

**Jefferson/  
Far West  
Refinement Plan**

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# Jefferson/ Far West Refinement Plan



## To Interested Community Members:

This is a refinement plan for the Jefferson Area Neighborhood and the northern portion of the Far West Neighborhood. The Jefferson Area Neighborhood is bounded by Willamette Street on the east, 18th Avenue on the south, Chambers Street on the west, and 13th Avenue on the north. The portion of the Far West Neighborhood in the plan area is bounded by 18th Avenue on the south, Chambers Street on the east, 7th Avenue on the north to Garfield Street, Garfield Street to 11th Avenue, 11th Avenue to City View Street on the west.

This area was chosen for a refinement plan because of a commitment the City of Eugene has made to identify and enhance important neighborhood assets and to provide a framework for renewal, redevelopment, and conservation efforts, particularly in older, deteriorated neighborhoods, or areas with pressures for rapid change.

The development of the refinement plan may also be seen as a response to a growing demand by the community for advice and support in dealing with issues, and improving both the physical and social characteristics of the neighborhood.

The plan draft was prepared by the Jefferson/Far West Planning Team, and City of Eugene Planning Department, aided by staff from the following City of Eugene Departments: Administrative Services, Fire, Housing and Community Conservation, Parks and Recreation, Police, and Public Works. Assistance was also provided by staff of various public agencies including the Lane Council of Governments, School District 4-J, Lane Transit District, and Eugene Water and Electric Board.

Preparation of this report was financially aided through a Federal grant from the Department of Housing and Urban Development Block Grant B-80-MC-41-0001, B-81-MC-41-0001, B-82-MC-41-0001.

For further information about this plan and how it is used, contact: City of Eugene Planning Department, City Hall, 777 Pearl Street, Eugene OR 97401.

Cover Design: The plan, as illustrated by the cover, reflects the importance of people and places in maintaining a vital neighborhood. It includes use of an orthographic map, referred to in the plan as a "Big Map".

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**Adopted January 12, 1983**

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## Highlights of the Plan

### 1. A Land Use Diagram

A land use diagram is included in the plan. It is to be used along with other City policy to guide future land use decisions in the plan area.

### 2. Encouraging Block Planning

Block planning is a method that allows land use changes to occur with the joint approval of property owners and residents, the neighborhood group, and the City. A block plan could deal with issues and concerns of a specific block and could replace, modify, or add to existing land use regulations.

### 3. Encouraging a Variety of Housing Opportunities

Improving rehabilitable structures and preserving sound residential areas is an important component of the plan. It also encourages a mix of housing types and developments such as in-filling to allow a diverse population group to live within the community.

### 4. Stimulating Neighborhood Economic Development

Revitalizing existing commercial areas, implementing a plan promoting the Far West service area, and better use of resources within the community are all important aspects of the plan. For the first time, a refinement plan includes a separate section on neighborhood economic development.

### 5. Encouraging Partnerships Between Different Segments of the Community

Because of the large amount of land in public ownership, ongoing communication between different community members and groups is important and is emphasized in the plan.

### 6. Avoiding New Arterials and Promoting Alternative Modes of Transportation

The plan encourages preserving local streets for local traffic. It also emphasizes methods to improve the use of alternatives to the automobile.

### 7. Developing Neighborhood Life and Vitality

A neighborhood commons element is included in the plan. It focuses on the involvement of citizens in planning at the block, neighborhood, and city level. It also identifies and encourages protection of distinct features of the neighborhood.



# Table of Contents

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<b>Introduction</b>	<b>1</b>
<b>1. Land Use Element</b>	<b>4</b>
Existing Zoning Map	<b>10</b>
General Existing Land Use Patterns Map	<b>12</b>
Land Use Diagram	<b>18</b>
<b>2. Transportation Element</b>	<b>32</b>
Traffic Volume and Street Classifications Map	<b>34</b>
Bikeway System Map	<b>40</b>
<b>3. Public Services and Facilities Element</b>	<b>42</b>
<b>4. Neighborhood Commons Element</b>	<b>46</b>
<b>5. Neighborhood Economic Development Element</b>	<b>52</b>
<b>6. Plan Implementation—     From Awareness to Action</b>	<b>54</b>
<b>7. Adopting Resolution</b>	<b>56</b>

# Introduction

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## What is the Jefferson/Far West Refinement Plan?

The Jefferson/Far West Refinement Plan is a refinement of the Eugene-Springfield Metropolitan Area General Plan (February 1982). The Metro Plan is an update of the 1990 General Plan adopted in 1972. The Metro Plan includes broad policies that guide public decisions made affecting the metropolitan area. The Metro Plan also provides the basis for more detailed studies and plans (such as this refinement plan). In all cases, the Metro Plan is the guiding document. Refinement plans must either be consistent with direction established in the Metro Plan or initiate a process for its amendment. Refinement plans also need to be in line with the City of Eugene's Community Goals and Policies adopted in 1974 as well as City and Metropolitan functional plans such as the Eugene-Springfield Area 2000 Transportation Plan (T-2000) and the Metropolitan Bikeways Master Plan.

## How Can the Plan be Used?

The plan is intended to provide background information and policy direction for public decisions made affecting the area. The refinement plan will serve as a guide for the provision of public facilities and services, such as streets, as well as in public response to private development requests such as zone change decisions. It will also be a useful tool in bringing together both the public and private sector, institutions, and citizens in the conservation and redevelopment of the area. It is hoped that with the development and implementation of the refinement plan, the neighborhoods will continue to maintain a sense of identity and security, and yet also meet the challenge of adapting to changes over time and being recognized as a viable and dynamic part of Eugene.

In addition to maintaining consistency with broader policy documents like the Metro Plan and Community Goals, the refinement plan is expected to link up plans that address areas adjacent to the plan area. It also is recognized that political, social, and neighborhood boundaries may overlap the boundaries of the plan area.

## What is in the Plan?

Following this Introduction, the plan includes five elements: 1) Land Use; 2) Transportation; 3) Public Services and Facilities; 4) Neighborhood Commons; and 5) Neighborhood Economic Development.

Each element has an introduction, findings, policies, and implementation strategies.

**Findings** are factual statements resulting from data gathering and analysis and/or community perceptions. They identify issues to be addressed in the refinement plan and provide support for policy statements.

**Policies** are adopted by the City Council to provide direction on how to achieve neighborhood and City goals and serve as a guide for decisions made relating to the plan area. City programs, actions, and decisions, such as zone changes, traffic pattern changes, and capital improvements, will be evaluated on the basis of their ability to implement these policies. Because they are adopted by the City Council, they are the most important statements in the plan.

**Implementation Strategies** are recognized but not adopted by the City Council as suggestions for possible methods to implement policies. In general, they will be further reviewed and studied and may or may not be implemented in the form in which they appear in the plan. They are recognized as ideas which have been suggested, after some public discussion, as possible ways to implement the plan. Specific actions will be evaluated according to their ability to effectively implement policies and to address neighborhood and City goals, taking into account community aspirations, funding options, and legal constraints.

The last section of the plan includes how the plan can be translated from a policy document into specific actions and programs. It describes the role of the City, neighborhood groups, and the private sector in implementation of the plan. It also includes steps to evaluate and update the plan. Additional information about the plan area is included in an appendix. The appendix is printed as a separate document so that the plan itself is smaller and therefore, can be widely distributed and used.

## How Was the Plan Developed?

In the fall of 1980, work began on the development of the Jefferson/Far West Refinement Plan with the establishment of the Jefferson/Far West Planning Team. The primary role of the planning team was: to develop an awareness of the problems and needs of the community and to prepare a draft refinement plan; to periodically give progress reports on the development of the refinement plan to the Jefferson Area Neighbors, Far West Neighborhood Association, the City of Eugene Citizen Involvement Committee, the Planning Commission, and other interested groups; to solicit feedback from various segments of the community, especially at critical stages in the planning process; to identify citizen involvement methods and planning studies necessary to develop the refinement plan and to seek available resources from the Neighborhood Improvement Program, City departments, etc.

The planning team consisted of 13 voting positions— five members appointed by the Jefferson Area Neighbors, three members appointed by the Far West Neighborhood Association, and one representative each from the Lane County Fairgrounds, the Ida Patterson Community School, the Jefferson business community, the Far West business community, and religious facilities. In addition, an ex officio position was created for a representative of the 4-J School District. The operating procedures of the planning team can be found in the Jefferson/Far West Refinement Plan Appendix.

During the initial stages of the refinement planning process, the planning team developed a series of project proposals designed to inform and involve the community in the planning process. These activities became known as the Planning Education Program, and included:

1. A study of the ownership patterns and development plans of public agencies, religious facilities, and other non-profit institutions in the plan area and the preparation of a written report and a large map.
2. An orthographic map depicting a bird's-eye view of the Jefferson Area Neighborhood, showing building outlines, streets, major trees, and distinctive features of the landscape.
3. An issue session in the Jefferson Area Neighborhood engaging people in discussions about problems and potentials of the community. The orthographic map

particularly helped to assist participants in developing a sense of place and recording their concerns about the neighborhood directly on the map.

4. A base map for the Far West portion of the plan area showing building outlines, streets, major vegetation, and special characteristics of the neighborhood.
5. A slide show illustrating the character and diversity of the plan area.

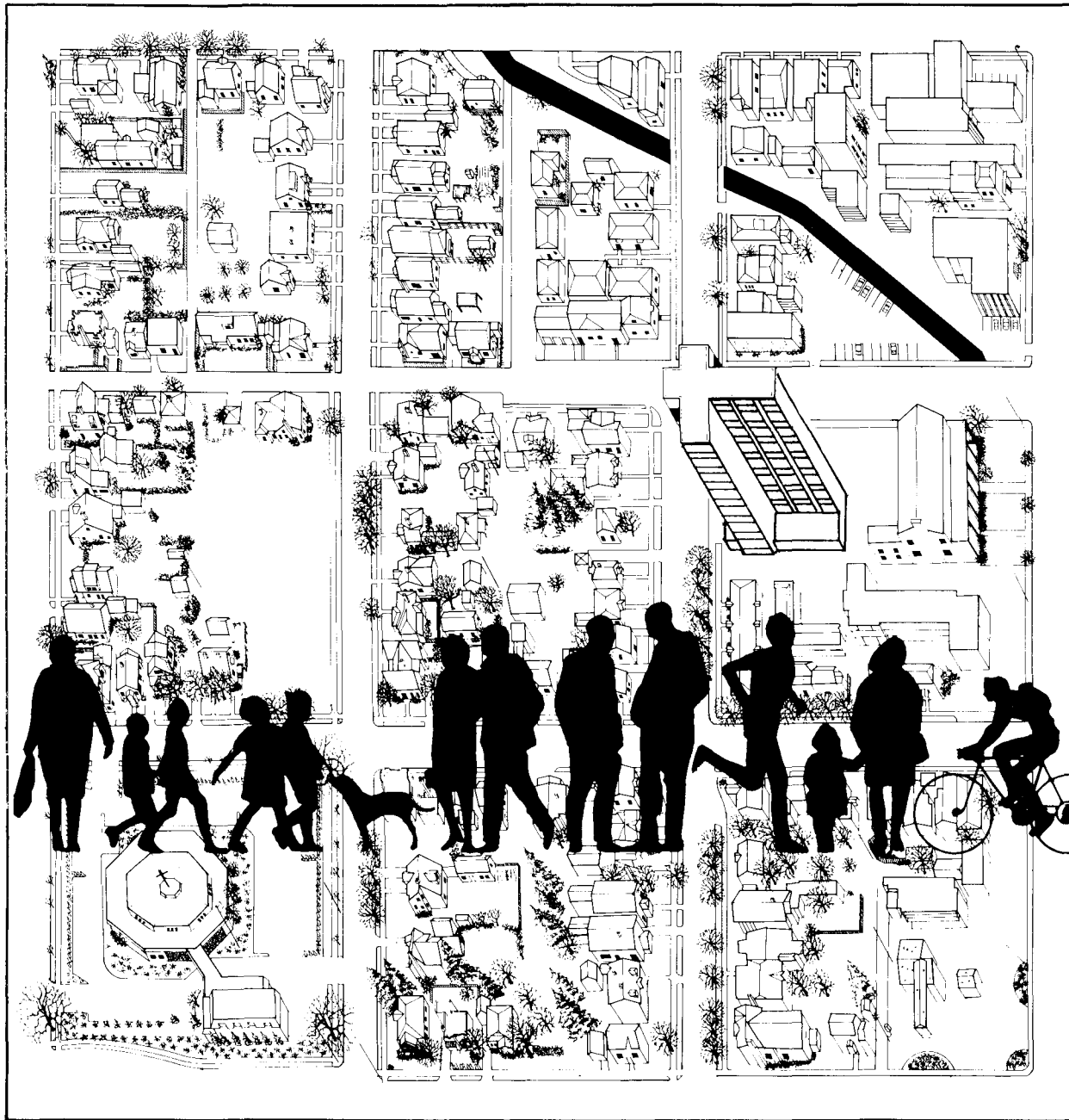
In addition to citizen involvement, another key to the planning process was the use of available information and resources. These resources included:

1. The Geographic Data System maintained by the Lane Council of Governments under the Geographic Cooperative Project Agreement, which contains a geographic description of each land use and ownership parcel in the metropolitan area. Information extracted for the refinement plan includes general land use and zoning characteristics.
2. The Employment Data File based on information from the State Employment Division.
3. Data from the 1980 Census.

Special studies were also conducted during the initial planning phases including:

1. A windshield survey of site and building conditions in the plan area.
2. Average daily traffic counts of vehicular traffic on selected streets.
3. An analysis of existing commercial and residential development and a simulation of potential development of underutilized parcels.
4. A land use survey to update existing land use information.

The planning team also communicated directly with public agencies and institutions in the plan area and worked closely with staff from various City departments.



# Land Use Element



# Introduction

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The plan area is characterized predominantly by single-family residential development interspersed with large tracts of public land (used for schools, recreation, parks, military reserve bases, and the Lane County Fairgrounds), and multiple-family housing (principally in large tracts such as Westmoreland Family Housing).

Commercial development in the plan area typically occurs along major arterials in four general areas: 1) West 11th Avenue west of Chambers Street and Garfield Street north of West 11th Avenue; 2) south of West 7th Avenue to Broadway and west of Chambers Street; 3) near the intersection of West 18th Avenue and Chambers Street; and 4) at the intersection of West 13th Avenue and Lawrence Street and Willamette Street between West 13th and West 18th avenues.

The Land Use Element examines the existing use of land in relation to the needs and goals of the community.



## General

1. A variety of land uses exist in the plan area that provide a range of housing, employment, recreational, and educational opportunities. Refer to the Existing General Land Use Patterns map on page 12.

**Table I—General Land Use Patterns, January 1980  
(As Percent of Total Area)**

	Plan Area	Jefferson	Far West
Residential	33.48	33.62	33.26
Commercial*	8.24	5.54	12.10
Industrial	.42	-0	1.02
Parks & Rec.**	12.90	21.65	.39
Education & Gov't.	12.77	11.88	14.02
Roads and Parking	24.94	22.69	28.17
Water***	2.38	1.69	3.38
Other Utilities	.69	.04	1.63
Vacant	4.18	2.89	6.03
<b>Total (percent)</b>	<b>100</b>	<b>100</b>	<b>100</b>
Total (# gross acres)	489.66	288.14	201.52

\*Includes churches \*\* Includes Fairgrounds \*\*\* Amazon Canal  
Source: Lane Council of Governments Research Division

2. There are several subareas that have distinct characteristics, problems, and potentials.

3. When initial zoning was applied in 1948 it primarily reflected land-use patterns that existed at that time or a desire to buffer incompatible uses. Refer to the 1948 Zoning map and text found in the Jefferson/Far West Refinement Plan Appendix.

