and may or may not be implemented as shown. Improvements of the Condon School site will depend on several factors such as University needs and financial resources. Financial resources for playground/open space enhancements, for example, need to be explored with strong community involvement.

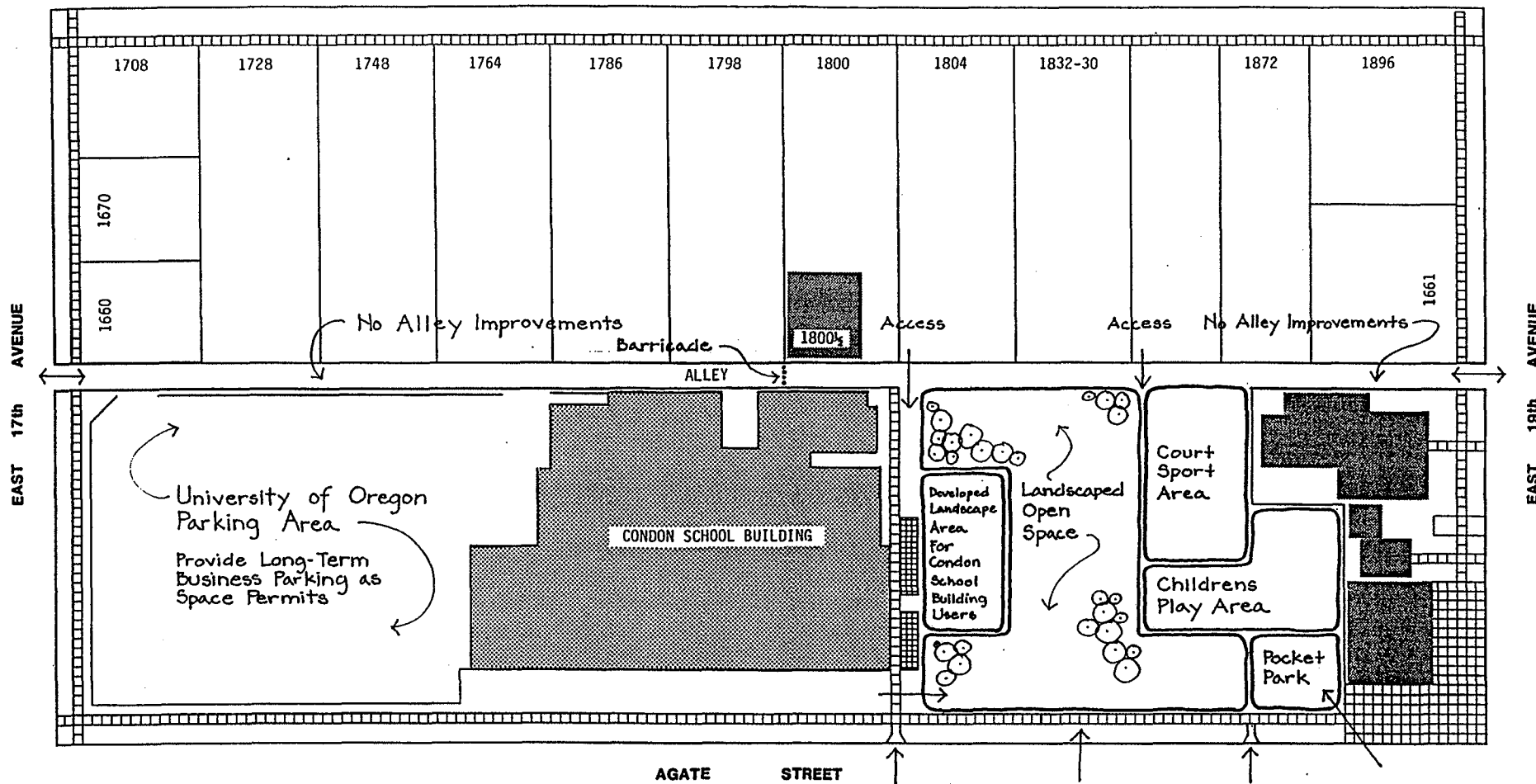
- 13.1 Recognizing the asset that the existing playground and open space represent in their location at the southern end of the Condon School building. Consider developing a design of the area which incorporates the following factors:
  - a. A quiet buffered area south of the Condon School Building that offers an attractive, passive setting for users of the building.



- b. A small pocket park to create pleasant outdoor open space at the south end of the site and to provide seating area for customers, employees, and community members with visible, direct access for bicyclists and pedestrians from Agate Street.
  - c. Improved/replaced playground equipment as needed to provide an active play area for children in a variety of age groups.
  - d. An active recreational area for adults. (A schematic design of a proposal for the area is attached.)
- 13.2 If parking continues to be a problem five years after adoption of this study, interested parties may request re-consideration of a small parking lot immediately north of the existing businesses on the Condon School Building site to respond to on-going parking needs. The evaluation will include an assessment of how the area south of Condon School Building is being used. (A schematic design including a small parking lot is attached.)

Discussion: The Condon School building and site is zoned PL Public Land and is intended for ownership and use by a public agency. The University of Oregon indicates an interest in acquiring the site and in maintaining the option of using the entire area in the future. Prior to development of an off-street parking lot, a conditional use permit would need to be approved by the Eugene Hearings Official following a public hearing; at that time the public agency must declare that the land is not needed for public purposes. The conditional use permit would evaluate issues such as compatibility and safe circulation. The permit can only be granted for a period of up to ten years. After ten years another public hearing is conducted and a determination must again be made that the land is not needed for public purposes.

COLUMBIA STREET



AGATE STREET

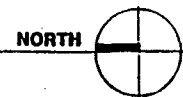
Access Points  
CONDON SCHOOL BUILDING AND SITE RECOMMENDATION

SEE ITEM 13.1

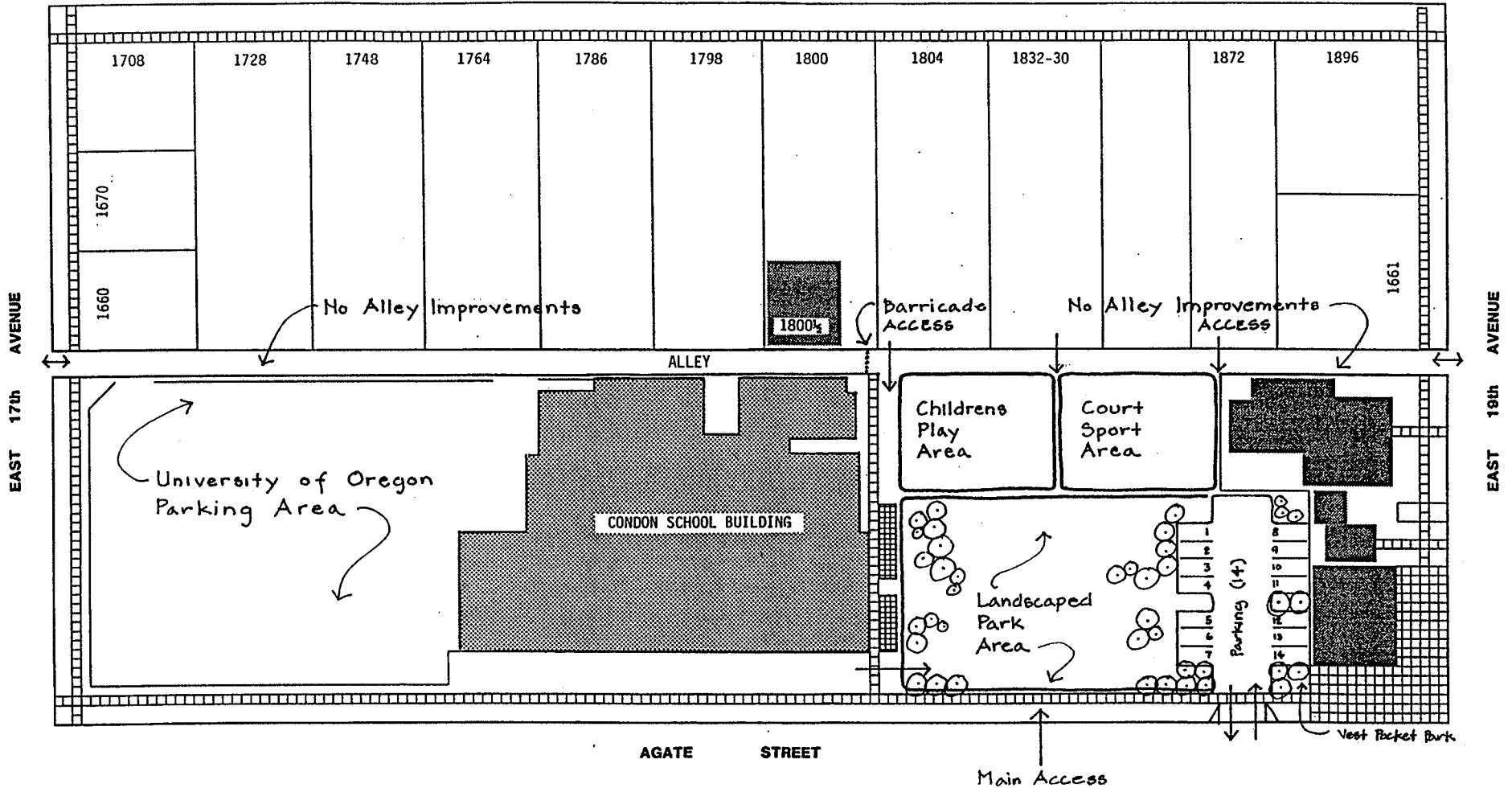
19th & AGATE SPECIAL STUDY AREA

CONDON SCHOOL BUILDING SITE & VICINITY SCHEMATIC

APPROX. SCALE : 1" = 50'

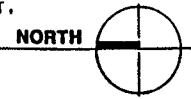


COLUMBIA STREET



LONG-TERM ALTERNATIVE PROPOSAL  
SEE ITEM 13.2

NOTE: NEW PARKING LOT IN THIS LOCATION WOULD RESULT IN A LOSS OF TWO ON-STREET PARKING SPACES ON AGATE STREET.