4. Most of the existing zoning has been in effect since 1948. The majority of zone changes that have occurred reflect policies to allow an increase in residential densities and/or efforts to improve the transition between incompatible land uses. A few reflect policies to allow for the expansion or redevelopment of an area for commercial or industrial uses.

5. In general, existing zoning is consistent with the Eugene-Springfield Metropolitan Area General Plan, February 1982.

6. Current land-use patterns reflect zoning regulations that encourage the separation of residential and non-residential

uses. Members of the community have indicated a desire to live and work in the same structure or area.

7. Zoning impacts the cost of land because of the types of uses allowed.

8. In November 1981, a report titled: *Housing and Neighborhood Planning Issues in Eugene's Five Central Neighborhoods* was prepared by Pease/Coffin Design and Planning Consultants and the Willamette Community Design Center reflecting over a year of work and contact with approximately 300 people at the block, neighborhood, and city level. The report concluded that:

- a. Most center-city residents are not involved in planning decisions.
- b. Uncertainty about future development undermines efforts to improve center-city neighborhoods.
- c. Lot-by-lot development in areas with standard single-family parcels is unworkable at higher densities.
- d. Current policies discourage long-term, stable residence in center-city neighborhoods.
- e. Where neighborhood revitalization projects are effective, property values tend to rise substantially and residents in lower-income brackets are forced to go elsewhere for housing.

9. The City is exploring the concept of "block planning" as a method that would allow land use changes and intensification to occur with the joint approval of property owners and residents of a specific block, the neighborhood, and the City. In this case a "block" normally would consist of all properties on both sides of a one-block length of street although to meet special situations other configurations may be considered. A block plan could replace, modify, or add to existing land use regulations.

## Residential

1. The housing stock consists of primarily older single-family dwellings or newer multiple-family structures.

2. Many of the residential structures are badly rundown and the yards are poorly maintained. Windshield surveys conducted in the fall of 1973 and spring of 1981 indicate an increase in the number of substandard residential structures and unkempt sites in the plan area. Due to different data bases, specific comparisons between 1973 and 1981 are difficult to make.

**Table II—Condition of Residential Units, 1981**

	Total Units	Number Substandard	Percent Substandard
Jefferson	1,329	296	22.3
Far West	1,083	167	15.4

Source: L-COG Research Division, data based on City of Eugene 1973 and 1981 windshield surveys.

3. The percentage of owner-occupied units in the City has declined during the past 20 years but the decline in Jefferson and Far West has been greater.

**Table III—Percentage Of Owner-Occupied Units**

	1960	1970	1980
City of Eugene	55	50	46
Plan Area	45	32	21*
Jefferson	44	33	16*
Far West	49	26	25*

Source: L-COG Research Division, data based on 1960 census, 1970 census, 1980 census, except where indicated with an \*—Lane County Department of Assessment and Taxation Real Property Roll.

4. Residential density by structure type has remained fairly stable since 1976 in both Jefferson and Far West. The average net density in Far West is slightly higher than in Jefferson.

**Table IV—Residential Density By Structure Type, 1980**

	Units	Area (Acres)	Net Density
<b>Jefferson</b>			
Single-family	511	75.99	6.72
Mobile Homes	1	.16	8.65
Duplex	100	6.27	15.94
Multi-family	635	14.39	44.13
<b>Total</b>	<b>1,247</b>	<b>96.81</b>	<b>12.88</b>
<b>Far West</b>			
Single-family	279	44.46	6.27
Duplex	120	4.75	25.27
Multi-family	652	17.83	36.57
<b>Total</b>	<b>1,051</b>	<b>67.04</b>	<b>15.68</b>

Source: Computed in January 1982, by Economic Consultants of Oregon with assistance from L-COG Research Division based on data for January 1, 1980.

5. If vacant parcels are developed to 1980's net densities for each residential type as allowed under existing zoning regulations, single-family uses in R-2 are redeveloped as duplexes, and single-family or duplex uses are redeveloped as multi-family units in R-3, R-4, or RG, the results indicate a net gain of 506 units—38 single-family units, 266 duplex units, and 213 multiple-family units. These represent gains over existing units of 17%, 20%, and 27% respectively.

Source: Same as Finding #4 above.

## Commercial/Industrial

1. There are a variety of commercial and industrial uses within the plan area; many serve community-wide and regional employment and service needs.

2. Employment data indicates 1,820 employees in the plan area (627 in Jefferson and 1,193 in Far West) in April 1980. This represents about 2.9 percent of Eugene's covered employment and 1.9 percent of Lane County's. The plan area has a greater proportion of employment in services, transportation/communications, and government than does Lane County or Eugene and a smaller proportion in retail, education, and other sectors.

Source: Computed by Economic Consultants of Oregon with assistance from L-COG Research Division based on April 1980 covered employment files from the Employment Division of the Oregon Department of Human Resources.

3. If the average employment density of Far West of 39.7 employees/acre is applied to vacant, single-family, and duplex use in commercial zones (C-1, C-2, and RP), results indicate a gain of 140 employees in Far West and 83 in Jefferson (gains over 1980 employment of 12% and 13% respectively).

Note: Jefferson's employment density—26.1 employees/acre—is much lower than that of Far West. The higher overall employment density of Far West is applied because it is reasonably attainable during the planning period.

Source: Computed by Economic Consultants of Oregon with assistance from L-COG Research Division based on April 1980 covered employment files from the Employment Division of the Oregon Department of Human Resources.

4. Members of both the residential and business community express a need for additional neighborhood-oriented businesses and services.

5. In general, businesses prefer to operate in areas where associated types of businesses are nearby and where the use is compatible with the surrounding area.

6. In general, it is more economical for a business to expand adjacent to its existing site rather than relocate.

7. Windshield surveys conducted in the fall of 1973 and spring of 1981 indicate an increase in the number and percentage of substandard commercial and industrial structures and unkempt sites in the plan area.

**Table V—Condition of Commercial/Industrial Structures**

	<b>Total Buildings</b>	<b>Number Substandard</b>	<b>Percent Substandard</b>
Jefferson			
1973	71	5	7.0
1981	80	10	12.5
Far West			
1973	118	6	5.1
1981	97	9	9.3

Source: L-COG Research Division, data based on City of Eugene 1973 and 1981 windshield surveys.

8. Businesses within the plan area indicate a number of factors which affect their operations including:

- overall appearance of the area;
- level of automobile or pedestrian movement;
- availability of parking; and
- proximity to associated uses.

## Public/Civic

1. Excluding streets, approximately 136 net acres or 36 percent of the total plan area is taken up by public facilities and improvements, such as schools, parks, Fairgrounds, and government offices. Within Jefferson and Far West the amount of land devoted to public facilities and improvements is approximately 101 acres or 44 percent and 35 acres or 23 percent respectively.

2. Within the plan area approximately 109 net acres of land are zoned PL Public Land. There are a variety of uses on these lands including: County Fairgrounds, Westmoreland Family Housing, elementary schools, military reserve bases, public library, and parks. In general, the PL District allows any use that is consistent with the regular operation of the public agency that owns it. It is intended as an interim measure until another zoning district is applied and specific uses are either outright or conditional.

3. Lane County serves in lieu of the City building official for all buildings on the Lane County Fairgrounds.

Source: Intergovernmental agreement entered into by Lane County and the City of Eugene, February 12, 1975.

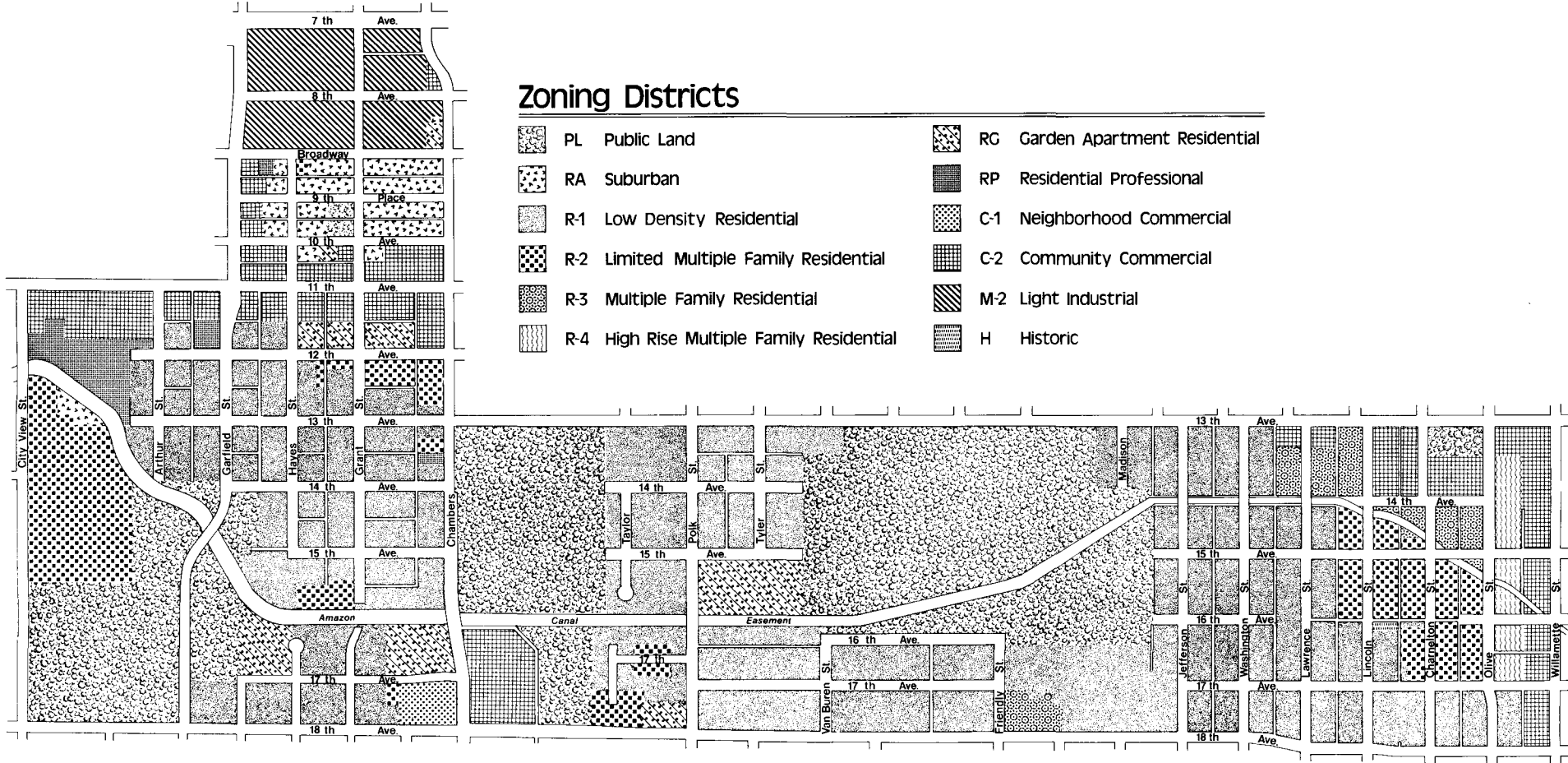
4. There are eight churches in the plan area. They range in size from a seating capacity of about 180 with limited space for administrative offices to one with a seating capacity of about 1250 with both administrative and educational facilities. Additional information regarding religious facilities is included in the Jefferson/Far West Refinement Plan Appendix.

5. Of the eight churches in the plan area, seven are located on property zoned RA or R-1 and one on property zoned C-2.

6. In the RA, R-1, R-2, and RG zoning districts, churches are allowed as outright uses, except when using existing buildings where a Conditional Use Permit is required. In the R-3 and R-4 zoning districts, churches are allowed only after being granted a Conditional Use Permit.

7. The Faith Center, located at 1410 West 13th Avenue, currently has a seating capacity of about 1,250. They have indicated on a master plan several phases of growth with the maximum development, including a 5,500-seat sanctuary.



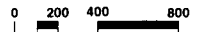


# Jefferson/Far West Refinement Plan

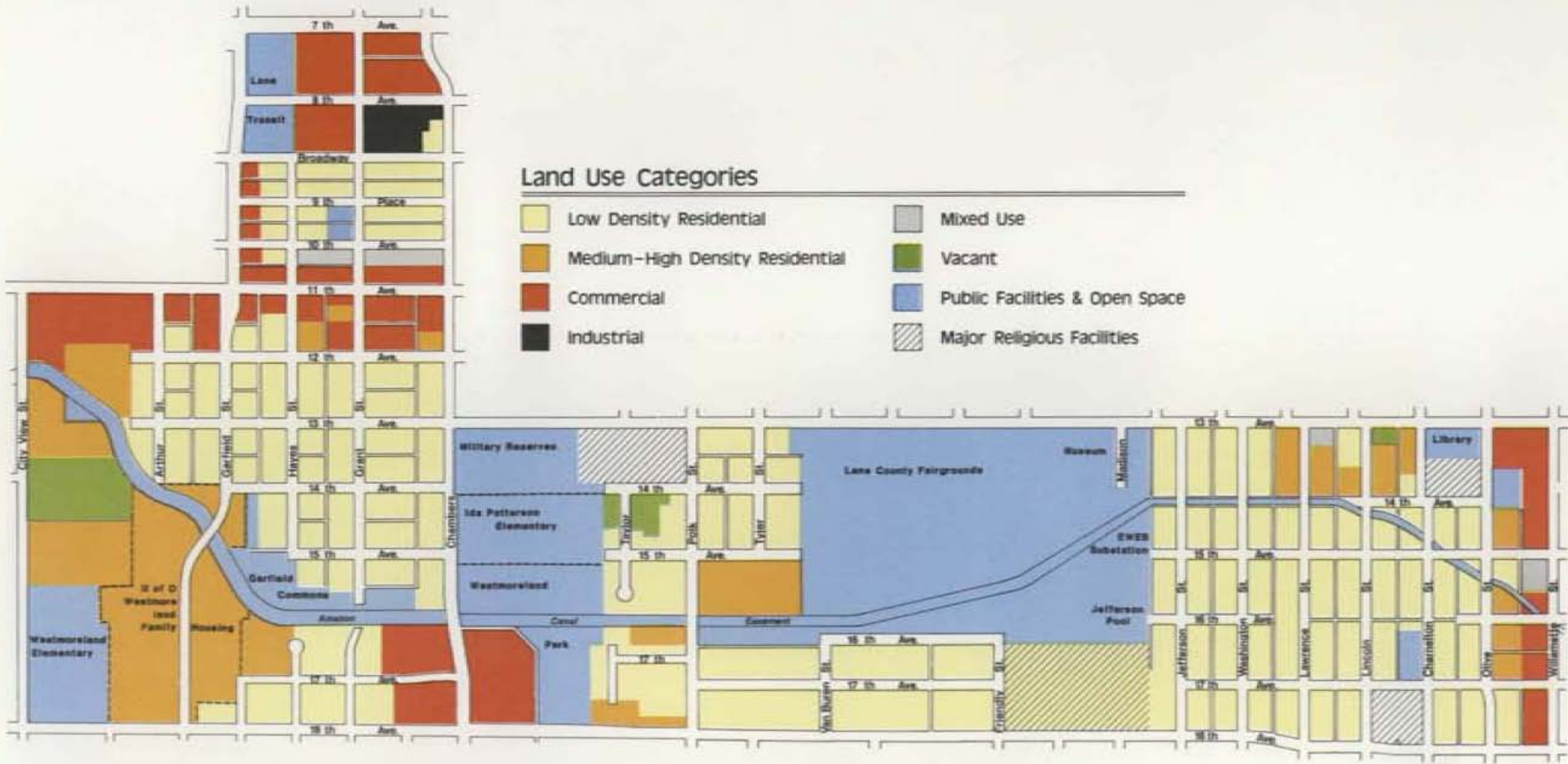
## EXISTING ZONING



June, 1982



scale in feet



# Jefferson/Far West Refinement Plan

## EXISTING GENERAL LAND USE PATTERNS

June, 1982



## General

- 1.0 Recognize the need for partnerships between different segments of the community involved in or affected by change in the area.
  - 2.0 Recognize the potential for planning at the block level and promote actions that will increase the ability of residents and property owners to participate in decisions which affect their individual blocks.
  - 3.0 Use the Land Use Diagram and the accompanying text along with other policies in the Jefferson/Far West Refinement Plan and applicable City goals, policies, and plans to provide policy direction for public decisions made affecting the area.
  - 4.0 Encourage the involvement of citizens in land use decisions that may affect them.
- 1.1 Maintain and improve the communication link between property owners, developers, investors, residents, and the City to promote cooperation between parties in the understanding and realization of community potentials.
  - 2.1 Develop a Block Planning Ordinance.
  - 2.2 Assist with block planning efforts, especially in areas indicated on the Land Use Diagram.
  - 4.1 Periodically review the notification and referral process used to inform and involve community members in land use matters such as zone changes.

## Residential

- 1.0 Encourage both public and private actions that will improve the overall appearance of the area and the condition of residential structures.
  - 2.0 Increase the opportunity for home ownership within the area.
  - 3.0 Encourage a mixture of housing densities and types to allow a diverse population group to live within the area.
- 1.1 Target this area for low-interest residential rehabilitation loans until a significant drop has occurred in the percent of substandard units.
  - 2.1 Reduce the minimum lot size for ownership and development of a residential unit.
  - 2.2 Encourage new residential developments that provide an opportunity for home ownership.
  - 2.3 Explore ownership opportunities that might be available to persons with low incomes.
  - 2.4 Allow cottage units, alley housing, and shared housing.



## Commercial/Industrial

1.0 Promote a mix of mutually supportive land uses which will help stimulate neighborhood-based economic development.



2.0 Encourage both public and private actions which will improve the overall appearance of commercial areas and the condition of non-residential structures.

1.1 Allow zoning and development which will provide a range of residential, commercial, industrial, and office uses.

1.2 Provide a method for achieving residential densities to support existing or planned neighborhood oriented businesses and services.

1.3 Encourage higher residential densities within walking distance of neighborhood oriented businesses and services and vice versa.

1.4 Develop a mechanism that allows the redevelopment of an area that has one dominant land use pattern to one with a variety of uses within blocks and within structures that are compatible and mutually supportive.

2.1 Establish a low-interest loan program for the rehabilitation of structures used for non-residential and mixed use purposes.

2.2 Provide additional incentives for rehabilitation by upgrading and maintaining public improvements, such as streets, sidewalks, and parks. Refer also to the Public Services and Facilities Element.

## Public/Civic

- 1.0 Recognize the resources of land used for public purposes and their value to the neighborhood and broader community, and yet also address potential conflicts with surrounding uses.
  - 2.0 Encourage communication between public agencies, and religious facilities in the plan area and the surrounding neighborhood groups.
  - 3.0 Recognize the potential assets a church can lend to a community, yet also address the potential conflicts with surrounding land uses.
- 1.1 Evaluate the advisability of retaining the Public Land Zoning District for public uses that are not normally permitted outright within residential, commercial, or industrial districts.
  - 1.2 Within the plan area, evaluate the impact of public uses on surrounding areas in both the short- and long-term, and determine whether to retain in the Public Land Zoning District or to apply another zoning district.
  - 2.1 Provide assistance in forming a framework that will allow communication to occur on matters of mutual concern to the neighborhoods, and public agencies and religious facilities.
  - 3.1 Amend the City Zoning Ordinance to minimize the need for additional parking facilities by such actions as allowing the shared use of existing parking facilities among institutions.
  - 3.2 During the update of the City Zoning Ordinance, consider making churches conditional uses in the R-1 and R-2 zoning districts.



## What is the Land Use Diagram?

The Land Use Diagram represents the generalized future land use patterns for the Jefferson/Far West community. It is a graphic expression of policies found elsewhere in the plan and is based on a number of factors including:

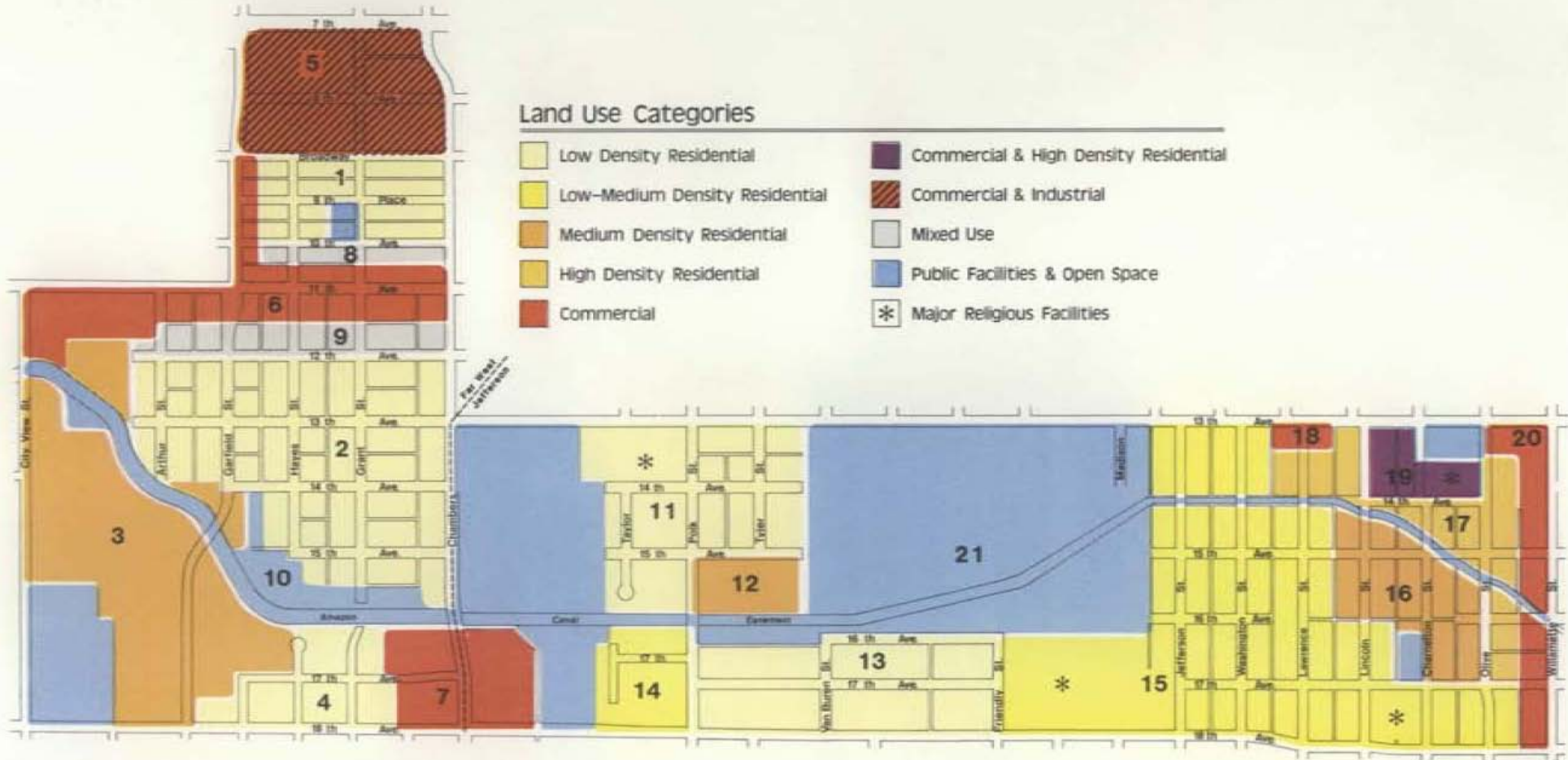
1. The type of development that already exists in the area;
2. The type of zoning or other land use regulations already applied to the area;
3. The condition of existing structures;
4. The ownership patterns and future development plans of institutions and public agencies in the area;
5. The relationship of the area to goals and policies developed during the refinement planning process; and
6. Goals and policies previously adopted by the City which have a bearing on the Jefferson/Far West community and in particular the 1974 Eugene Community Goals and Policies and the Eugene-Springfield Metropolitan Area General Plan.

## How to Use the Land Use Diagram (and How Not To)

The Land Use Diagram and the accompanying text is meant to be used along with other policies in the Jefferson/Far West Refinement Plan and applicable City goals, policies, and plans to evaluate individual land use proposals. It is intended to be a guide for both public and private developments in the area.

The Land Use Diagram is not a zoning map. In nearly every case there is more than one zoning district which, if applied, would be consistent with the suggested land use pattern.

In addition, the intent of the Land Use Diagram designation is to indicate the type of **future** development that is to occur and to accept **previously approved** developments.



# Jefferson/Far West Refinement Plan

## LAND USE DIAGRAM

General Future Land Use Patterns



## Residential Areas

### 1. North Low-Density Residential Area

#### Findings

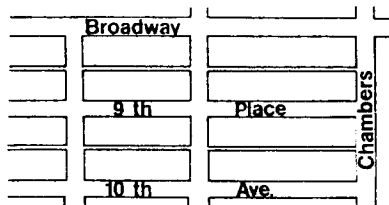
This area consists primarily of single-family residential structures that were built between the mid-1920s and late 1940s. During the past five years a few duplexes have been built. Approximately 50 percent of the residential units are owner-occupied, while 66 percent of the structures are in need of major repair. The average parcel size in the area is approximately 4,792 square feet.

In the center of this area is a small neighborhood park called Martin Luther King Jr.

Since initial zoning was applied in 1948, most of the area has remained RA Suburban Residential, a zoning district which allows low-density residential development in conjunction with specific agricultural uses. Over the years there has been substantial concern about surrounding uses (industrial and commercial to the north and commercial to the south and west) encroaching on the area. City actions in the past, including review of zone change requests, have reflected the desire to improve and maintain the residential character of the area.

#### Policies

The City shall continue to recognize the area as suitable for low-density housing. Efforts shall be made to maintain and improve the existing housing stock through both public and private investments. In an effort to allow additional residential units and yet maintain the character of the area, the City shall encourage block planning, infilling, and shared housing. Access to housing units off of alleys shall be accommodated when not in conflict with other policies and goals.



### 2. Central Low-Density Residential Area

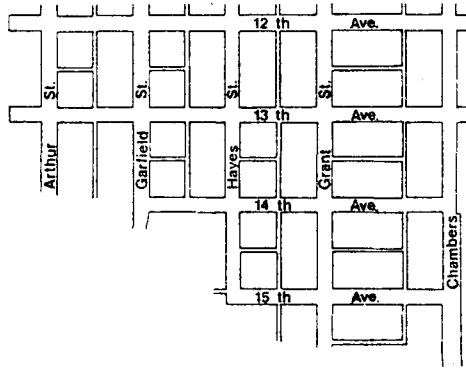
#### Findings

This area contains a variety of single-family residential structures built primarily between the mid-1930s and late 1940s and a few newer duplexes and small apartments. Approximately 42 percent of the residential units are owner-occupied. Major repairs are needed in 49 percent of the residential structures with less than one percent considered unsafe or abatable. The average parcel size in the area is approximately 8,712 square feet. This area also includes a church.

In 1948, when zoning was initially applied to the area, it was zoned RA; later it was rezoned to R-1 Single-Family Residential. Following adoption of the 1990 Plan the City initiated rezoning property on the north side of 12th Avenue between Chambers and Hayes streets from R-1 Single-Family Residential to RG Garden Apartment. It was hoped that higher-density residential on the north side of 12th Avenue might serve as a buffer between the commercial area to the north and the low-density residential area to the south. Later, the City approved zone change requests for R-2 Limited Multiple-Family on the south side of West 12th Avenue and along Chambers Street.

#### Policies

The low-density designation recognizes existing residential development and land uses. The City shall continue to recognize the residential character of the area and provide incentives for public and private rehabilitation of rundown structures. In addition, the City shall encourage block planning, infilling, and shared housing. Access to housing units off of alleys shall be accommodated when not in conflict with other policies and goals.



### 3. West Medium-Density Residential Area

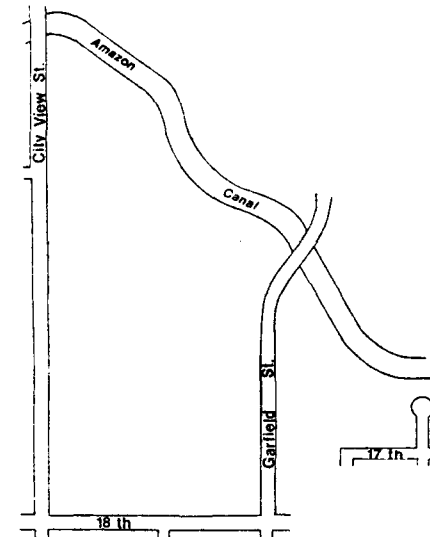
#### Findings

This area primarily includes multi-family residential developments and one large vacant parcel. Two of the developments were approved through the planned unit development process; one allows for ownership of individual units and approximately 70 percent of those units are occupied by owners. This area also includes Westmoreland Family Housing. It is owned by the University of Oregon and provides rental housing for student families. The structures were built in the early 1960s and are in standard condition. Residents must be enrolled at the University of Oregon and be married or have children. Residents have access to laundry facilities, open space, children's play areas, and a community room. All of the residential structures in this area are in standard condition.

In 1948, when zoning was initially applied, the area was undeveloped and zoned RA Suburban Residential. The area north of the Amazon Canal easement is currently zoned RP Residential-Professional and the area south of the Amazon Canal easement and west of Westmoreland Family Housing is zoned R-2 Limited Multiple Family Residential. After land in this area was purchased by the University of Oregon it was rezoned from RA Suburban Residential to PL Public Land. Following the development of Westmoreland Family Housing, a zone change request from RA to RG, Garden Apartment Residential, was approved for a large parcel to the east between the Amazon Canal and West 17th Avenue.

### Policies

This area shall be recognized as appropriate for medium-density housing. The City shall consider rezoning land designated PL Public Land and in use as Westmoreland Family Housing to reflect existing development. The City shall improve and maintain public access for bicyclists and pedestrians along the Amazon Canal and crossing the Amazon Canal easement.



### 4. South Low-Density Residential Area

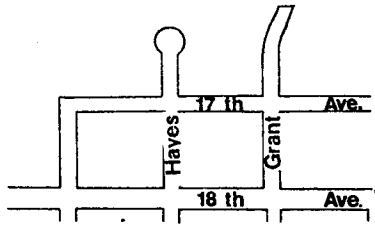
#### Findings

This area consists of primarily single-family structures and duplexes. Thirty-two percent of the residential structures are in need of major repair and approximately 42 percent of the structures are owner-occupied.

When zoning was first applied in 1948, the area was primarily zoned RA.

## Policies

This area shall be recognized as appropriate for low-density residential use. The City shall encourage the rehabilitation of rundown structures, block planning, infilling, and shared housing.



## Commercial/Industrial Areas

### 5. North Commercial/Industrial Area

#### Findings

This area is characterized by a mix of industrial and commercial uses including auto rental and sales lots, auto repair shops, a paint store, retail sale of forest byproducts, offices, and manufacturing of ice cream and other dairy products. Land use for the operation of public facilities and services includes the Lane Transit District headquarters, engineering offices for Pacific Northwest Bell, and the West Eugene branch of the State of Oregon Adult and Family Services Division. Single-family residential development exists at the northwest corner of Broadway and Chambers Street.