19th & AGATE SPECIAL STUDY AREA  
**CONDON SCHOOL BUILDING SITE & VICINITY SCHEMATIC**

APPROX. SCALE : 1" - 50'

#### IV. FINDINGS:

Findings are based on data collection and analysis and on community perceptions. They primarily reflect issues identified during the study process that are addressed in the study. They provide the support for the policies and implementation strategies.

##### 19th and Agate Commercial Area

1. The 19th and Agate Commercial Area is the area zoned C-1 Neighborhood Commercial as indicated on the Zoning Map following page 19. The largest portion of the commercially zoned property is located on the northwest corner of 19th and Agate Street. This quarter block section abuts land zoned R-4 High-Rise Multiple Family Residential and characterized by larger apartment complexes. The southwest corner of the commercially zoned area is adjacent to land to the west zoned R-3 Multiple-Family Residential and characterized by fraternities and to the south by land zoned R-1 Low Density Residential and characterized by single family homes. East of Agate Street the commercial zoned areas abut land to the south and east zoned R-1 Low Density Residential and characterized by single family homes and to the north zoned PL Public Land and used as a public playground as part of the former Condon School building and site.
2. There are 12 businesses in the 19th and Agate Commercial Area including 1) restaurants/deli's (Book and Tea, Garden of Earthly Delights, Giant Grinder, Prince Pucklers, Arnold's; 2) gas station and repair garage (Sunny Station); beauty shop (Hair Loft); clothing store (Tiger in the Rain); laundromat (Golden Washboard); stereo store (Stereo Workshop); video store (Agate Video); and grocery store (Tom's Market). (Refer to map showing existing businesses following page 19.) The business space at 1473 East 19th is vacant. There are also two single family residences in the area zoned commercially. They are located immediately east of the alley between Emerald and Agate Streets on the south side of 19th Avenue. (Data as of April, 1988.)
3. Of the range of C-1 Neighborhood Commercial areas in the City, the 19th and Agate area is most similar to 24th and Hilyard and 28th and Friendly in terms of overall size, relative scale of uses, and location on an intersection. The 19th and Agate area is distinct primarily due to a larger residential population within walking distance and its location near the major employment/activity center provided by the University of Oregon. (Refer to the memorandum regarding a C-1 Neighborhood Commercial Study in the Appendix.)
4. The residential support population for the 19th and Agate Commercial Area is indicated by 583 dwelling units within 1/4 mile, 1,940 dwelling units within 1/2 mile, and 4,926 dwelling units within a mile. Total (1980) population within this same area includes 1516 people living within 1/4 mile, an additional 5200 people (for a total of 6716) living within 1/2 mile, and an additional 10,943 people (for a total of 17,659) living within one mile of the 19th and Agate intersection. (See Commercial Area Support Population Map following page 19).

5. In the fall of 1986, the City of Eugene conducted a survey of customers using the businesses in the 19th and Agate commercial area to determine what type of transportation they normally use to get to the various establishments. Based on the survey, the percent of customers using foot or bike ranged from a high of about 74% at Arnold's to a low of about 37% at Puttin on the Ritz- a retail clothing store no longer in business. (Currently building is used by Tiger in the Rain.) The over-all total percentages of the various transportation modes to all businesses surveyed was: walk- 36.4%, bike- 11.11%, motorbike- 1.81%, car- 50.38%, and bus- .3%. Businesses that participated in the survey included Arnold's, Book and Tea, Giant Grinder, Hair Loft, Puttin on the Ritz, and the video store. Refer to customer survey in the Appendix.
6. Four of the businesses do not currently meet City parking requirements. These uses have been grandfathered-in since they were in existence prior to the establishment of the City's parking requirements. They can continue to operate without meeting parking requirements as long as the use remains the same, they are: Prince Pucklers, Golden Washboard, The Garden of Earthly Delights, and Tom's Market. (Data as of April, 1988.)
7. Two of the businesses are substantially out of compliance with the current parking requirements and are not covered by the "grandfathering" provisions of the Code, they are: Book and Tea and Arnold's. Book and Tea expanded the amount of area for restaurant seating without increasing the amount of required parking. Arnold's expanded its business to include a tavern without City review and provision of parking. (Data as of April, 1988.)
8. The Sunny Service Station is operating under a Conditional Use Permit (CU 82-9) and is currently in violation of the condition in the permit that states that no vehicles will be stored on-street, within the driveway aprons, or across the sidewalk. The number of vehicles stored on-street fluctuates.
9. There are currently six types of commercial uses in the area with parking requirements as follows:

retail	1 space/300 sq. ft.	gross floor area		
restaurant				
non-seating	1/400	"	"	
seating	1/60	"	"	
hair salon	1/75	"	"	
laundry	1/200	"	"	
office	1/400	"	"	
service station/repair garage	No parking code requirements			

10. On February 8, 1988, at the request of the 19th and Agate Task Force, a survey of businesses was conducted by Tom Bowerman, a member of the Task Force. The survey indicates estimates of the square footages of the businesses, the uses, the off-street parking available, and the parking required according to the City code. (A copy of the survey is included in the Appendix.) Below is a summary of key information obtained.

PARKING MATRIX				Total Unmet Business Needs*
Business Name	Existing Parking	Parking Required (Current Code)	Grandfathered Use	
Tiger in the Rain	5	5	No	0
Stereo Loft	2	2	No	0
Garden of Earthly Del.	0	2	Yes	0
Golden washboard	0	4	Yes	0
Prince Pucklers	0	6	Yes	0
Giant Grinder	19	19	No	0
Agate Video	6	6	No	0
Vacant (retail)	3	3	No	unknown
Arnolds Building (near Loft & Arnolds)	6	20	No	unknown
Book & Tea	6	16	No	8-10
Sunny Station	0	0	No	16
Tom's Market	5	7	Yes	3

\*The column titled "Total Unmet Business Needs" reflects parking needs perceived by the businesses BEYOND the existing parking that is available.

11. Based on the current parking requirements in the City code, the area shows a shortfall of between 38 and 42 parking spaces. The range in the shortfall exists since the parking requirements were based on estimates of square footages. For example, one business shows a two space parking shortfall based on the estimates while previously found in compliance with the Code. Some increased parking can be provided in the existing commercial area. For example, Book and Tea owners indicate they can provide an additional ten spaces on their development site.
12. In July, 1987, a survey was conducted of businesses in the 19th and Agate commercial area to determine specific business parking "needs" as perceived by the businesses without regard to what is required to meet the City code. Six businesses completed survey forms including Book and Tea, Prince Puckler's, Tiger in the Rain, Stereo Workshop, University Sunny Station, and Garden of Earthly Delights. The survey showed that an estimated 25 to 47 total additional parking spaces are needed by the businesses. The businesses reported that they will need an additional 12 to 22 parking spaces if they expand the size of their businesses as planned. (Refer to 19th and Agate Business Group Parking Evaluation Survey in the Appendix.)
13. On February 25, 1988 a questionnaire was distributed by Olivia West, a Task Force member, to the businesses requesting input on various options being considered. As of March 2, 1988, three businesses had responded including Sunny Station, Garden of Earthly Delights and an anonymous business. Of the three businesses, all were in favor of amending the

current parking code requirements and all were in favor of development of Condon School parking lot. Two were in favor of shortening the existing on-street parking time limits while one was in favor of lengthening the time limits to meet employee parking needs.

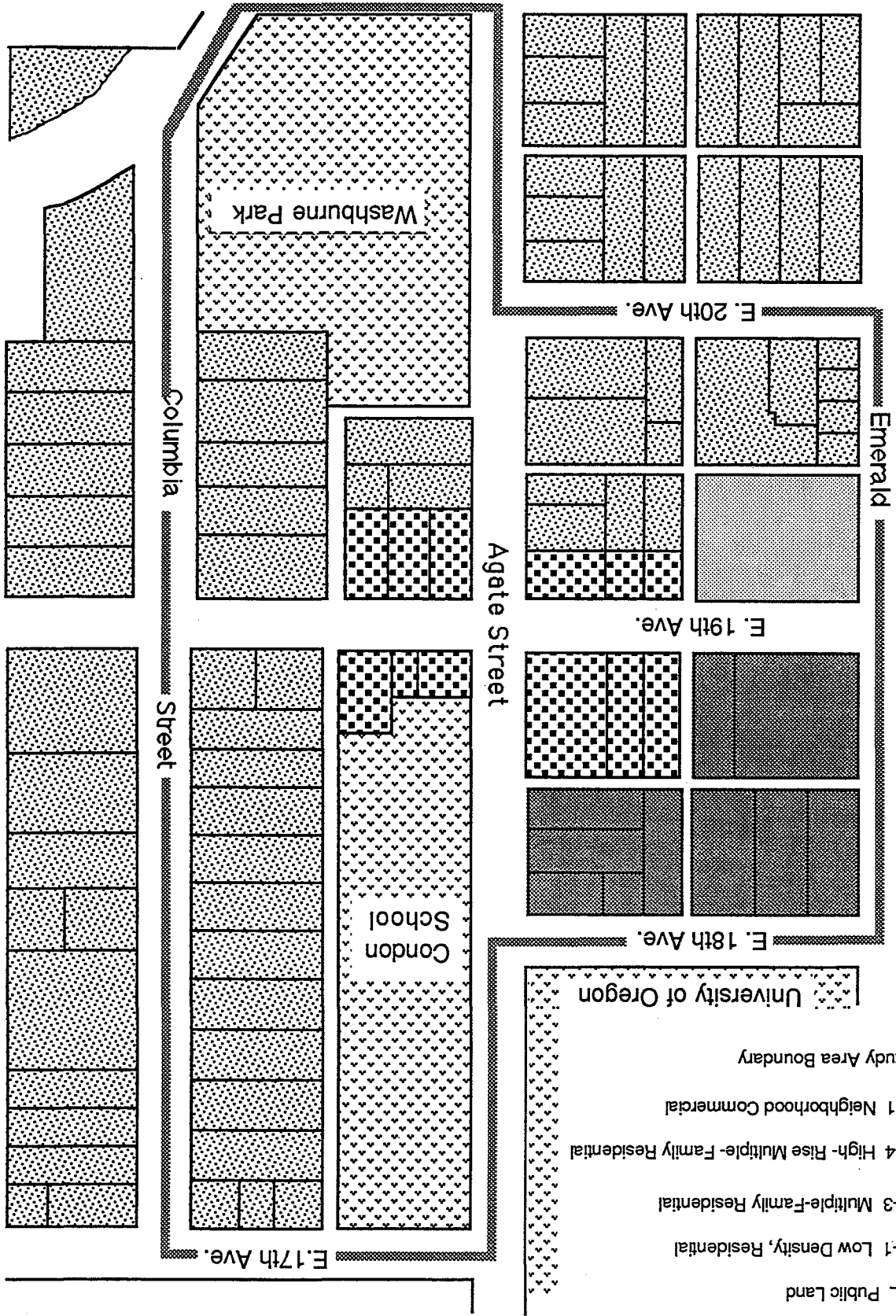
14. At the request of the Task Force, the 19th and Agate Businesses conducted a meeting on March 9, 1988, to provide information concerning the role of the Task Force and their parking needs. Six businesses were represented including Stereo Workshop, Book and Tea, Giant Grinder, Agate Video, Sunny Station, and the property owner of the Tiger in the Rain. The businesses requested that findings about the commercial area contained in the Fairmount/University of Oregon Special Area Study be referenced in the 19th and Agate Special Area Study. The business group also indicated two strong concerns: 1) they perceived the need for more off-street parking, and 2) would like to see a reduction in the City parking code requirements.
15. Due to existing development patterns, the options for providing new off-street parking in the commercial area are extremely limited without demolition or removal of existing buildings.
16. Due to the City's current resource limitations, code enforcement actions are initiated through a complaint process. The City responds to public complaints concerning zoning, sign, and environmental issues. The City does initiate enforcement actions in cases that are health or safety related.