Because 7th Avenue is part of a major east/west transportation corridor, land use decisions affecting it need to be evaluated with special recognition of possible regional impacts.

Under the 1948 Zoning Ordinance, most of the area was zoned M-2 Light Industrial reflecting development patterns at that time. To provide a buffer between the industrial and commercial uses to the north and low-density residential uses to the south, the north side of Broadway was zoned R-3 Multiple Family Residential. Over the years, the need for

industrial and commercial expansion increased and the City approved rezoning requests for converting the R-3 Multiple Family Residential strip to M-2 Light Industrial. The City has, however, maintained a desire to preserve the area south of Broadway for residential use with Broadway serving as a transition line. Development north of Broadway, for example, was required to provide landscaping through the Site Review process.

The Dutch Girl Ice Cream Company located at 885 Grant Street owns two parcels to the east of their present site. They desire to expand their operations to include the northwest corner of Broadway and Chambers Street.

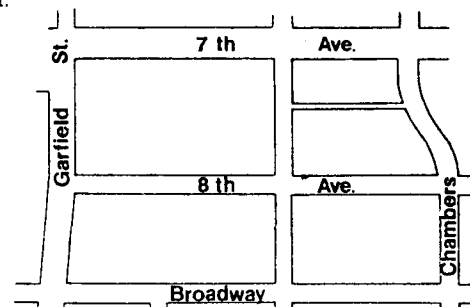
## Policies

This area is appropriate for commercial and industrial uses. Existing industrial or commercial activities which may conflict with the revised M-2 zoning district shall be allowed to continue.

The northwest corner of Broadway and Chambers Street is currently developed as single-family structures and is zoned RG Garden Apartment and RA Suburban Residential. It shall be considered part of the Commercial/Industrial area to the northeast and shall be recognized as appropriate for commercial and/or industrial uses.

Broadway shall be recognized as a transition line between commercial and industrial uses to the north and residential uses to the south.

Site reviews shall be required in conjunction with rezonings which may result in development along Broadway or Chambers Street to ensure compatibility with residential areas to the south and east.



## 6. West 11th Avenue/Garfield Street Commercial Area

### Findings

Strip commercial development exists along West 11th Avenue and north along Garfield Street, including restaurants, auto-related repair and retail services, a bank, offices, and other small commercial establishments. The area south of West 11th Avenue on City View Street includes an animal clinic and the Holt Children's Services building.

Because West 11th Avenue is part of a major east/west transportation corridor, it is important that land use decisions reflect possible regional impacts. West 11th Avenue is two-way traffic west of Garfield Street and one-way traffic westbound east of Garfield Street.

West 11th Avenue was initially zoned C-3 Central Business in 1948 reflecting its role as a major commercial area in the City. In 1955, the City initiated rezoning the area from C-3 Central Business to C-2 Community Commercial.

In 1948, Garfield Street did not extend between West 8th Avenue and West 11th Avenue. Therefore, when initial zoning was applied, M-2 industrial zoning directly abutted RA Residential zoning between West 8th and West 11th avenues. It was intended that when Garfield Street was extended, it would provide a buffer between industrial uses on the west and residential uses on the east. In 1955, however, it was recognized that with the actual alignment of Garfield Street between West 11th and West 8th, M-2 Light Industrial zoning occurred on both sides of the street. The City initiated rezoning M-2 Light Industrial to C-2 Community Commercial on the east side of Garfield Street to provide the transition that would otherwise have been provided by the street. Later public actions, including review of zone change requests, have indicated a desire to preserve the low-density residential area to the east and prohibit commercial expansion beyond the half block east of Garfield Street.

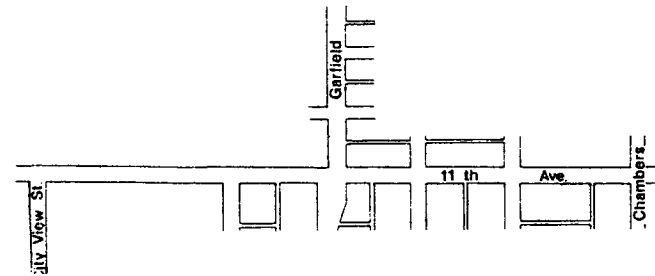
### Policies

The City shall promote development along West 11th Avenue and Garfield Street that will allow it to continue to be a major commercial corridor and yet respond to the need for efficient movement of automobile traffic.

The City shall encourage the consolidation of off-street parking, the reduction of access points and, therefore, turning movements, and the grouping of compatible commercial uses.

The City shall encourage businesses and property owners along West 11th Avenue and Garfield Street to provide landscaping and other amenities which will beautify the area and create a better edge between pedestrians and vehicular traffic.

Businesses in the area shall be encouraged to form a Merchants Association.



## 7. West 18th Avenue and Chambers Street Commercial Area

### Findings

This area consists of commercial activities including a grocery store and gas station and professional offices.

In 1948, the northeast corner of West 18th Avenue and Chambers Street, south of West 17th Avenue, was zoned C-2 Community Commercial, reflecting existing commercial development. The northeast corner was zoned PL Public Land, reflecting its ownership and use as part of the Eugene airport. When the Zoning Ordinance was updated in 1968, C-2 Community Commercial zoning was applied.

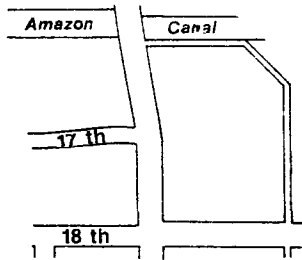
Since the early 1970s, there have been requests to extend the commercial area to the north across West 17th Avenue and to the east outside of this area. Rezoning to allow non-residential uses has been allowed only when the present use is commercial or when the rezoning will create a contiguous commercial node. In each case, however, the City has



reaffirmed through policy statements that these rezonings not be considered "stepping stones" for future rezonings down the block. Most of the rezonings in this area have been subject to site review to ensure compatibility with surrounding land uses and potential future developments.

### Policies

This area shall be recognized as an important commercial node. Commercial activities shall be allowed to expand or redevelop within this area in a manner sensitive to surrounding land uses. To avoid strip commercial development along either West 18th Avenue or Chambers Street, expansion of commercial uses outside of this area shall not be considered appropriate.



## Mixed Use/Transition Areas

### 8. Mixed Use/Transition Area (South of West 10th Avenue)

#### Findings

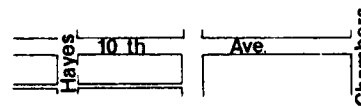
The southern half block of West 10th Avenue consists of a variety of uses, including single-family and duplex residential units, professional offices, a building with a commercial use on the ground floor and apartments on the second floor, and a few vacant parcels. The average parcel size is approximately 5,662 square feet.

In 1948 when zoning was initially applied, the area between Garfield Street and Grant Street was zoned RA and the area between Grant Street and Chambers Street was zoned C-3 Central Business District. In the 1968 Zoning Ordinance update, property in this area zoned C-3 was rezoned to C-2 Community Commercial. Public actions have indicated a willingness to allow some expansion of the commercial area subject to site review and an evaluation of the impact on the low-density residential area to the north. In addition, the area has been viewed as appropriate for medium-density housing as a transition from the low-density residential area on the north to the commercial activities on West 11th Avenue.

### Policies

The City shall promote development that will provide a transition between retail and auto-oriented activities on West 11th Avenue and low-density residential developments to the north. The City shall allow zoning that permits medium-density residential developments, and/or professional offices, yet prohibits intensive commercial activities such as drive-up uses. Site review subdistrict zoning shall be applied in this area to address the relationship of the development to the residential area to the north and the commercial area to the south. Efforts shall be made to improve the area by constructing needed sidewalks, planting trees, and providing other amenities, and by encouraging access and parking in rear yard areas.

The City shall recognize the need to maintain an appropriate scale of development within this area and to encourage developments that are sensitive to the adjacent park.



**9. Mixed Use/Transition Area (North of West 12th Avenue)**

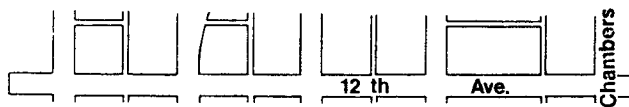
**Findings**

The northern half block of West 12th Avenue has a variety of uses, such as professional offices, single- and multi-family residential developments, warehouses, and storage areas. The average parcel size is approximately 8,276 square feet.

In 1948, RA zoning was initially applied between Arthur Street and the alley west of Chambers Street. Between Chambers Street and the alley, C-3 Central Business District was applied. The City initiated rezoning property on the north side of West 12th Avenue between Chambers and Hayes streets from R-1 Single Family Residential to RG Garden Apartment. It was hoped that higher-density residential development on the north side of West 12th Avenue might serve as a transition from the commercial area on the north to the low-density residential area on the south.

**Policies**

The City shall promote development that will provide a transition between retail and auto-oriented activities on West 11th Avenue and low-density residential developments. Allow zoning that permits medium-density residential developments, and/or professional offices, yet prohibits intensive commercial activities such as drive-up uses. Site review subdistrict zoning shall be applied in this area to address the relationship of the development to the residential area to the south and commercial area to the north. Efforts shall be made to create a distinctive quality in this area by such actions as sidewalk construction, landscaping, and rehabilitation of rundown structures, and by encouraging access and parking in rear yard areas.



**Land In Public Ownership**

**10. Public Facilities and Open Space**

**Findings**

Land in public ownership includes: Westmoreland Elementary School, Westmoreland Family Housing, Martin Luther King Jr. Park, and several City-owned undeveloped parcels along the Amazon canal easement referred to as the Garfield Commons. Zoning is a combination of PL Public Land, RA Suburban Residential, R-1 Single-Family Residential, and R-2 Limited Multiple-Family Residential.

**Policies**

Land owned by the City along the Amazon canal shall be improved and maintained as public open space.

Note: General information and policies pertaining to public facilities and services is also included in the Public Facilities and Services Element of the plan.



## Residential Areas

### 11. West Low-Density Residential Area

#### Findings

This area is bordered by large public land holdings to the east and west, an arterial to the north, and the Amazon Canal to the south.

This area is characterized by single-family residential structures built primarily during the 1940s and 1950s. Approximately 43 percent of the residential units are owner-occupied; of all the residential structures, 20 percent are in need of major repair, and one percent are unsafe or abatable. The average parcel size is 8,712 square feet.

There are two churches in this area. One, the Faith Center, has indicated a desire to expand their facilities within and beyond their current site. Approximately 30 percent of this area is owned by the Faith Center, of which 7 percent is undeveloped.

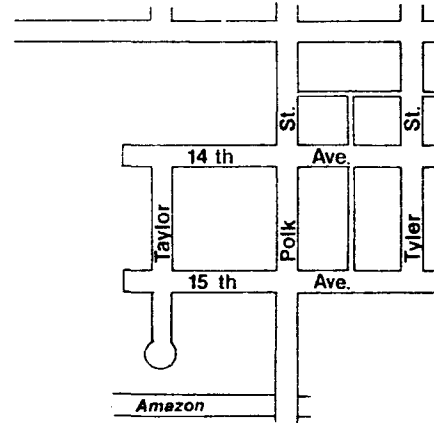
This area has remained zoned for low-density residential use since initial zoning was applied in 1948. In 1968, when the City updated the Zoning Ordinance, the RA land was rezoned to R-1 Single Family Residential.

#### Policies

Promote retention of existing viable residential structures by targeting the use of rehabilitation funds in this area and encouraging the relocation and rehabilitation of residential structures when land is needed for public or quasi-public uses.

Encourage additional residential developments that will maintain the character of the area by pursuing the application of block planning and allowing additional housing units on undeveloped or underutilized sites, division of existing single-family structures into duplexes, and access to additional housing units off of alleys.

Promote development of public and quasi-public uses in the area that will minimize conflicts with adjacent residential areas by encouraging shared use of existing parking facilities and allowing inter-agency agreements to account for parking requirements.



### 12. West Medium-Density Residential Area

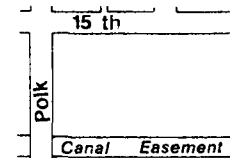
#### Findings

This area consists of apartments built in the early 1960s and late 1970s within the regulations of the RG Garden Apartment Residential District. These residential structures are in standard condition.

In 1948 the area was zoned RA. In 1961 the City approved a rezoning request for the western portion of the area from a low-density residential district to RG Garden Apartment. In 1969 the City also approved a request to rezone the eastern portion from a low-density residential district to RG Garden Apartment. Later, when the project was developed, it was approved under the site review process.

#### Policies

This area is appropriate for medium-density residential use.



### 13. Low-Density Residential Area—South of the Fairgrounds

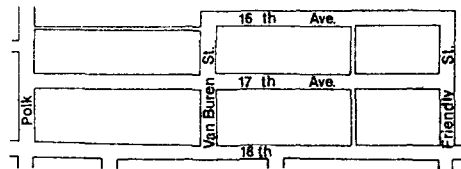
#### Findings

This area consists primarily of single-family houses which were built during the 1950s. Within the area, approximately 80 percent of the residential units are owner-occupied. Thirteen percent of the residential structures are in need of major repair. This area includes one church.

Under the 1948 Zoning Ordinance, this area was zoned RA. When the Zoning Ordinance was revised in 1968, this area was rezoned to R-1 Single-Family Residential. No other rezonings have occurred in this area since that time.

#### Policies

This area shall remain a low-density residential area. Efforts shall be made to maintain and improve the quality of the existing housing stock.



### 14. Low- to Medium-Density Residential Area

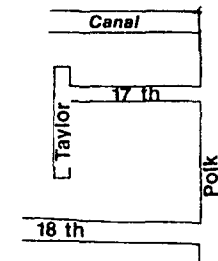
#### Findings

This area consists of a variety of residential structure types of which 22 percent are in need of major repair. Seventeen percent of the residential units are owner-occupied. The average parcel size is approximately 10,890 square feet.

This area was initially zoned RA under the 1948 Zoning Ordinance. Since 1967, rezonings have occurred to R-1, R-2, and RG. Higher residential development has been subject to site review with an emphasis on harmony with the adjacent low-density areas.

#### Policies

This area shall be recognized as appropriate for low- to medium density residential development.



### 15. Low- to Medium-Density Residential Area

#### Findings

This area consists primarily of single-family residential structures built between 1920 and 1950. Approximately 50 percent of the residential units are owner-occupied, and 35 percent of the residential structures are in need of major repair. The average parcel size in the area is approximately 8,276 square feet.

This area has remained R-1 Single-Family Residential since initial zoning was applied under the 1948 Zoning Ordinance. Requests for zone changes to R-2 Limited Multiple-Family and RP Residential Professional have been denied by the City because of a commitment to preserve the area for low-density residential use.

Non-residential uses that exist in the area include a clinic and a neighborhood market, both with apartments on the second floor. Both uses are non-conforming and have existed prior to the adoption of the initial zoning ordinance in 1948. This area also includes one church and one parochial elementary school.

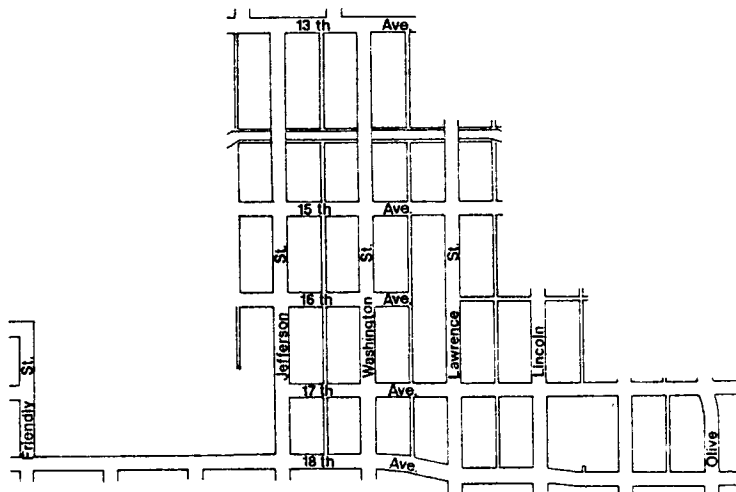
#### Policies

This area shall be recognized as a low- to medium-density residential area. The City shall explore methods of

encouraging an increase in residential density yet maintaining the character of the area. Residential densities beyond ten units per acre shall be allowed, subject to an approved block plan or rezoning to R-2 in conjunction with site review.