Note: Findings continue following maps.

# 19th & Agate Special Area Study

ZONING DESIGNATIONS as of April 1988

- PL Public Land
- R-1 Low Density, Residential
- R-3 Multiple-Family Residential
- R-4 High-Rise Multiple-Family Residential
- C-1 Neighborhood Commercial
- Study Area Boundary



Note: The boundary of Washburne Park includes the southern most tax lot zoned R-1 along the west side of Columbia Street.



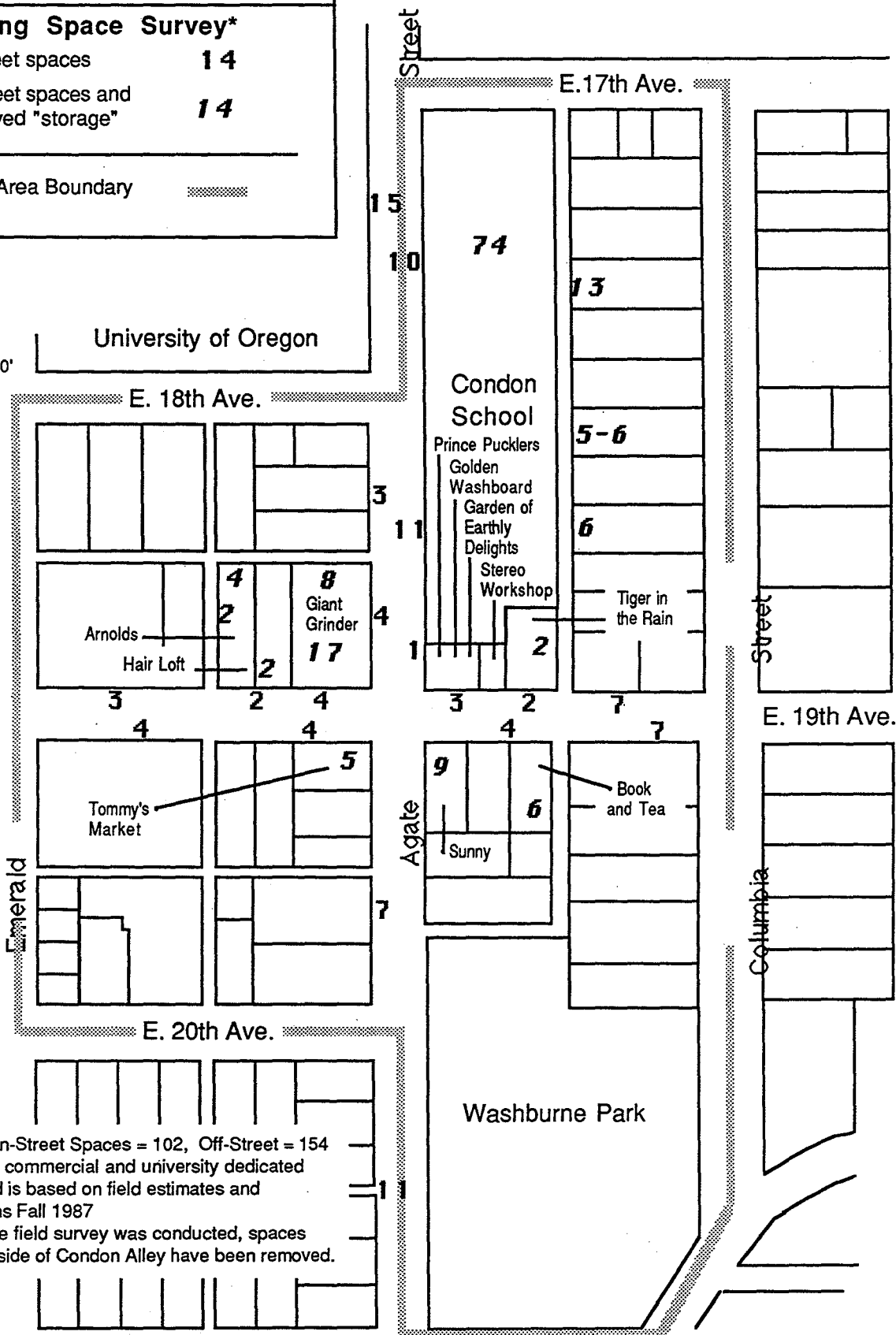
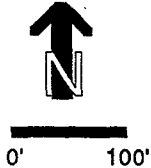
# 19th & Agate Special Area Study

## Legend

### Parking Space Survey\*

On-street spaces	<b>14</b>
Off-street spaces and Observed "storage"	<b>14</b>

Study Area Boundary







\* Totals: On-Street Spaces = 102, Off-Street = 154  
 Includes all commercial and university dedicated parking and is based on field estimates and observations Fall 1987


Note: Since field survey was conducted, spaces along east side of Condon Alley have been removed.