The City shall encourage block planning, infilling, and shared housing, in this area. Access to housing units off of alleys shall be accommodated when not in conflict with other policies and goals.

The City shall encourage the rehabilitation of the existing housing stock through both public and private reinvestments.



**16. East Medium-Density Residential Area**

**Findings**

This area consists primarily of single-family residential structures. Approximately 27 percent of the residential units are owner-occupied with approximately 34 percent of the structures in need of major repair. Most of the residential structures were built during the 1920s or later during the 1940s. The average parcel size is approximately 5,662 square feet.

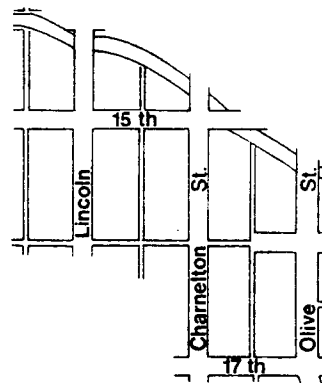
This area also includes a small neighborhood park site.

The area was zoned R-2 under the 1948 Zoning Ordinance when that district allowed only single-family and duplex residential developments. In 1968 district regulations changed to allow multi-family developments and up to 16 units per acre.

**Policies**

This area shall be recognized as appropriate for medium-density residential development.

Efforts shall be made to preserve the existing residential structures by encouraging rehabilitation, infilling, or relocation of structures within the neighborhood.



**17. High-Density Residential Area**

**Findings**

This area has a variety of residential structures, including single-family homes, small apartments, and a high-rise. Approximately 44 percent of the residential structures are substandard. The average parcel size in this area is 6,970 square feet.

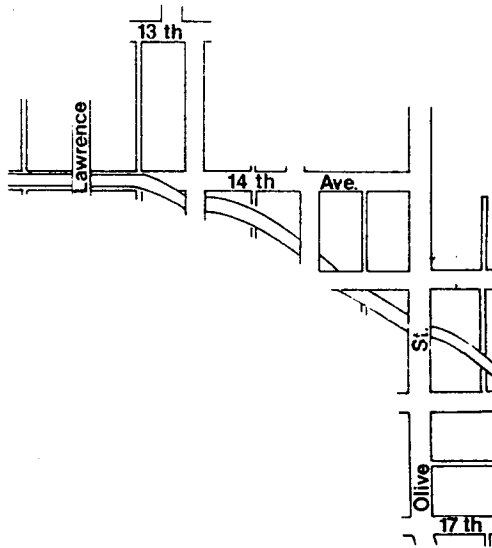
Under the 1948 Zoning Ordinance the narrow strip of land to the east of Olive Street was zoned R-4, which allows high-density residential uses. This was intended to serve as a transition between commercial uses on Willamette Street and lower-density residential developments to the west. The

remainder of this area was zoned R-2 Limited Multiple-Family and R-1 Single Family on the westernmost portion. When the Zoning Ordinance was updated in 1968, the area west of Olive Street and north of the Amazon Canal was rezoned from R-1 and R-2 to R-3 Multiple-Family Residential.

### Policies

This area shall be recognized as appropriate for high-density residential uses.

Proposed rezonings to higher residential densities within this area shall be evaluated based on criteria such as parcel size, proposed development, and impact on surrounding uses. Site review shall be required in conjunction with rezonings.



## Commercial Areas

### 18. West 13th Avenue Commercial Node Between Washington and Lincoln Streets

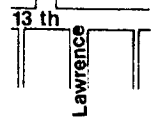
#### Findings

This area includes a garage, a cafe with apartments above, and other small retail establishments.

This small section of commercial uses existed along West 13th Avenue prior to the 1948 Zoning Ordinance. In 1948, it was zoned C-3 Central Business District. In 1968 when the Zoning Ordinance was updated, it was rezoned to C-2 Community Commercial.

#### Policies

This area shall continue to be recognized as a neighborhood commercial area. Commercial uses shall not expand outside this area, especially in the form of strip commercial development along West 13th Avenue.



### 19. West 13th Commercial and Residential Area Between Chamelton and Lincoln

#### Findings

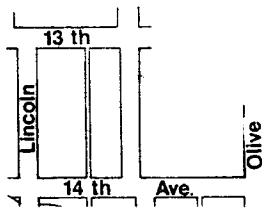
This area includes a high-rise with commercial uses on the ground floor, small apartment buildings, and single-family homes. The high-rise, referred to as Willamette Towers, consists of 92 units of which 83 percent are owner-occupied. Of the remaining residential structures, 28 percent are owner-occupied. Of the entire area, approximately 45 percent of the residential structures are in need of major repair. This area also includes a church and the Eugene Public Library. The City has indicated a desire to expand the library.

In 1948 R-2 zoning was applied with the adoption of the Zoning Ordinance. As a result of the 1968 Zoning Ordinance update, the area was rezoned C-2.

This area may be viewed as the outer fringe of the Central Business District. Commercial uses exist to the north and east while residential uses exist to the south and west.

### Policies

This area is appropriate for neighborhood-oriented commercial activities and services and high density residential uses.



## 20. Willamette Street Commercial Corridor

### Findings

This area includes a variety of retail and services, a beauty college, restaurants, offices, and single-family and multi-family residential structures.

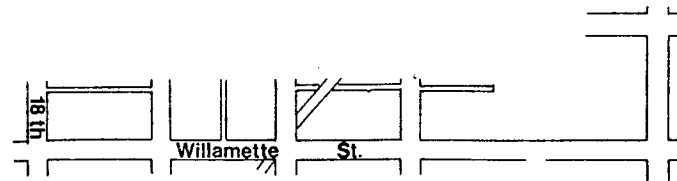
In 1948 Willamette Street was zoned commercial to reflect its role as the southern extension of the central business district. In the 1968 Zoning Ordinance update, this portion of Willamette Street was rezoned from C-3 to C-2.

### Policies

This area shall be recognized as appropriate for neighborhood and regional-oriented commercial uses. The designation, however, recognizes that the half block west of Willamette Street is the dividing line between residential and commercial use.

Efforts shall be made to encourage street trees and other amenities which will create a distinctive quality on this portion of Willamette Street.

Note: Policy direction relating to the West 18th Avenue and Chambers Street commercial area is found in the Far West section of the Land Use Diagram text, No. 7.



## Land In Public Ownership

### 21. Public Facilities And Open Space

#### Findings

Land designated public facilities and open space and includes: Ida Patterson Community School, Westmoreland Park, US Army Reserve, US Marines, Lane County Fairgrounds, Eugene Public Library, Jefferson Pool, a City-owned park site, and several pieces of undeveloped property along the Amazon Canal Easement.

Zoning is a combination of PL Public Land, R-1 Low Density Residential, and R-2 Limited Multiple-Family Residential.

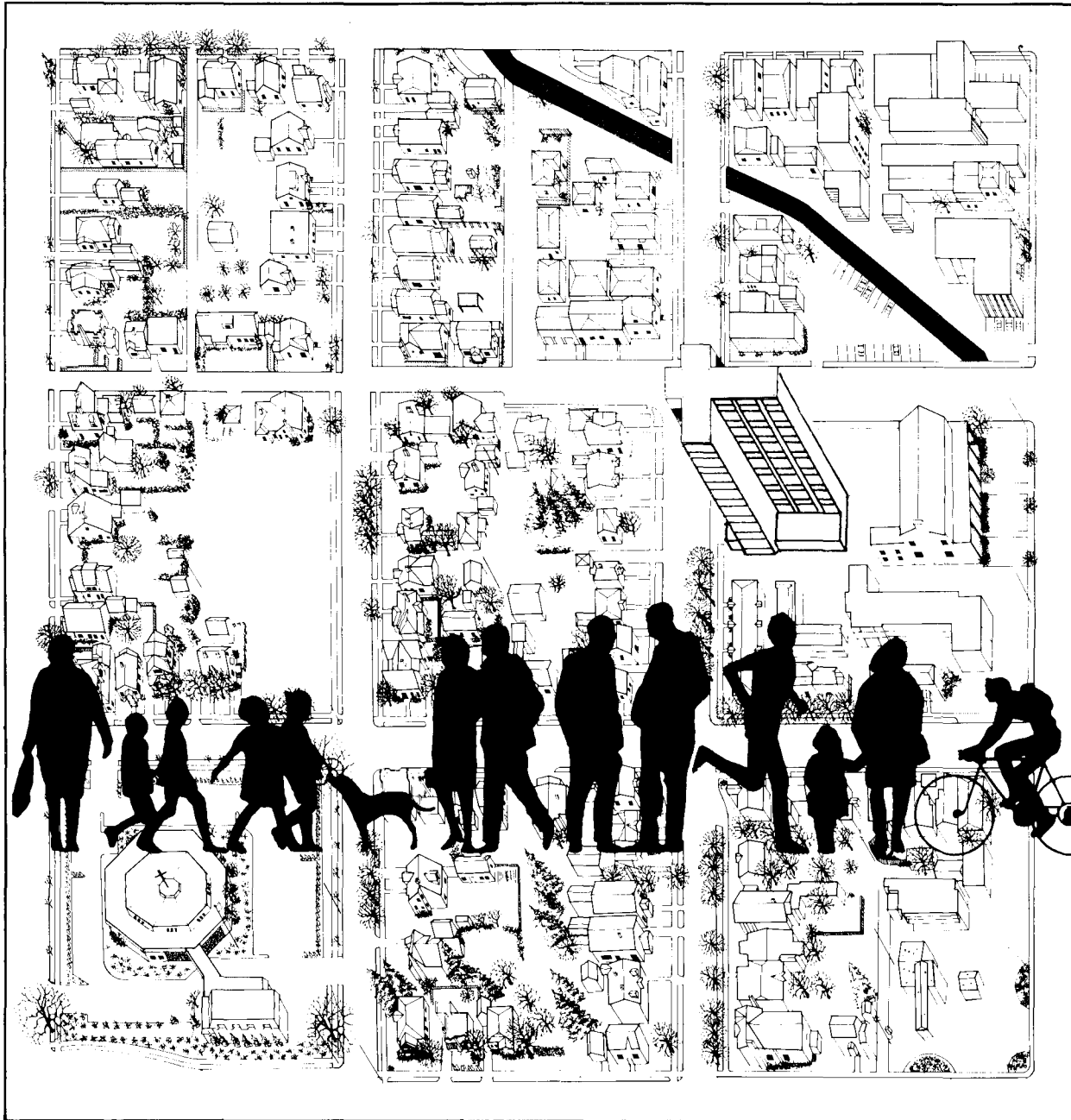
Some of the publicly owned land is undeveloped or used for interim uses.

#### Policies

When changes in land uses occur for areas zoned public land, the City shall evaluate whether a change in the zoning district is necessary.

Joint City/County efforts shall be undertaken to provide for a broad range of activities within the Fairgrounds.

Note: General information and policies pertaining to public facilities and services is also included in the Public Facilities and Services Element of the plan.



# Transportation Element



The Transportation Element examines the movement of people and goods within and through the plan area. Attention is also given to the choice and accessibility of different segments of the community to the different transportation modes.



## Major Transportation Corridors

1. Because of its central location and as part of a major entryway into Eugene, nine arterials pass through or border the plan area. Please refer to the Traffic Volume and Street Classifications map on page **34**.
2. Streets functioning as arterials carry traffic that often does not have origins or destinations within the plan area.
3. Transportation projects noted in the Eugene-Springfield Area 2000 Transportation Plan (T-2000) that may have an impact on the plan area include:
  - a. The removal of arterial traffic from Washington and Jefferson streets and the implementation of the Lincoln/Charnelton couplet from 5th Avenue to 13th Avenue;
  - b. Interim widening of 6th and 7th avenues to four lanes in construction of the 6th/7th freeway;
  - c. Intersection improvements on 18th Avenue at Lincoln, Jefferson, Friendly, Polk, Chambers, Arthur, and City View streets (this would include restriping to four lanes and major intersection improvements: widening, signal revisions, and turn refuges);
  - d. Widen and restripe to four lanes Chambers Street from 6th Avenue to 18th Avenue;
  - e. Widen to four lanes West 13th Avenue from Lincoln to Willamette;
  - f. The extension of Chambers Street as a four-lane arterial to connect 6th and 7th avenues with River Road.
4. Arterials that bisect existing residential areas and create barriers to pedestrian and bike movements include:
  - a. West 13th Avenue between Garfield and Chambers Streets;
  - b. Garfield/Arthur Street between West 12th and West 18th Avenues;
  - c. Polk Street between West 13th and West 18th Avenues;
  - d. Jefferson Street between West 13th and West 18th Avenues.
5. Due to growth in the Metropolitan Area, traffic volumes are projected to increase, especially on arterials serving the west and Willow Creek areas.

6. Major institutions, employment centers, and commercial developments often create parking and transportation problems for nearby residential areas and congestion on arterials.

7. West 13th Avenue between Charnelton and Willamette streets is very congested due to narrow traffic lanes as a result of on-street parking.



## Transit

1. In general, transit service is fairly accessible to most residents and is an important mode of transportation.
2. Lane Transit District (LTD) has worked cooperatively with the Jefferson Area Neighbors and Far West Neighborhood Association in planning bus routes, stops, and shelter locations.

## Pedestrian/Bikeways

1. Bicycling is an important mode of transportation for many residents and people traveling into or through the plan area. Please refer to the Bikeway System map on page
2. There is a demand for additional bike storage racks, especially at selected service and retail establishments.
3. Polk Street at West 15th Avenue, Chambers Street at the Amazon Canal, and Willamette Street at West 16th Avenue have been identified by Public Works as locations for future pedestrian crossing facilities.
4. There is no bike route for bicyclists traveling north and south throughout the plan area. The Bikeway Master Plan indicates north-south bike routes are planned for Chambers, Polk, and Lawrence streets in the plan area.
5. There are streets within each area that lack sidewalks.
6. Residents in Westmoreland Family Housing frequently cross Arthur Street and express difficulty in crossing due to the speed and volume of automobile traffic.

Note: Information, policies, and implementation strategies about amenities or services for pedestrians and bicyclists, such as benches, water fountains, and kiosks, is included in the Neighborhood Commons Element.

## General

- 1.0 In recognition of the T-2000 Plan, continue to encourage a variety of transportation modes that create accessibility for all segments of the community.

## Major Transportation Corridors

- 1.0 Limit the impact of arterial streets within the plan area, especially in residential areas.



- 2.0 Encourage actions that will preserve local streets for local traffic.

- 1.1 Buffer major thoroughfares in areas intended for residential use with such actions as limiting direct access and, therefore, allowing a continuous buffer along the streetscape. Arterials needing special attention include 13th Avenue between Garfield and Chambers streets and Chambers Street between 7th and 18th avenues.
- 1.2 Prior to implementation of the Lincoln/ Charnelton couplet as proposed in the T-2000 Plan, ensure such action will not increase the traffic volume south of 13th Avenue in the residential area.
- 1.3 In designing the Chambers extension and its link with 6th-7th Corridor, examine methods to:
- Encourage east-westbound traffic to use the extension of 6th and 7th avenues west of Garfield to reduce traffic on West 11th Avenue.
  - Encourage northbound and southbound traffic to use Chambers Street rather than Garfield Street.
  - Explore means for developing additional capacity for streets bordering residential areas. Examples include portions of Chambers Street, West 12th Avenue, and City View.
- 2.1 Prevent additional streets from becoming used as routes for heavy through traffic and, therefore, being used as arterials.
- 2.2 Re-evaluate the classification of Lincoln Street as a collector within the plan area.
- 2.3 Evaluate the impacts of returning Willamette Street to two-way traffic with special attention given to the affect on the volume of through traffic on Olive Street and on the vitality of Willamette Street as a commercial corridor.