# 19th & Agate Special Area Study

*Legend*

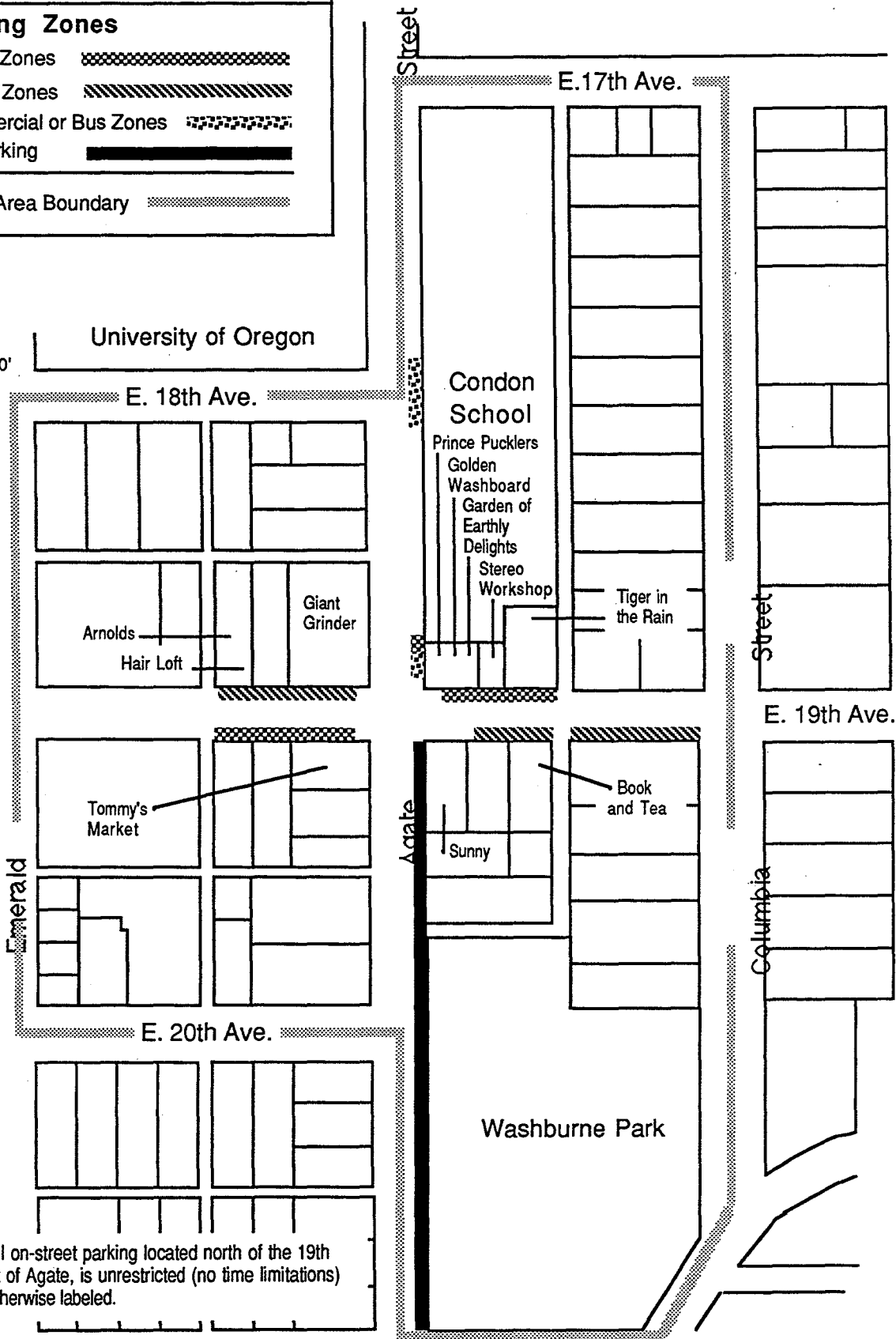
**Parking Zones**

- 1 Hour Zones 
- 2 Hour Zones 
- Commercial or Bus Zones 
- No Parking 

Study Area Boundary 



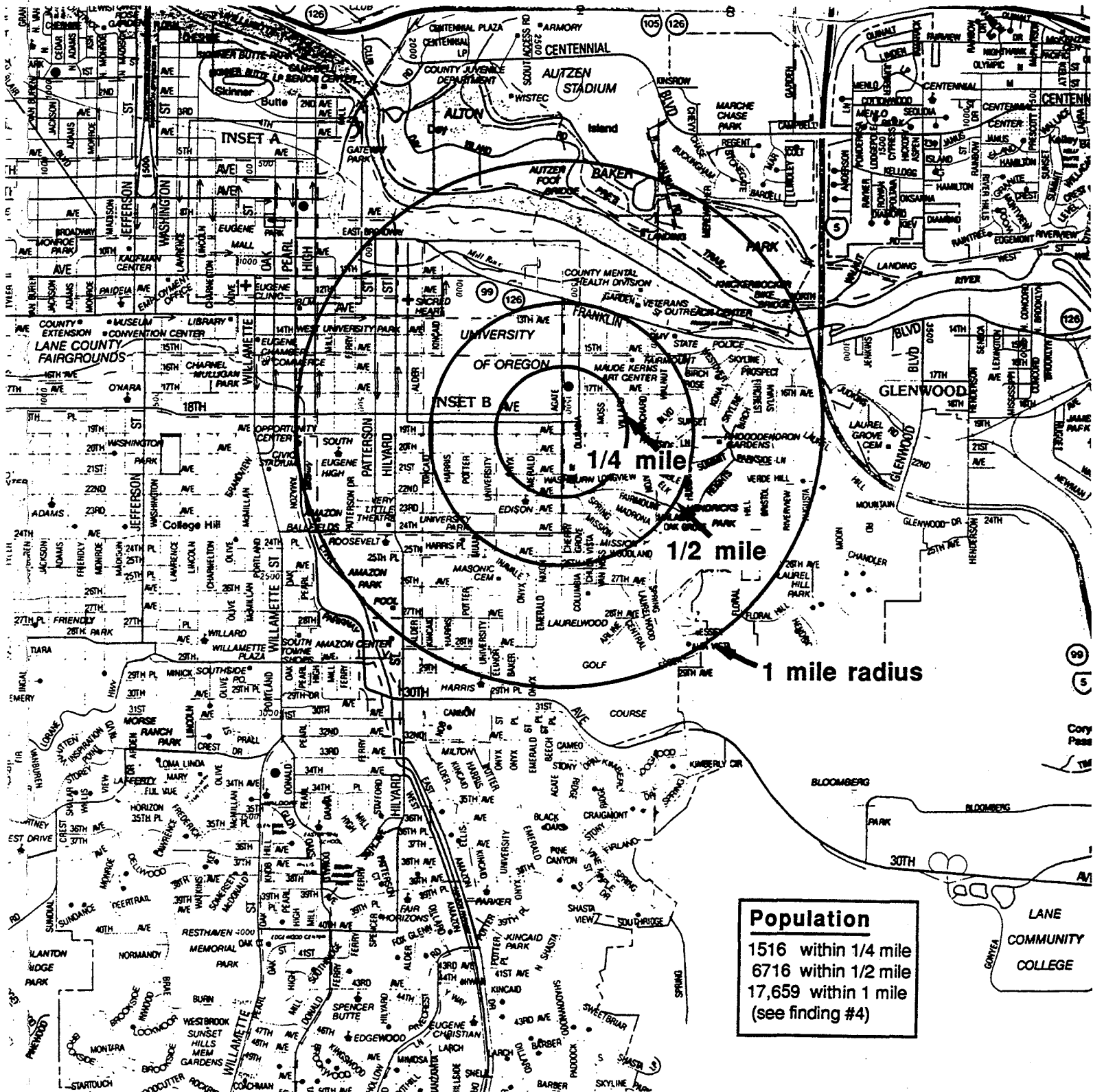
0' 100'



Note: All on-street parking located north of the 19th and east of Agate, is unrestricted (no time limitations) unless otherwise labeled.

# 19th & Agate Special Area Study

## Commercial Area Support Population



Population	
1516	within 1/4 mile
6716	within 1/2 mile
17,659	within 1 mile
(see finding #4)	

99  
5

Cory  
Pass  
TM

LANE  
COMMUNITY  
COLLEGE

## General Traffic Circulation and Parking

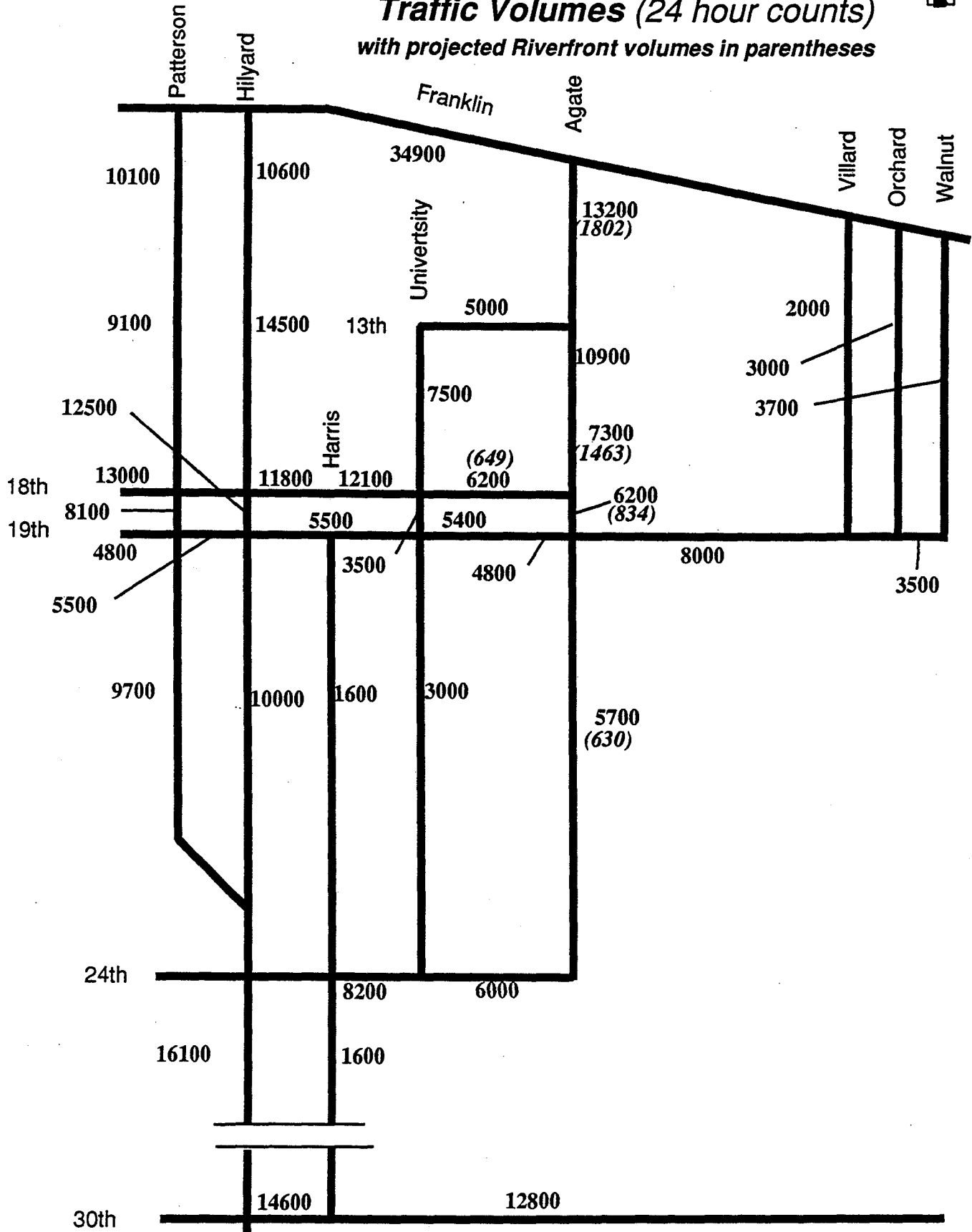
17. Within the study boundary, Agate Street and 18th and 19th Avenues play important roles in the City's transportation system. Agate Street and 18th Avenue each serve as minor arterials, generally have larger volumes of traffic, serve as a link to major arterials such as Franklin Boulevard, and carry more through traffic than collectors. As a collector, 19th Avenue carries lower volumes than arterials such as Agate Street, serves to collect traffic from adjacent or residential streets and provides a link between minor arterials and local streets. (Refer to maps titled Traffic Volumes, Arterial System, Relative Traffic Flows, and Major Paths of Travel following page 20.)
18. With the exception of the University of Oregon campus itself, most of the area east of Hilyard Street, south of Franklin Boulevard, and north of 30th Avenue is fully developed according to existing City plans. As a result, increases in private developments are unlikely to significantly impact traffic volumes in the 19th and Agate Study Area. Construction of new parking garages on the University campus could impact traffic volumes on both Agate Street and 19th Avenue either negatively or positively, depending on their location and impact on existing traffic circulation caused by cars looking for places to park. Due to the anticipated development of Riverfront Park north of Franklin Boulevard, some increase of volumes on Agate Street and 18th Avenue is expected. (Refer to the map titled Traffic Volume following page 20.)
19. In the adopted metropolitan wide transportation plan (TransPlan), there are no scheduled street widening or alterations in the study area. Intersection signalization is scheduled for 15th and Agate and 18th and Agate with the higher priority being at 15th and Agate.
20. Within the Study boundary, there are currently 102 on-street parking spaces along Agate Street and 19th Avenue. On-street parking is not regulated on portions of the streets while in other portions of the streets there are signed parking time zones. If the area is metered or marked, there would be an overall reduction in parking spaces. (Refer to the maps titled Parking Space Survey and Parking Zones following page 19.)
21. The University of Oregon recognizes it has a current parking shortage of about 1,200 spaces and is exploring construction of a new parking garage on campus to help alleviate the problem. Parking is provided at various locations on the University campus to serve campus-wide parking needs. Lots are designated for different users including staff, faculty, students, and visitors. While there is a parking shortage on campus, some lots, such as the one north of Condon School and at 17th and Moss, are not fully utilized based on observations taken in Spring, 1988.
22. The alley to the east of Condon School is unpaved and has been identified as a problem in terms of noise, dust, and volume and speed of traffic.