- 3.0 Improve the traffic flow on West 13th Avenue between Charnelton and Willamette streets.

## Transit

- 1.0 Recognize the relationship between community planning and the planning and implementation of a viable transit system.
- 2.0 The Lane Transit District shall be encouraged to provide people with good access to downtown locations, as well as other major commercial or residential nodes and activity areas such as the Lane County Fairgrounds.

## Pedestrians/Bikeways

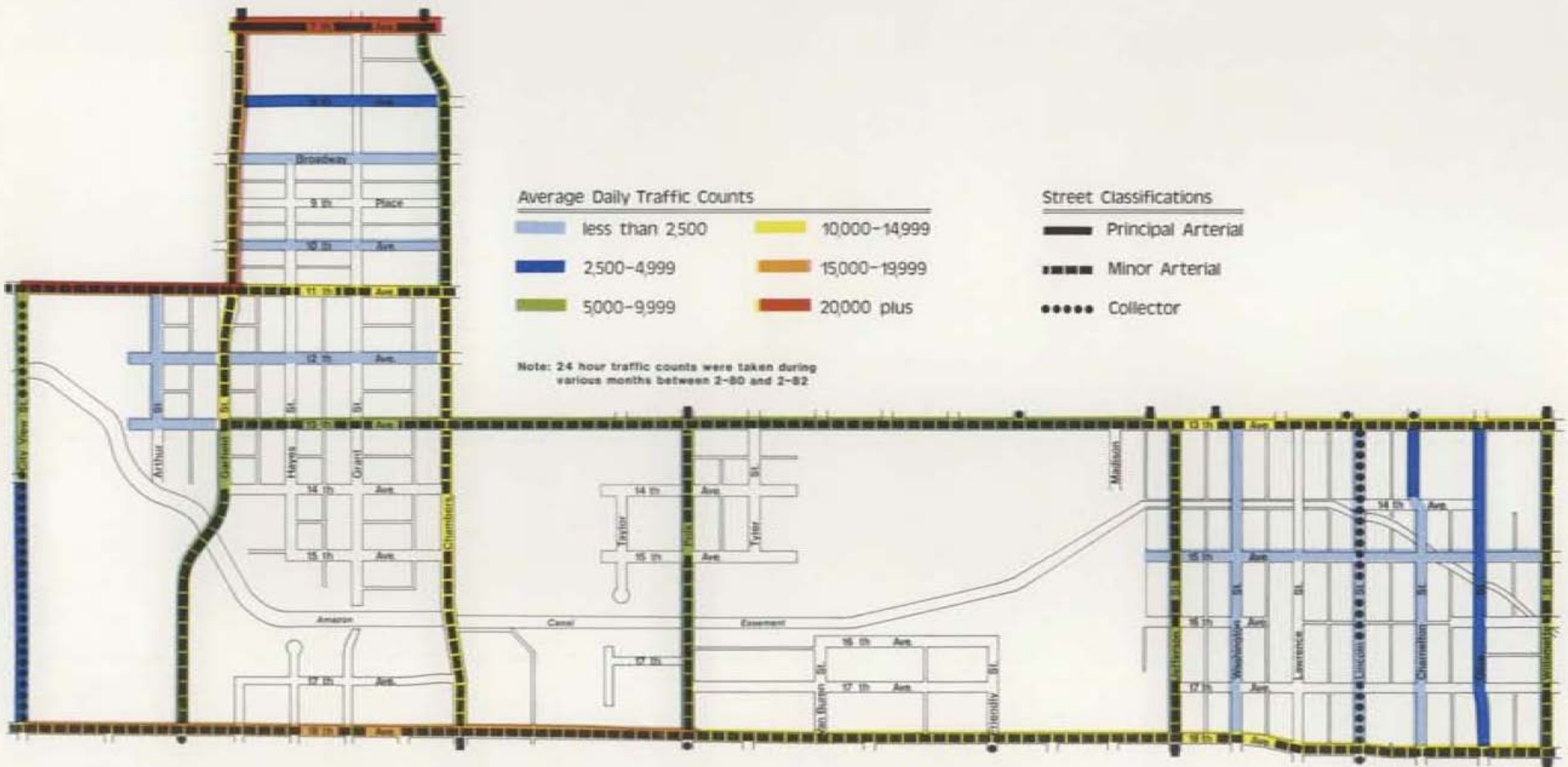
- 1.0 Encourage convenient, safe, and pleasant access for pedestrians, bicyclists, and handicapped persons throughout the plan area, emphasizing movements to and from: 1) Ida Patterson, Westmoreland, and O'Hara Elementary Schools; 2) Lane County Fairgrounds; 3) transit lines; 4) community facilities such as the Jefferson Pool; and 5) neighborhood commercial areas.



- 3.1 As an interim measure to the T-2000 Plan, remove on-street parking and restripe to three lanes.
- 1.1 The City of Eugene, the Jefferson Area Neighbors, and the Far West Neighborhood Association should continue to work with the Lane Transit District in determining the location of bus routes, stops, shelters, and transfer points.
- 1.1 Promote the installation of sidewalks especially near schools or major activity areas.
- 1.2 Explore alternative pedestrian pathways in areas where streets are unpaved.
- 1.3 Install sidewalk ramps at all intersections throughout the plan area.
- 1.4 Provide pedestrian facilities for crossing arterial streets at their points of greatest demand, including Willamette Street at 15th or 16th avenues, Polk Street at 15th Avenue, and Chambers Street at the Amazon Canal.
- 1.5 Amend the City Zoning Ordinance to require that bicycle storage spaces be provided in conjunction with non-residential uses especially where bicycling could be an important mode of transportation.
- 1.6 Continue implementation of the Eugene Bikeway Master Plan.
- 1.7 Continue to install and maintain lighting to City standards along major bike and pedestrian routes and areas of high activity at night including: the 15th Avenue and Amazon Canal bike route.

- 1.8 Some mitigating actions, due to the widening of Chambers Street between 8th and 18th avenues be taken. These might include things such as buffers, beautification projects, or pedestrian crossings.
- 1.9 When Chambers Street is improved, install an undercrossing for the Amazon Canal bike route that is easily accessible for pedestrians and bicyclists going north and south on Chambers Street.
- 1.10 When Polk Street is improved, install an undercrossing for the Amazon Canal bike route that is easily accessible for pedestrians and bicyclists going north and south on Polk Street.
- 1.11 Improve pedestrian and bicycle access to the Amazon Canal bike route from Westmoreland Family Housing.
- 1.12 Support methods to encourage safe pedestrian access across Garfield Street between Westmoreland Family Housing areas.