Note: Findings continue following maps.

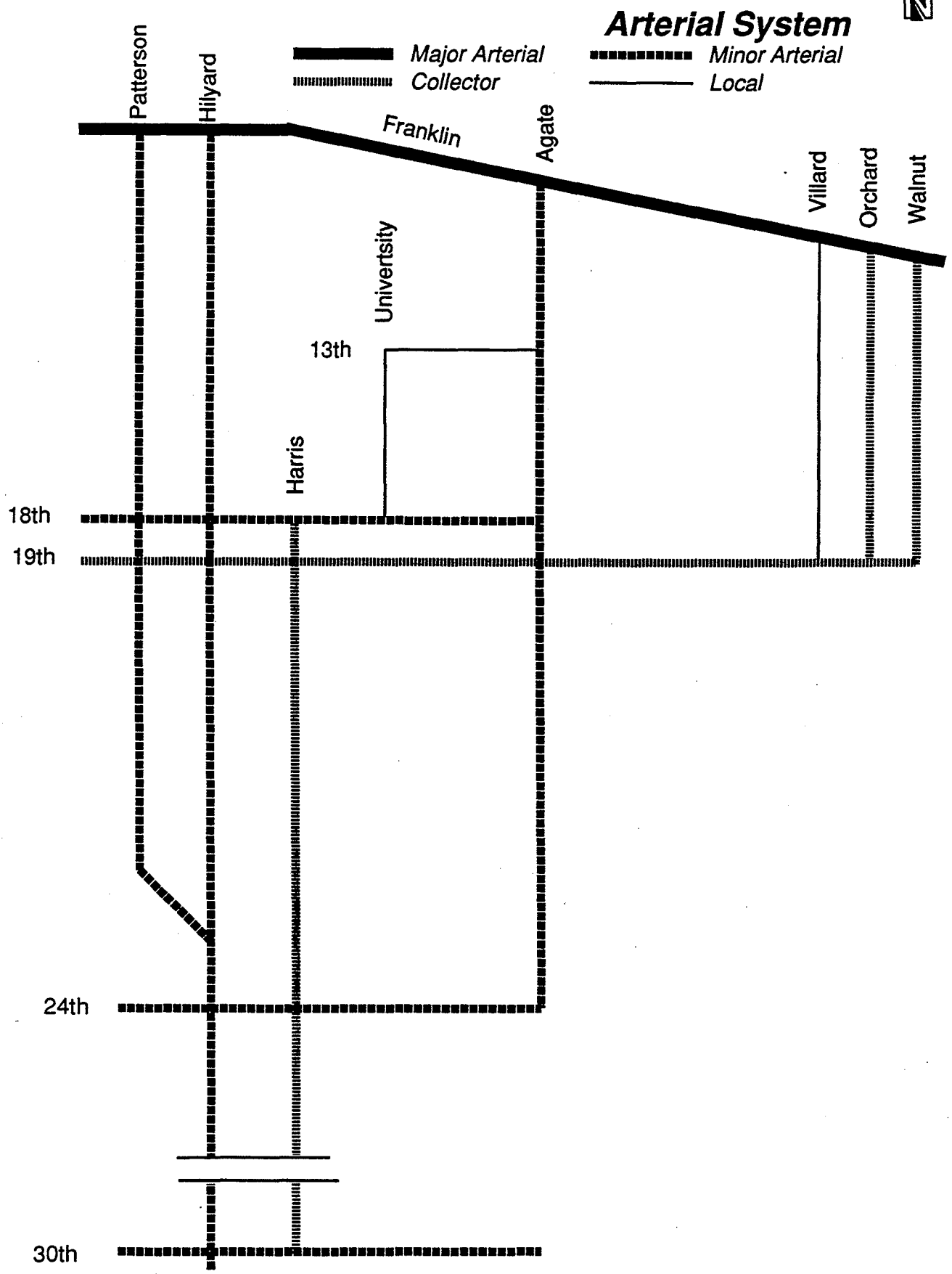
# 19th & Agate Special Area Study



**Traffic Volumes (24 hour counts)**  
*with projected Riverfront volumes in parentheses*

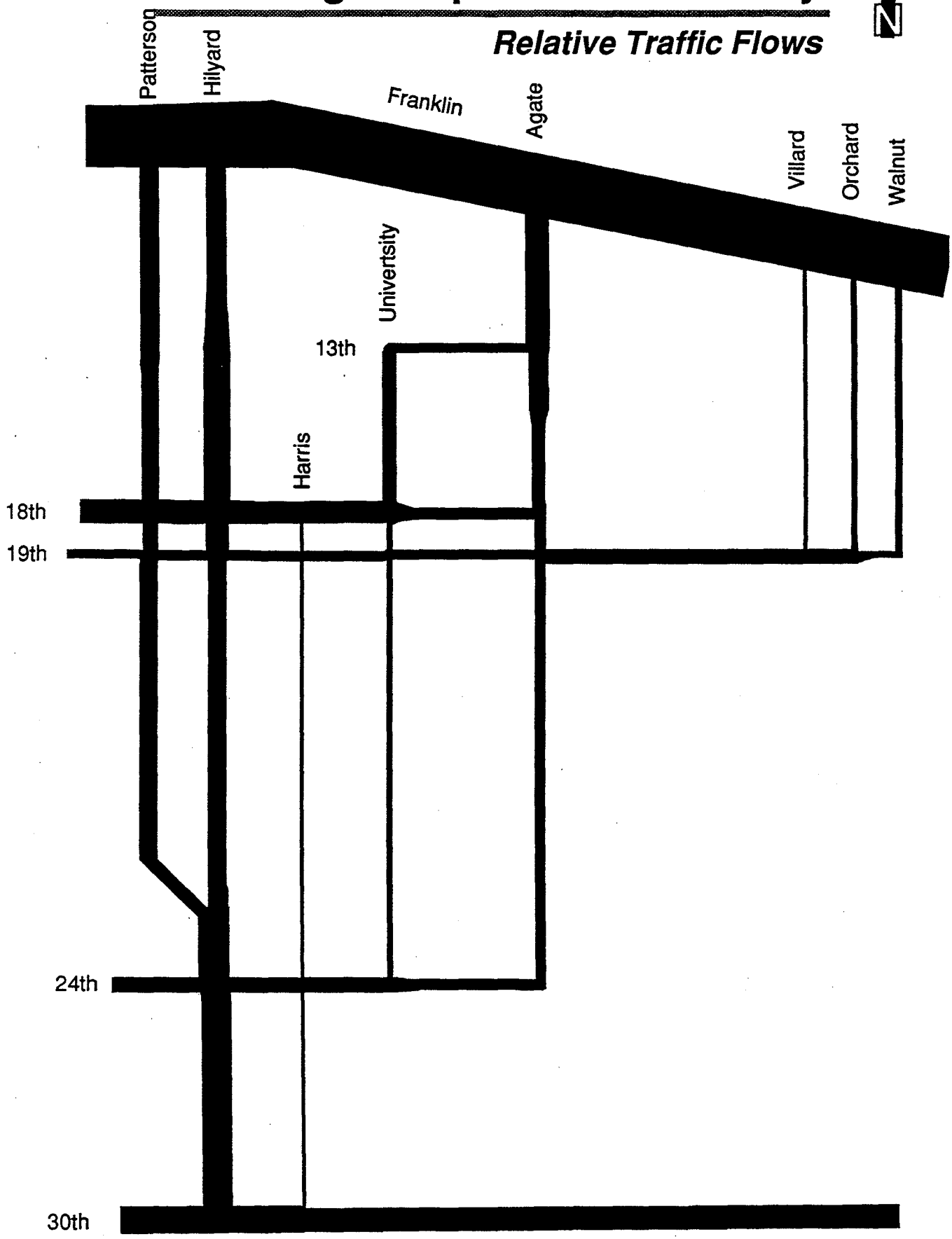


# 19th & Agate Special Area Study



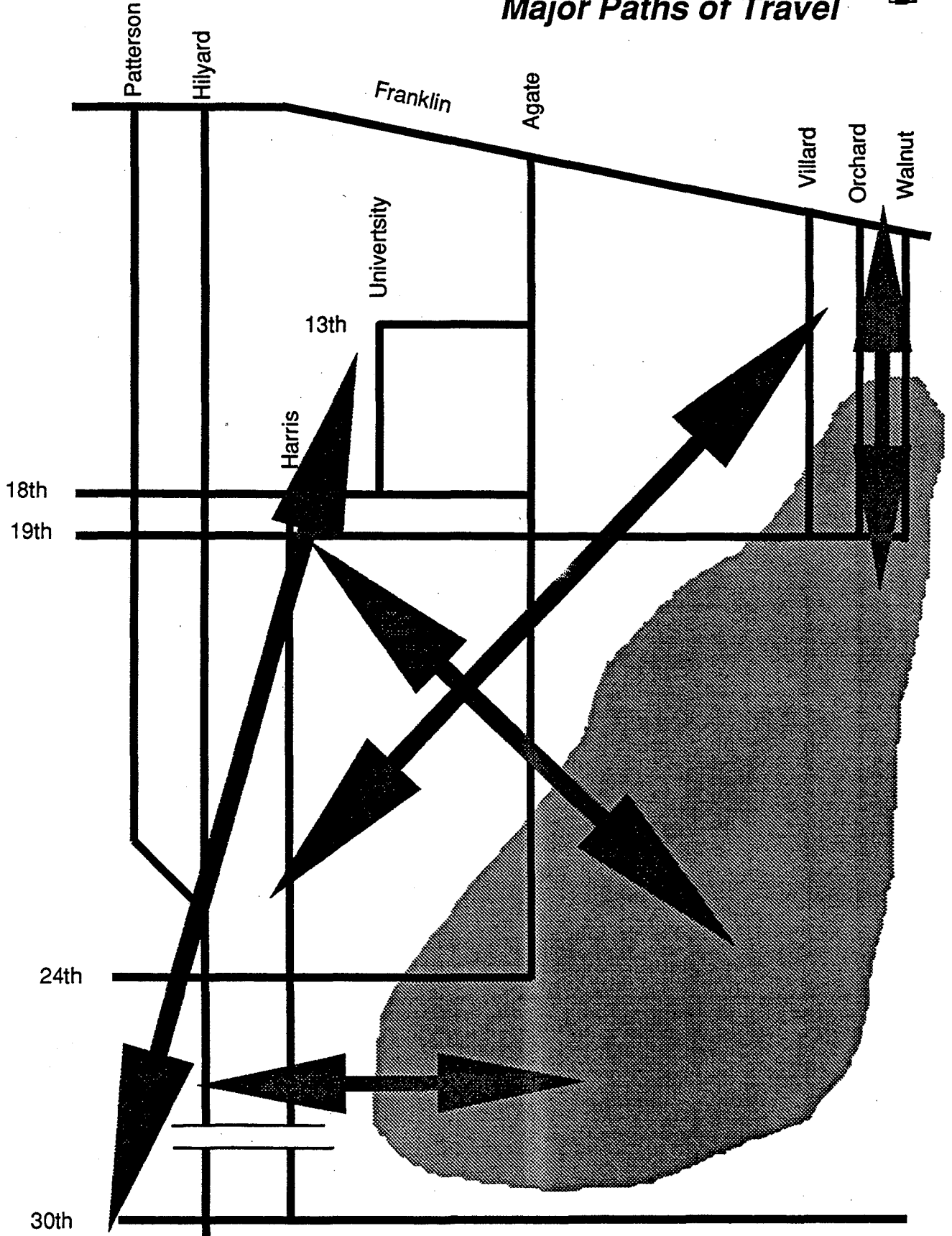
# 19th & Agate Special Area Study

## Relative Traffic Flows



# 19th & Agate Special Area Study

## Major Paths of Travel





### Condon School Building and Site

23. In 1925, Theodore Roosevelt Junior High School was constructed on the current Condon School site. It was reported to be one of the most modern schools of its period with a 900 seat auditorium. It was built at the same time as Woodrow Wilson Junior High School- now called Lincoln School. Both buildings were constructed for \$250,000. The architect was F. Manson White, a prominent Portland architect.
24. In the 1950's the school was converted to elementary use and renamed Condon Elementary School after a noted Oregon geologist and University of Oregon professor, Thomas Condon.
25. In 1984, Condon School building and site were leased by School District 4J to the University of Oregon. The building primarily houses the University's Center for Advanced Technology and Education (CATE). The school of Architecture and Allied Arts and the University of Oregon's Continuation Center also use space within the building. The 4-J School District and Lane Education Service District share use of the CATE computer lab.
26. About 80 University staff and between 300 and 500 students use Condon School daily.
27. The uses and square footages of use in Condon School and the Annex consist of the following: a) office space, 9,449; b) instructional space, 11,072; c) community resource center/conference room, 1,275; d) auditorium, 5,114; e) miscellaneous (janitorial, storage, rest rooms, halls), 13,606.
28. The northern portion of the Condon School site was changed from a play area to parking in 1984. The Parking lot contains 72 spaces and is designated for University staff and visitor parking only.
29. Within one mile of Condon School there are 1,161 children enrolled within School District 4J in kindergarten through 8th grade, 62% (722) children live within 1/2 mile and 7.2% (86) children live within 1/4 mile of Condon School. The East Campus Housing Area contains about 128 preschool and school age children. Of those children, 33 range in age from three to six years old. In the University of Oregon childcare program, there were 105 children on March 9, 1988. Children from this program do use the playground south of Condon School except for those under three years old (there were twelve in this group).
30. The playground at the Condon School site was designed and built with private funds and volunteer labor in 1977. The site is now used by the University of Oregon Child Care Program and community members, especially from the East Campus Housing Area.

## Washburne Park

31. Washburne Park was privately developed by the Washburne family as a passive park for public enjoyment. It was acquired by the City in 1962 and contains about 4.68 acres. It is designated as a neighborhood park and as such, its function is to serve the immediate neighborhood. (Defined as people living within walking distance, generally perceived to be less than one half mile.)
31. The playground at the Condon School site was designed and built with private funds and volunteer labor in 1977. The site is now used by the University of Oregon Child Care Program and community members, especially from the East Campus Housing Area.
32. Public sentiment supports continuation of the park for quiet, passive uses. The need for active recreation space is met within walking distance of Washburne, notably the former Condon School site (2 blocks north), Edison School (4 blocks southwest), and University Park (6 blocks southwest).

# Appendix

## **CONTENTS**

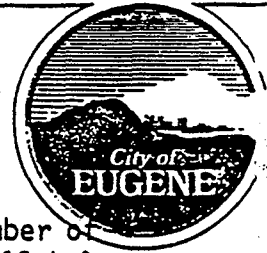
- 19Th and Agate Business Group Parking Evaluation Survey