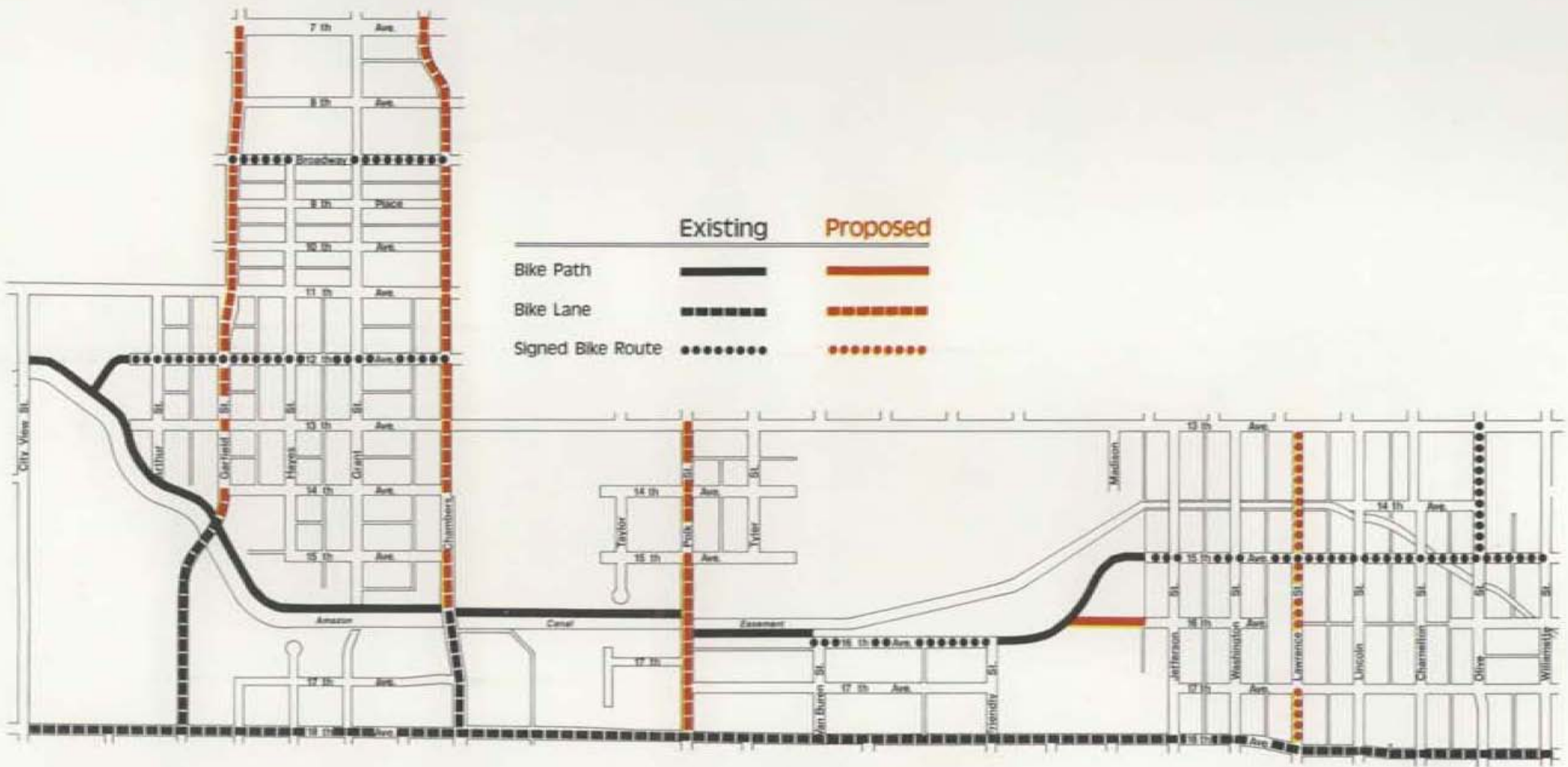


# Jefferson/Far West Refinement Plan

## TRAFFIC VOLUME & STREET CLASSIFICATIONS

June 1982



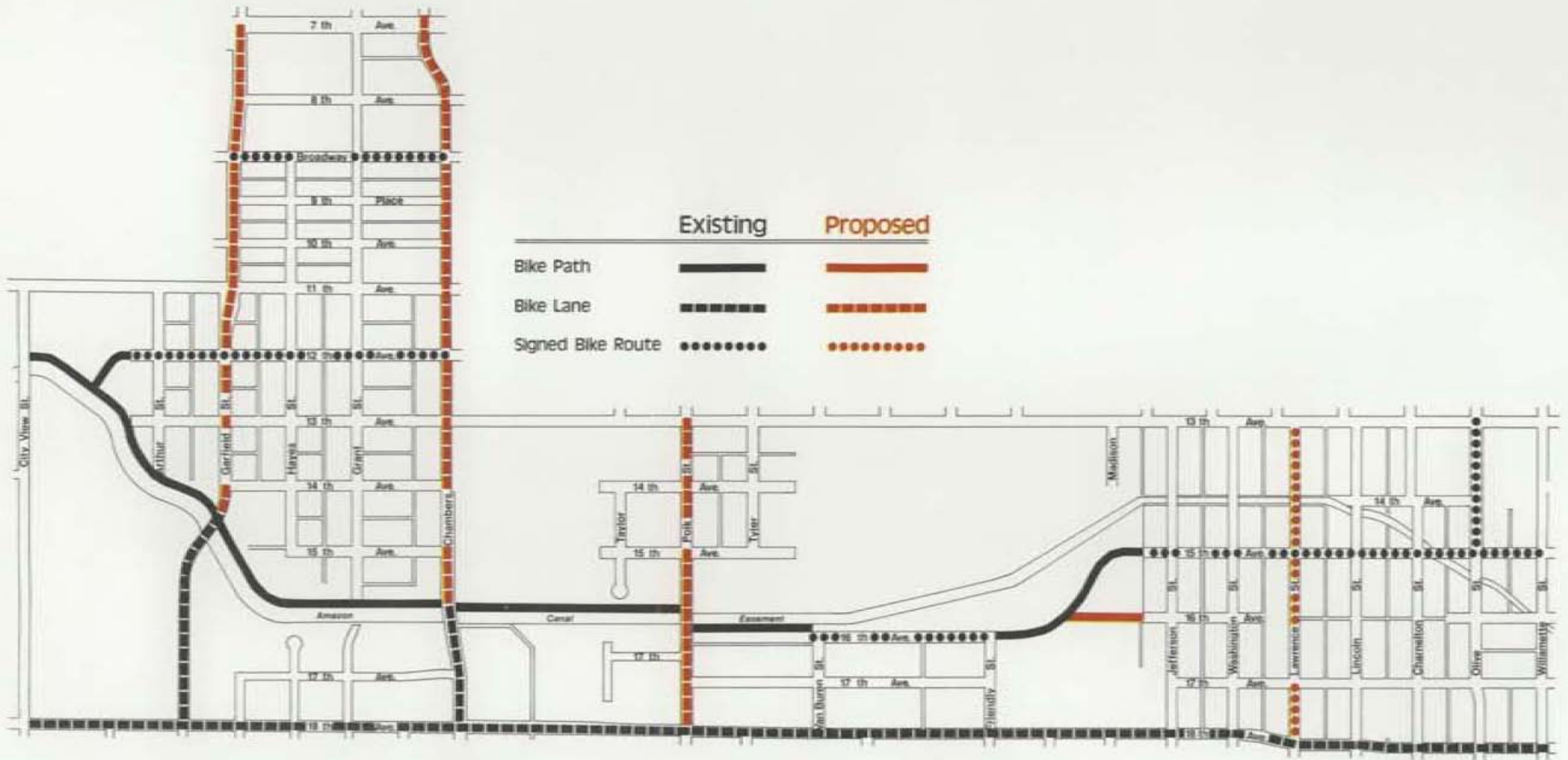


# Jefferson/Far West Refinement Plan

## BIKEWAY SYSTEM

June, 1982





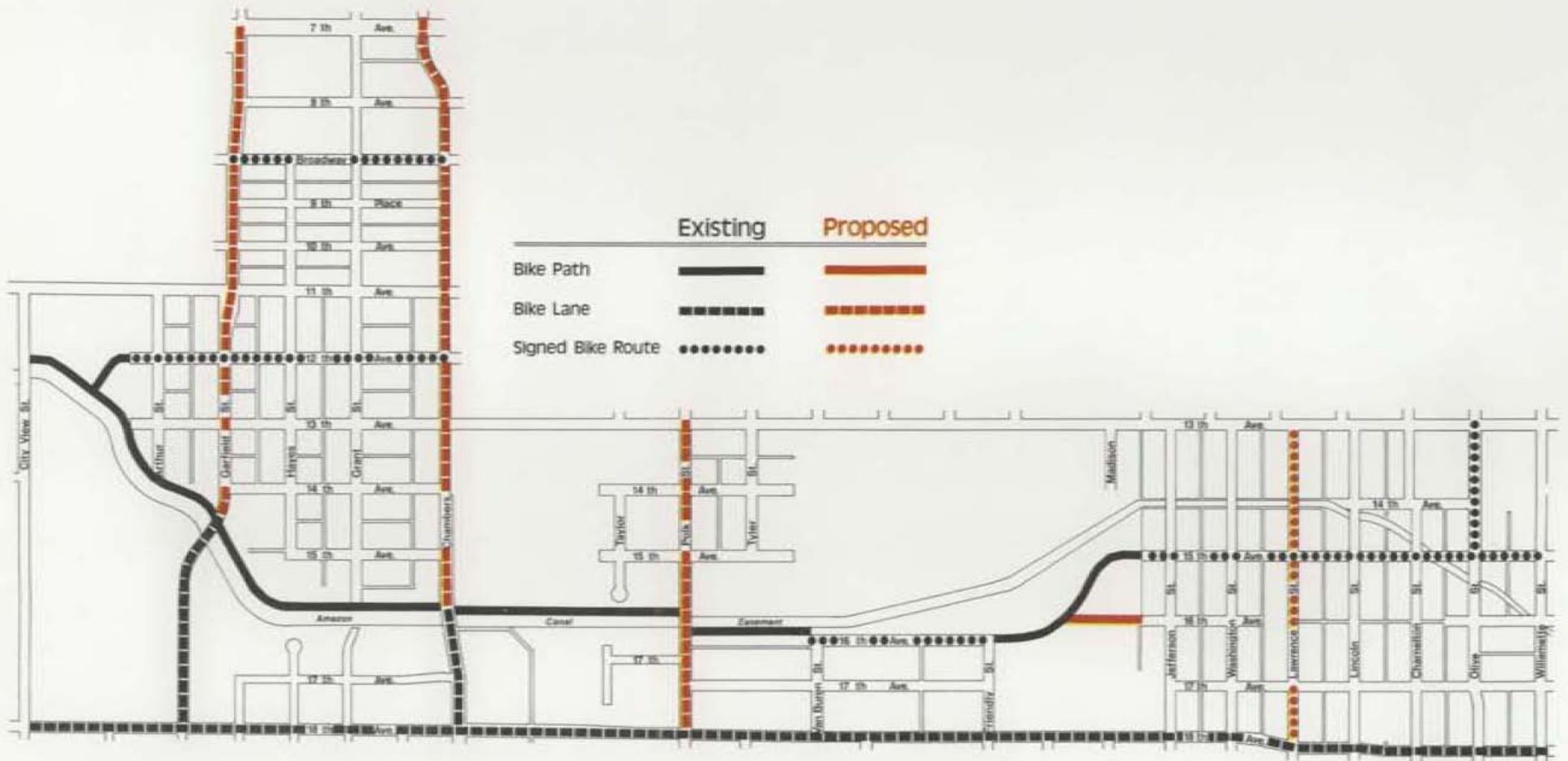
# Jefferson/Far West Refinement Plan

## BIKEWAY SYSTEM

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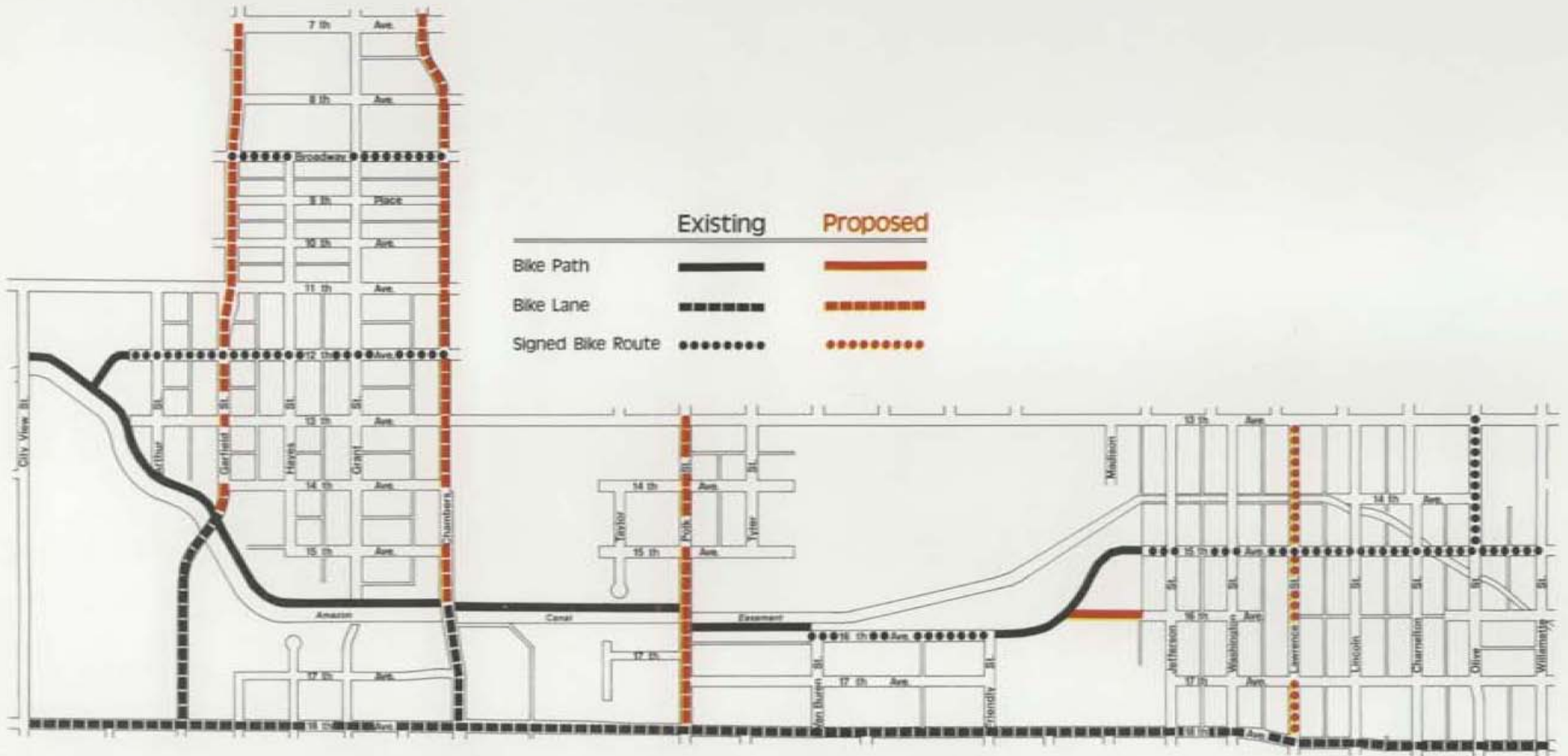


# Jefferson/Far West Refinement Plan

## BIKEWAY SYSTEM

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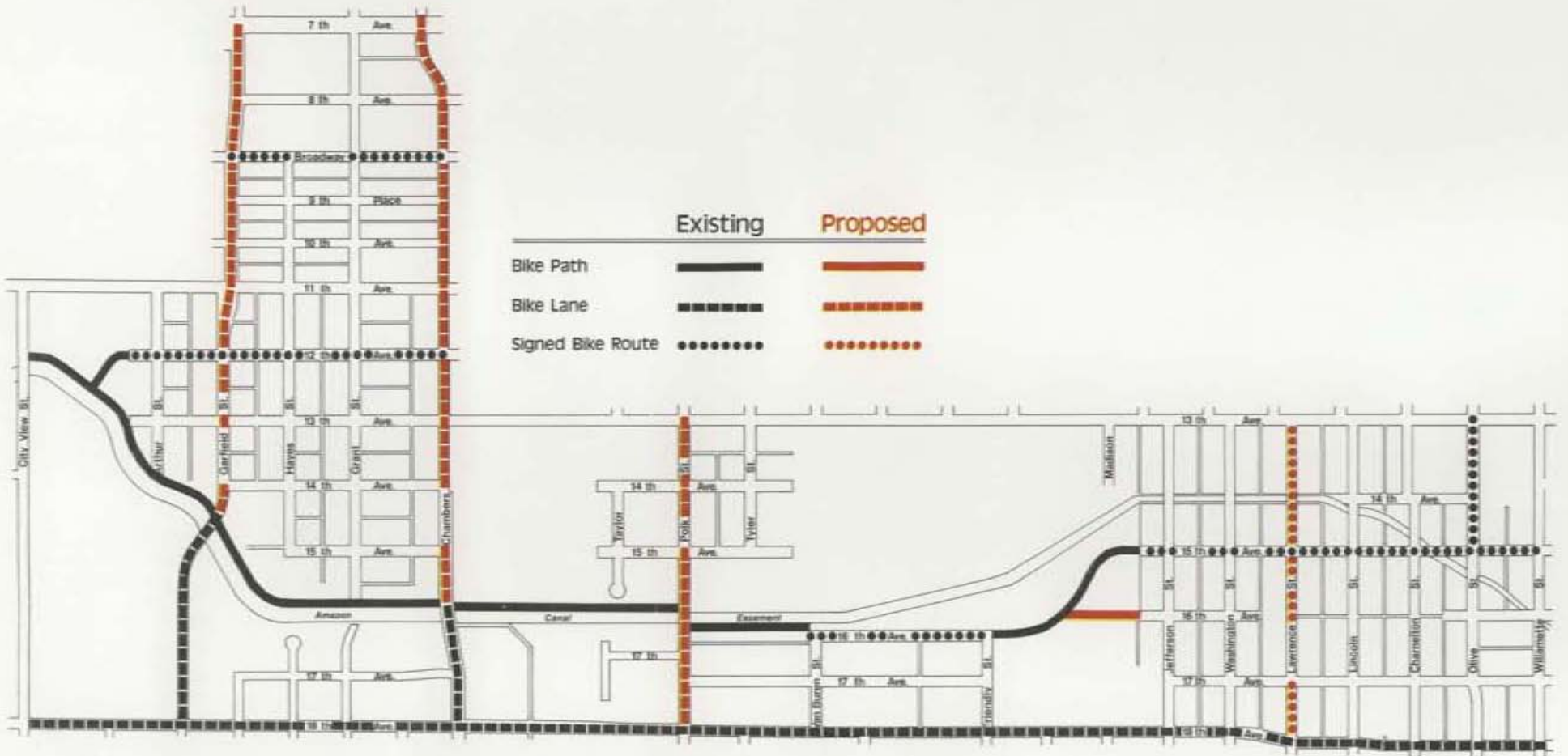


# Jefferson/Far West Refinement Plan

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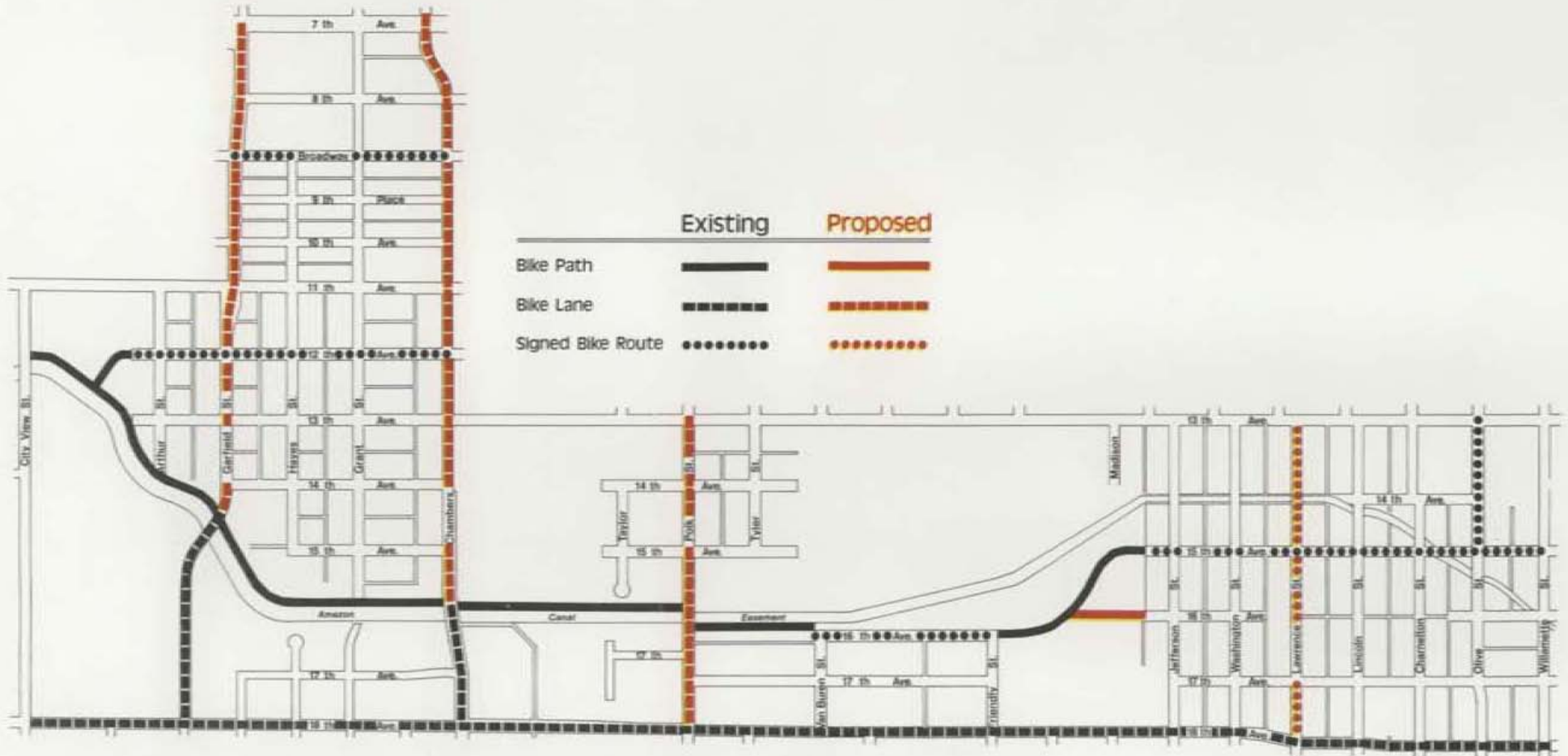