- 19Th and Agate Customer Transportation Survey
- 19Th and Agate Parking Analysis
- C-1 Neighborhood Commercial Study
- Information Obtained from Other Communities
- Alternative Improvements to Alley East of Condon School

19th and Agate Business Group  
Parking Evaluation Survey

Following are the results of a survey evaluating parking needs of the 19th and Agate Business Group from questions identified by the Eugene City Planning Department. The survey was distributed at the 19th and Agate Business Group meeting on Wednesday, July 15, 1987. Six evaluation forms were returned completed. The businesses responding were Book and Tea Shop, Prince Puckler's, Tiger in the Rain, The Stereo Workshop, University Sunny Station, and Garden of Earthly Delights.

- . In answer to the question, "How many parking spaces do you need for your present level of business activity?", respondents replied, from 0 to 9 for the low estimate, totaling 25 spaces; and from 0 to 20 for the high estimate, totaling 47 spaces.
- . Two of the respondents stated they planned on increasing the size of their present businesses. If those businesses were to expand, they would need from 12 to 22 additional spaces in total.
- . The respondents stated they would be willing to pay \$0.00 to \$20.00 per month per parking space.
- . In answer to the question regarding who should administer a parking lot at the south end of the Condon school property -- the responses were distributed with three thinking a parking lot company should administer the lot, two feeling the business group should, and one feeling the University would be ideally situated to do so.
- . Responses regarding who should pay for the parking were varied. Some felt the customers should pay (with a suggestion for some sort of validation program). Others felt a combination of the customers and the businesses paying, with subsidies from the City of Eugene.
- . Most businesses felt that if in the future the University should need the south end of Condon for another use, other alternatives presented by that problem would be confronted at that time. One respondent indicated that the University should commit the property to that use or not at all. Others felt, as a last resort, they should return to parking on the street.
- . Under "additional concerns," several suggestions were made. With one, specific spaces would be marked and assigned for use by specific businesses. Another stressed the importance of maintaining the playground for local children as a buffer between businesses and parking. One stressed the usefulness of maintaining the 19th and Agate Business Group to address other issues. In addition, one concern brought up the issue of establishing a Special Parking District to treat the zoning compliance problems associated with the parking inadequacies with this solution.

### 19TH AND AGATE CUSTOMER TRANSPORTATION SURVEY (FALL, 1986)



Address (name optional)	How do you usually come here? (Circle one)	Average number of visits to 19th & Agate area per week
	WALK BIKE MOTORBIKE CAR BUS	
	WALK BIKE MOTORBIKE CAR BUS	
	WALK BIKE MOTORBIKE CAR BUS	
	WALK BIKE MOTORBIKE CAR BUS	
	WALK BIKE MOTORBIKE CAR BUS	
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	WALK BIKE MOTORBIKE CAR BUS	

plkmag02

Business Name \_\_\_\_\_ Date \_\_\_\_\_

NUMBER OF VISITS PER WEEK BY TRANSPORTATION TYPE BY BUSINESS

1  
11:47 WEDNESDAY, JANUARY 14, 1987

		AVE VISIT PER WEEK	
		SUM	PERCENT
<b>BUSINESS</b>	<b>TRANSPORTATION TYPE</b>		
<b>ARNOLDS</b>	WALK	58.25	69.55
	BIKE	3.00	3.58
	MOTORBIKE	1.00	1.19
	CAR	21.50	25.67
	ALL	83.75	100.00
	<b>BOOK &amp; TEA</b>	<b>TRANSPORTATION TYPE</b>	
<b>BOOK &amp; TEA</b>	WALK	224.50	38.58
	BIKE	78.50	13.49
	MOTORBIKE	1.00	0.17
	CAR	277.85	47.75
	ALL	581.85	100.00
	<b>GIANT GRINDER</b>	<b>TRANSPORTATION TYPE</b>	
<b>GIANT GRINDER</b>	WALK	58.00	35.69
	BIKE	26.00	16.00
	MOTORBIKE	1.00	0.62
	CAR	77.50	47.69
	ALL	162.50	100.00
	<b>HAIR LOFT</b>	<b>TRANSPORTATION TYPE</b>	
<b>HAIR LOFT</b>	WALK	36.00	34.04
	BIKE	6.25	5.91
	MOTORBIKE	10.00	9.46

(CONTINUED)

NUMBER OF VISITS PER WEEK BY TRANSPORTATION TYPE BY BUSINESS

11:47 WEDNESDAY, JANUARY 14, 1987 <sup>2</sup>

		AVE VISIT PER WEEK	
		SUM	PERCENT
<b>BUSINESS</b>	<b>TRANSPORTATION TYPE</b>		
<b>HAIR LOFT</b>	CAR	52.50	49.65
	BUS	1.00	0.95
	ALL	105.75	100.00
<b>PUTTIN ON RITZ</b>	<b>TRANSPORTATION TYPE</b>		
	WALK	27.00	22.41
	BIKE	18.00	14.94
	MOTORBIKE	6.00	4.98
	CAR	69.50	57.68
	ALL	120.50	100.00
<b>VIDEO</b>	<b>TRANSPORTATION TYPE</b>		
	WALK	100.00	30.35
	BIKE	22.00	6.68
	MOTORBIKE	6.00	1.82
	CAR	198.25	60.18
	BUS	3.20	0.97
	ALL	329.45	100.00
<b>ALL</b>	<b>TRANSPORTATION TYPE</b>		
	WALK	503.75	36.40
	BIKE	153.75	11.11
	MOTORBIKE	25.00	1.81
	CAR	697.10	50.38

(CONTINUED)

A-4

NUMBER OF VISITS PER WEEK BY TRANSPORTATION TYPE BY BUSINESS

11:47 WEDNESDAY, JANUARY 14, 1967 3

	TRANSPORTATION TYPE	AVE VISIT PER WEEK	
		SUM	PERCENT
ALL	BUS	4.20	0.30
	ALL	1363.80	100.00



19TH AND AGATE PARKING ANALYSIS

by Tom Bowerman

BUSINESS	SQUARE FOOTAGE/USE	PARKING REQUIRED	PARKING SHORTAGE (CITY CODE)
*1639 E. 19th	1200 sq. ft./retail 2 apartments TOTAL:	4 <u>3</u> 7	2
Parking Available: 5			
1621 E. 19th (Stereo Loft)	584 sq. ft./retail	2	0
Parking Available: 2			
PUCKLER'S BLDG.:			
1609 E. 19th (Garden of Earthy Delights)	513 sq. ft./non-seating restaurant	2	2
Parking Available: 0			
(They would like to have 100 sq. ft. of seating area-1 additional parking space required)			
1607 E. 19th (Laundromat)	720 sq.ft./laundry	4	4
Parking Available: 0			
1605 E. 19th (Prince Puckler)	800 sq.ft./non-seating 200 sq. ft./seating TOTAL:	2 <u>4</u> 6	6
Parking Available: 0			
*Giant Grinder Building:			
1485 E. 19th (Grinder)	1500 sq. ft./non-seating 1000 sq. ft./seating	3.75 16.6	
1495 E. 19th (Agate Video)	1800 sq. ft./retail TOTAL:	<u>6</u> 27	2
Parking Available: 25			

BUSINESS	SQUARE FOOTAGE/USE	PARKING REQUIRED	PARKING SHORTAGE (CITY CODE)
1473 E. 19th (vacant)	900 sq. ft. (assuming retail)	3	0
Parking Available: 3			
Arnold's Building:			
1461 E. 19th (Arnold's)	100 sq. ft./non-seating 660 sq. ft.	2.75 11	14
1461 E. 19th (Hair Loft)	400 sq. ft./hair salon	6	
TOTAL:		<u>20</u>	
Parking Available: 6			
1646 E. 19th (Book & Tea)	No square footage available Parking based on last design plan submitted to the City	16	10
*Parking Available: 6 (can provide 14)			
1905 Agate (Sunny Station)	CUP 82-9 No specific parking requirements		0
Tom's Market	2000 sq. footage/retail	7	2
Parking Available: 5			
*TOTAL NET SHORTFALL:			38-42

\*NOTE: According to the square footage estimates of the survey, these businesses show parking shortages. Yet, according to City records, they are substantially in compliance.

(Some increased parking can be provided in the area for example, Book & Tea can currently provide an additional 8 spaces on the development site.)

wbslmam

## MEMORANDUM

January 20, 1988

TO: 19th and Agate Task Force

From: Staff Team

SUBJ: C-1 NEIGHBORHOOD COMMERCIAL STUDY

The purpose of this memo is describe the methodology staff used to compare various C-1 Neighborhood Commercial areas throughout the city and to summarize the major categories of neighborhood commercial areas.

Methodology: Staff identified all areas zoned C-1 Neighborhood Commercial in the City. Each area was briefly reviewed in terms of size, intensity, kinds of uses, location, surrounding land use patterns and general support population. Areas were grouped according to four main categories described below.

### Major Categories:

1. "Mom and Pop" establishments

Examples: 17th and Hilyard (Hilyard Street Market), Monroe Street south of West 11th Avenue, 8th and Van Buren (Frontier Market)

Characteristics: Small area (a range of about 4,500 to 8,000 square feet); frequently contain a single tax lot and development site; commonly located in older established neighborhoods; generally developed as small grocery stores.

2. Small Neighborhood Commercial Areas

Examples: 19th and Agate, 24th and Hilyard, and 28th and Friendly

Characteristics: Area frequently includes numerous tax lots and small establishments; commonly located at an intersection with commercial development on at least two sides; generally includes a range of uses oriented to surrounding residential population; relatively high support population within a small geographic area.

Note: The above examples in this category appear to be the only developments that would fit the characteristics described above.

3. Suburban Neighborhood Commercial Areas

Examples: West Leigh and Bailey Hill Road, Barger and Beltline

Characteristics: Larger development sites with larger establishments; located on at least one arterial; isolated from other commercial developments; support population comes from a large geographic

area.

4. Neighborhood Commercial Land Within Larger Commercial Nodes

Examples: 18th and Chambers, Goodpasture Island, Delta Highway and Green Acres (C-1 undeveloped), Coburg and Willakenzie

Characteristics: C-1 zoned property is adjacent or across the street from other land zoned C-2 Community Commercial; area is part of a larger commercial node; range of uses in larger node is varied including small establishments such as restaurants and larger establishments such as Albertsons; area attracts customers from a wide region; areas are typically in newer parts of town; good transportation access.

M E M O R A N D U M

February 10, 1988

TO: Task Force

FROM: Planning Department

RE: INFORMATION OBTAINED FROM OTHER COMMUNITIES

At your request planning staff contacted other communities to obtain information regarding how they handle parking regulations in neighborhood commercial areas with characteristics similar to the 19th and Agate area. Listed below is a summary of information obtained.

1. Davis, California-- Located in Northern California west of Sacramento; includes the University of California at Davis.

Contact Person: Karen Moore 916-756-3746

Summary: There is one small neighborhood commercial area near the University. The City created a special zoning district to address concerns raised by the residents located in the surrounding single family residential area. The business area was encroaching on the residential area as well as a number of sorority and fraternities. The district allows "University-oriented" commercial uses only and a variety of residential uses. The parking requirements are the same as with other parts of town. This has limited the expansion capabilities and redevelopment potential of the businesses. The city does allow the option of a business paying an \$8,000 fee in lieu of providing one off-street parking space. The city then uses the money to provide public parking lots. (They are just now preparing to do one but it will be located in the downtown area and will not directly serve the neighborhood commercial area.) Most of the businesses meet city parking code requirements. A few of the uses were grandfathered in but the buildings aren't that old. The biggest problem with the residents was not the parking (its so hard to find a place on the street its just part of being near campus) but the restaurants providing alcohol. The parking requirements are keeping the scale of the businesses down.

2. City of Berkeley, California. Includes the University of California at Berkeley.

Contact Person: Louis Jones 1-415-644-6570

Summary: Berkeley has three main commercial zones (C-1, C-2, and C-3). There are several small neighborhood commercial areas each with different characteristics and different zoning districts (C-1-A, C-1-B, etc.) The impetus behind the creation of the districts were groups of citizens who wanted to restrict commercial development and limit franchises. Attempts to limit the number of certain kinds of uses were unsuccessful so far due to legal and administrative problems. It sounded like parking requirements for each area were different. One area, for

example, may allow existing businesses to convert to different uses without providing additional parking; another may not. It is difficult for the City to administer the zoning ordinance because of the large number of commercial districts.

3. City of Salem

Contacts: Anna Ruso or Jim Ramsden 588-6173

Summary: While they do not have different parking requirements for neighborhood commercial areas they do use an approach of allowing a reduction in parking requirements if a plan is approved supporting alternative transportation modes. An example was a clinic that submitted a plan that involved installing a bus shelter. (Refer to memo distributed with February 4, 1988 packet.)

4. City of Corvallis

Summary: Reviewed regulations and didn't find anything distinctive.

5. City of Springfield

Contact Person: Greg Mott 726-3759

Summary: Under Section 31.170(1)(d) of Springfield's code, authority is granted to the Planning Director and City Engineer to authorize a reduction in the number of required parking spaces without a variance. Authorization shall be based upon a traffic study approved by the City Engineer; and/or when location of the establishment on the site makes it impractical to provide the number of required spaces without destruction of the building and alternative parking arrangements are not reasonably available and based on an affirmative finding by the Planning Director that the exception will have no negative impacts on neighboring properties. All installed parking shall conform to the design standards of the Article. All commercial districts allow for required off-street parking to be located off the development site.

6. City of Boulder, Colorado

Contact Person: John Fernandes, Boulder Planning Department, 303-441-3270

Summary: Most development in Boulder must go through a "discretionary review" process. Parking requirements tend to be low and developers tend to propose more than is required. Requests for less than required parking is handled on case-by-case basis. Approaches include: joint parking by uses that operate at different times of the day; or deferred parking, where the developer can designate room on-site for future additional parking, but not have to develop it initially. Generally, parking requirements for commercial areas are one space per 400 sq. ft.

There are two districts where no off-street parking is required for commercial uses (dwelling units developed in those areas must still

provide one parking space per unit) -- they are: a) the Central Area General Improvement District (downtown mall area); and the University Hill General Improvement District. The latter is a small commercial area surrounded by fraternities, sororities and apartments. In both areas, developers of any major projects do provide some parking to meet their market needs. In the former area, owners recently voted to tax themselves to build two parking structures to meet downtown parking needs.

Boulder has a sales tax dedicated to meeting transportation needs, some of which goes to meeting regional transportation needs. Their focus in the next five years will be to spend more of that money on transit.

Parking deferrals are often used in Boulder. Typically they involve deferral of up to 40% of required parking in industrial districts and 20% in other districts. Factors considered in granting deferrals include: proximity to transit, whether the company has a program encouraging alternative modes, information about degree to which customers use other forms of transportation and the nature of the proposed use. Staff can decide on reductions of 20% or less, their Planning Board (like our Planning Commission) decides on reductions over 20%. Plans are reviewed as to safe design, minimum amount of land devoted to parking, attractive design and ability to meet parking design standards (stall length and width, aisle width, etc.). On some occasions, the city requests parking impact studies.

## 7. City of Portland

Contact Persons: Bob Clay, 796-7700 and Bruce Halperin, 796-7238

Summary: The City of Portland is in the process of a major reworking of their zoning ordinances and related parking provisions. Their C-4 district is for Neighborhood Oriented Commercial, a district with a fairly wide range of uses, but of lower-intensity, meeting needs of residential neighborhoods. Their C-3 District is for Local Commercial, covering local commercial and residential uses that are supportive of transit.

The C-4 Neighborhood Commercial Zone is for convenience retail uses and professional offices in residential areas not served by nearby general commercial areas. Convenience stores are subject to special requirements and procedures in a recently adopted (12/86) Convenience Store Review Process. There is no required off-street parking. There is a maximum for off-street parking of one space for every 2,000 sq. ft. of site area. Ten sq. ft. of landscaping is required within the parking and auto maneuvering area for every parking space provided. Bike parking is required at the rate of two spaces for every 4,000 sq. ft. of gross floor area. There is also a maximum of 4,000 sq. ft. of gross floor area for any building, with exceptions allowing buildings of 7,000 sq. ft. if they meet certain amenity requirements ( pitched roofs; exterior walls along the street with 50% window, door or display case; mechanical equipment on roof screened by parapet walls; on-site trees, one for every 500 sq. feet of auto parking and maneuvering areas; and front wall offsets of at least 18 inches every 50 feet.)

The C-3 Local Commercial Zone is to provide retail and service uses that support transit and provide both residential and mixed-use opportunities. Again, there is no minimum parking requirement, but there is a maximum that is equal to their minimum requirements for a C-2 Zone. Parking in parking structures is allowed and is exempt from the maximum. The zone is usually applied on main transit routes that are already experiencing some congestion and has additional regulations if the site is close to a light rail transit line. The parking maximum can be exceeded if certain criteria are met: additional parking will not be used during peak transit traffic on abutting streets; 40% or less of site is to be used for parking and access; adjacent streets are not too congested ("D" level or better) during peak traffic hours. The C-3 Zone is applied to areas like 21st and 23rd Avenue in NW Portland, portions of Lloyd Center, Multnomah and St. Johns commercial areas and Hollywood District.

Portland is writing a new Storefront District to apply to areas that would lose their character if they had to put in the required parking...areas where the existing character is more important. In such areas, existence of on-street parking is very important. In one area being considered for this, the street was widened and parking removed, but side-streets had lots of on-street parking. Portland is also considering simplified parking requirements that would essentially be the same within broad categories of retail/office/industry. This would mean parking requirements would not change when the use did.

pltbmem4



**Alternative improvements to the alley east of Condon School include the following:**

**Barricade the alley.** A barricade located at a point in the alley that would eliminate through automobile traffic while allowing access to properties by local users including any utility, service and emergency vehicles. Barricading the alley would not completely eliminate dust, but would likely eliminate many dust problems because of the reduced traffic on the alley. It would require review by adjacent property owners and police, fire, and emergency personnel.

**Pave the alley to City standards.** This would mean reinforced concrete 14 feet in width designed for proper drainage. The cost would be assessed to the adjacent property owners on a front-foot basis and could be bancrofted for a ten-year period. The cost of paving this alley has been estimated at about \$52,000. The cross-section when built to City standards would adequately support the weight of any utility, service, or emergency vehicles which may need to utilize the alley. Paving the alley would eliminate any dust complaints but may encourage speeds. It should be noted that the City will grant property owners a permit that allows substandard paving or oiling, but the City will not maintain the alley once this is done. In order to lessen long-term maintenance costs, the City's policy is to promote improvements to City' standards.

**Vacate all or a portion of the alley.** An alley vacation would place the alley in control of private ownership. Alley vacations must have the approval of all abutting property owners. Customarily, the vacated property reverts to the abutting property owners on a 50/50 basis. The property owners are required to compensate the city for the land. Appropriate utility and access easements must be maintained. For the alley east of Condon to be vacated, the University of Oregon or School District 4J, as the major property owner, would have to initiate the process and play the lead in negotiating and garnering support of the owners of the privately held land.

Estimated cost to vacate the entire alley is \$29,400. The alley could be vacated from rear lot line of the property fronting 1800 1/2 Columbia northward and a barricade placed so that the Condon building would be serviced from the north. The estimated cost to vacate the northern portion of the alley from this central point is \$13,400. The city would prefer the alley be paved or treated for dust if the area north of the barricade is vacated to minimize dust complaints. The status quo would be maintained on the alley to the south of the barricade.

ORDINANCE NO. 19564

AN ORDINANCE ADOPTING THE 19TH AND AGATE  
SPECIAL AREA STUDY.

The City Council of the City of Eugene finds as follows:

1. In November, 1987, the Eugene Planning Commission approved a work program for the preparation of the 19th and Agate Special Area Study (Study). The primary purpose for the Study was to explore alternatives for making the neighborhood commercial area more economically viable for both existing and potential businesses while maintaining or improving compatibility with surrounding residential areas. The Study boundaries were generally defined by 17th and 18th Avenues on the north, Emerald Street on the west, 20th and 21st Avenues on the south, and Columbia Street on the east. Major land uses in the Study area include the 19th and Agate commercial area, the Condon School building and site currently leased from School District 4-J by the University of Oregon, Washburn Park, and a variety of residential structures.

2. The Eugene Citizen Involvement Committee approved the citizen involvement component of the Study in November, 1987.

3. A community forum was held with neighborhood residents, property owners, and business people on December 5, 1987. A list of specific issues and ideas to be addressed during preparation of the Study was generated. The meeting was attended by about 65 people. Advance information about the event was mailed to all residents, property owners, and businesses in the area.

4. Based on the level of interest generated at the December 5, 1987 community forum, the 19th and Agate Special Area Study Task Force was formed. The Task Force included three members from the Fairmount Neighbors, one member from the South University Neighbors, two members from the 19th and Agate business group, one member from the University of Oregon Housing Office, and a University staff member representing the Condon School building.

5. The Task Force met regularly from January through May, 1988 to prepare a draft study. The Task Force considered relevant policies in the Fairmount University of Oregon Special Area Study and the Eugene-Springfield Metropolitan Area General Plan. In mid-May all residents, property owners, and businesses were mailed notice of the availability of a preliminary draft of the 19th and Agate Special Area Study and invited to attend a second community forum to discuss the recommendations and provide comments to the Task Force. Copies of the draft Study were mailed to affected parties within the Study boundary and to those who attended the December community forum.

6. At the May 26, 1988 community forum, the Task Force reviewed the draft Study with about 35 people. Citizens testified and completed a survey form on the draft document. On May 31, 1988, the Task Force discussed the comments generated, made final revisions to the draft Study and unanimously forwarded the document to the Planning Commission and City Council for review and approval.

7. In late May, 1988, the Eugene Planning Commission conducted a tour of the 19th and Agate study area. On June 7, 1988, the Eugene Planning Commission held a work session on the June draft 19th and Agate Special Area Study. On June 8, 1988 the Eugene Planning Commission conducted a public hearing on the draft Study.

8. On June 27, 1988, the Eugene Planning Commission recommended a revised version of the draft 19th and Agate Special Area Study be adopted by the Eugene City Council.

9. The Department of Land Conservation and Development was forwarded a copy of the 19th and Agate Special Area Study on June 29, 1988.

10. The Eugene City Council held a public hearing on the 19th and Agate Special Area Study on July 11, 1988, and considered testimony and the recommendation forwarded by the Eugene Planning Commission.

11. Based on the above record and findings, the findings contained in the Study and the staff notes, which are incorporated herein, the Eugene City Council concludes that the 19th and Agate Special Area Study as amended is consistent with the Eugene-Springfield Metropolitan Area General Plan and other applicable plans and policies.

NOW, THEREFORE,

THE CITY OF EUGENE DOES ORDAIN AS FOLLOWS:

Section 1. Based on the above findings, which are incorporated herein, the policies set forth in the 19th and Agate Special Area Study attached as Exhibit A are adopted as a refinement to the Eugene-Springfield Metropolitan Area General Plan for the 19th and Agate Special Area Study area.

Section 2. The goals in the Study are recognized as broad statements of philosophy describing the hopes of the neighborhood. The implementation strategies set forth in the 19th and Agate Special Area Study are recognized as potential means of implementing adopted policies. The goals and implementation strategies are not adopted by the City Council.

Section 3. Exhibit B, revisions to the version of the 19th

and Agate Special Area Study shown in Exhibit A, is adopted.

Section 4. The City Council adopts as additional findings the supporting text, maps, charts, and tables contained in the 19th and Agate Special Area Study and Appendix attached in Exhibit A.

Passed by the City Council this  
11th day of July, 1988

Approved by the Mayor this  
11th day of July, 1988

Is/ Gary P. Long  
City Recorder

Is/ Brian B. Obie  
Mayor