# Jefferson/Far West Refinement Plan

## BIKEWAY SYSTEM

June, 1982



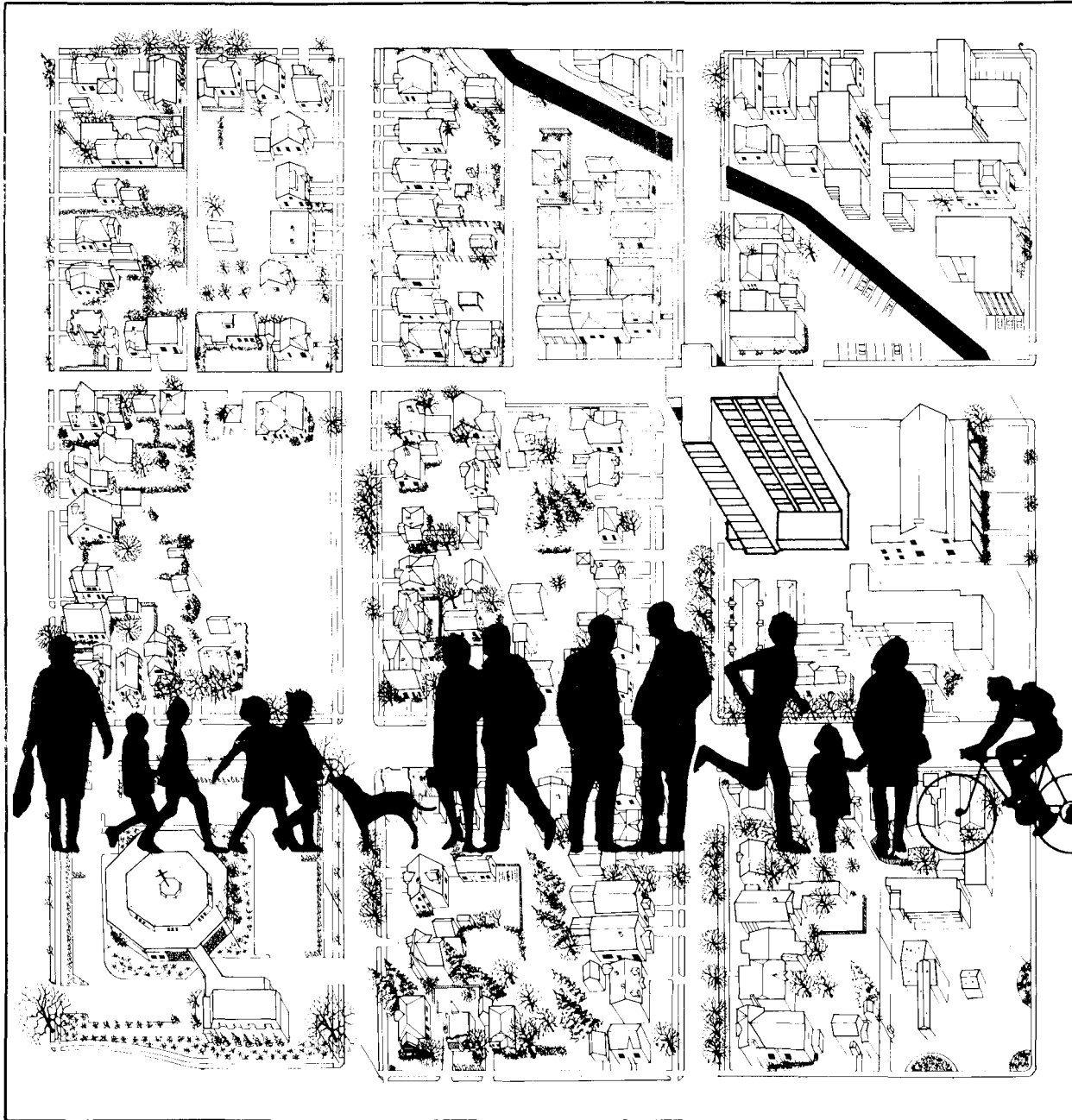


# Jefferson/Far West Refinement Plan

## BIKEWAY SYSTEM

June, 1982





# Public Service & Facilities Element

This element addresses the socio-economic needs of residents in the plan area in relationship to the availability of services and facilities, including schools, parks and recreation facilities, water, sewers, power, and fire and police protection.

## Findings

### General

1. There are a variety of public facilities located in the plan area, many that serve community-wide and regional needs.
2. In the Jefferson Area Neighborhood, the average number of people per household is slightly smaller than the City average, with over half the residents living in one-person households. This probably reflects, in part, the high concentration of elderly residents in the neighborhood.

In the Far West portion of the plan area, the percent of minority residents is significantly greater than the City average, while the percent of elderly residents is less.

**Table I—Population Characteristics**

	Population	Percent Minority	Percent 65 and Older	Average Household Size
City of Eugene	105,624	5.4	9.4	2.4
Jefferson	2,241	3.4	23.5	1.7
Far West	2,354	18.9	3.6	2.3

Source: Lane Council of Governments Research Division, based on April 1980 Census data.

### Educational/Recreational/Leisure Resources

1. Within the plan area, there are two public elementary schools— Ida Patterson, and Westmoreland. The eastern portion of the plan area, however, is in the Whiteaker Elementary School attendance area.
2. A community school program, funded jointly on an annual basis by the City of Eugene and 4-J School District, has operated at Ida Patterson since the fall of 1973.
3. There are no junior high or high schools in the plan area. The plan area is served by Jefferson and Roosevelt junior highs and Churchill and South Eugene high schools.
4. The Eugene Public Library is an important resource to the neighborhood and broader community. Two houses were relocated on City-owned property in the vicinity for a future library parking lot for library use if the library expands on its current site.
5. Adjacent to the plan area, Westmoreland Community Center is an important neighborhood and community resource, providing cultural and recreational opportunities for residents of all ages.
6. Kaufman Senior Center is a neighborhood resource and focal point for the unusually high concentration of older residents in the Jefferson Area Neighborhood.
7. In the Far West Plan Area there is one neighborhood park, Martin Luther King, Jr. It was acquired in 1947 and is .72 acres. It is developed with picnic and play equipment, and a basketball court. It primarily serves people who live or work in the immediate area.

In 1952, 3.90 acres were acquired in the Garfield Commons area to allow development of a limited access street along the Amazon Canal. A portion is in use as part of the City's Community Gardens program and a bikepath exists along the periphery. Approximately 2.0 acres is undeveloped.

**8.** In the Jefferson Area Neighborhood there are three park facilities. All are either undeveloped or in need of major physical improvements. The portion of Westmoreland Park within the plan area is approximately 11 acres. Of that, approximately 4.6 acres is undeveloped; the remainder is developed with playfields.

The Jefferson Pool, built in 1948, operated as an outdoor pool until spring, 1974, when a bubble was installed and it became an indoor pool. During the fall of 1981 the bubble on Jefferson Pool collapsed, resulting in its temporary closure. The pool reopened as an outdoor pool in the summer of 1982.

Community Development Block Grant funds have been allocated to begin the design and construction of a neighborhood park at 17th Avenue and Charnelton Street.

**9.** The Amazon Canal, which drains the South Hills and flows through the plan area, contains a valuable riparian habitat despite being partially channeled. The Amazon Canal supports wildlife including ducks, great blue heron, green heron, muskrat, raccoon, belted kingfish, carp, and ringneck pheasant.

**10.** A bike path parallels portions of the Amazon Canal, providing a natural, park-like setting for bicyclists, joggers, and pedestrians.

**11.** The Lane County Fairgrounds and Convention Center was acquired in 1901 and is approximately 55 acres. It provides flexible convention, exhibit, and banquet facilities. The facility operates under the direction of the Lane County Fair Board as a self-supporting business.

## Public Safety/Utilities

**1.** Residents and workers in Far West perceive the area as having a high crime rate. Residents and workers in Jefferson perceive the area as having a low crime rate. Both neighborhood groups however, indicate a need for increased educational programs aimed at preventing crimes.

**2.** The Eugene Fire Department adequately serves the area and it has not been identified as an area with a high number of fires. Three stations primarily serve the area. Station #1 at 7th and Pearl, Station #2 at 1st Avenue and Jackson Street, and Station #4 at Broadway and McKinley. In 1981, the average response time for this area was close to the city-wide average of 2.7 minutes.

**3.** Adequate water and electrical services are available or will be made available through the Eugene Water and Electric Board (EWEB) to meet existing and planned developments.

**4.** In 1979, EWEB worked with the City of Eugene and Lane County in a three-way property exchange of equal-sized parcels. EWEB exchanged a parcel located at Charnelton Street and 17th Avenue with the City of Eugene Parks and Recreation Department who in turn exchanged surplus property on the Jefferson pool site with Lane County. In exchange for this property, Lane County then gave EWEB a parcel to be used for a substation located along the Amazon Canal on 15th Avenue.

**5.** There are no major sewer maintenance problems in the plan area. In the Jefferson Area Neighborhood between Madison Street and Willamette Street, sewers were constructed generally during the 1920s. West of Madison Street, sewers were constructed generally during the late 1940s. Sewers in the Far West portion of the plan area were constructed generally during the late 1940s.

## General

- 1.0 Promote efficient use of public resources.

## Educational/Recreational/Leisure Resources

- |  |   |
|--|---|
| <ol style="list-style-type: none"><li>1.0 Continue to recognize schools as an important resource to the community.</li><li>2.0 Maintain and improve the quality of the Eugene Public Library and the services provided.</li><li>3.0 Continue to recognize Westmoreland Community Center as an important community resource and maintain the quality of its services.</li><li>4.0 Continue to recognize Kaufman Senior Center as a vital resource to older people in the neighborhood/community and maintain the quality of services it provides.</li><li>5.0 Develop the Garfield Commons to meet the needs of the existing and planned residential population in the area.</li><li>6.0 Maintain the Amazon Canal as an important flood control device and yet continue to develop as a distinctive recreation corridor and non-motorized transportation link.</li></ol> | <ol style="list-style-type: none"><li>1.1 Continue efforts to coordinate with the 4-J School District.</li><li>1.2 Keep in consultation with the 4-J School District about the benefits and effectiveness of the community school programs and continue to provide funding and support.</li><li>2.1 Continue to work cooperatively with Lane County to acquire additional resources for the Eugene Public Library.</li><li>3.1 Continue to provide funding and support for Westmoreland Community Center's programs and services.</li><li>4.1 Continue to provide funding and support for Kaufman Senior Center's programs and services.</li><li>6.1 Create linkages with the Amazon Canal in the development of Westmoreland and Garfield parks.</li><li>6.2 Continue to install lighting at City standards along the Amazon Canal bike route.</li><li>6.3 Install a pedestrian/bike bridge over the Amazon Canal and 18th Avenue to create a connection with the northern portion of Westmoreland Park.</li><li>6.4 Inventory, protect, and establish natural habitat areas along the Amazon Canal to provide recreational opportunities.</li></ol> |
|--|---|



- 7.0 Improve Westmoreland Park to increase its usage and better serve the surrounding community.
- 8.0 Continue to develop the Charnelton Street park site as a neighborhood park.

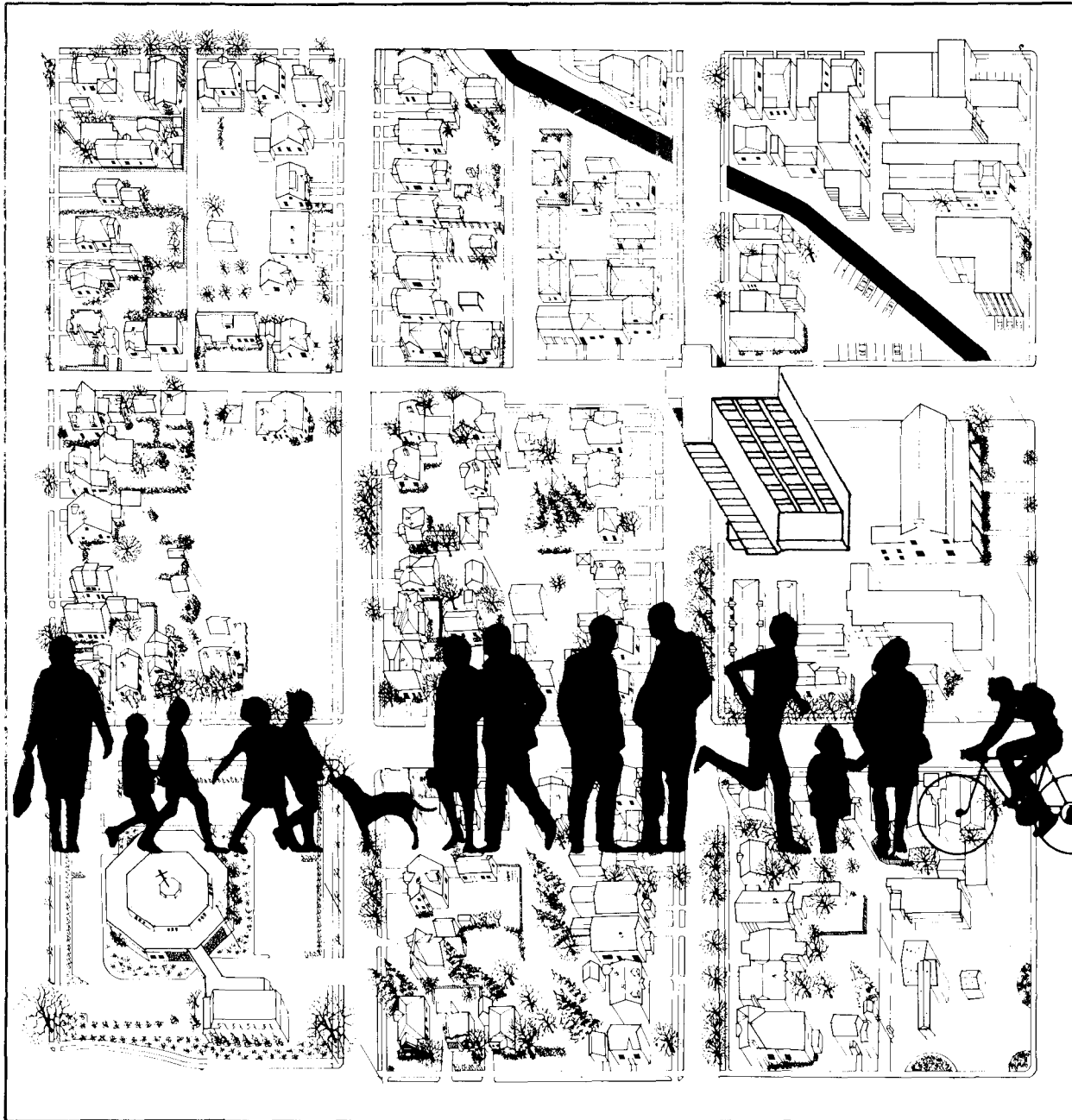
## Public Safety/Utilities

- 1.0 Encourage actions that will reduce crime and the fear of crime for residents and employees in the plan area.
- 2.0 Encourage actions that will maintain adequate fire protection within the area.

- 6.5 Continue to work with Lane County to maintain and improve public access through the Fairgrounds, especially along the Amazon Canal.

- 1.1 Continue to support the Community Officer Patrol Team to work with neighborhood associations in providing educational seminars for the community.
- 2.1 Encourage educational programs associated with fire prevention techniques and emergency assistance training.





# Neighborhood Commons Element

The purpose of the Neighborhood Commons Element is to identify, maintain, and develop the life and landscape of the neighborhood. This element concerns special neighborhood qualities, including gathering places like Lincoln Street Market and Central Cafe; easy access to and from important neighborhood and city destinations; and a rich and exciting environment (including habitat for birds and animals, as well as places for neighborhood art and individual expression to be exposed and enjoyed).

**Commons** is a general term covering the range of beliefs and perceptions that people living and working in the area have of their neighborhood. These beliefs and perceptions are derived from the continuous and overlapping experiences of daily life: the route to work, walking to the market, looking out the store window, visiting with a neighbor, and recreating at the local park. Through this “living” in the neighborhood, we construct an image of it and organize it into physical patterns for orienting ourselves and distinguishing various territories (“my yard and car parking space,” “our block,” and “my route to work”). Private as well as publicly owned features form this commons pattern. This can include the large group of firs down the street, the historic house on the corner, fruit trees hanging over an alley, the old building with character down the block, the cracked or lack of sidewalks on the route to the library, or the large open space between the pool and Fairgrounds. Of course, these elements and patterns are perceived differently with differences in age, cultural heritage, and lifestyle. Remarkably though, these qualities can often form useful frameworks for planning and design decisions.



1. The Issue Forums and other “grass roots” planning efforts have revealed that people living and working in the neighborhood have rich, diverse, and often acute perceptions of neighborhood life. Use of the “Big Map,” a map showing a bird’s eye view of the area, has made it much easier to collect and collate these perceptions.

2. As more people participate in such work, they demonstrate more tolerance for ideas and images which arise from the neighborhood and the probability of consensus improves concerning the further development of the neighborhood.

3. Participation in planning can occur at various levels. Some will volunteer for small projects, while others are interested in issues affecting the entire neighborhood.

4. The Jefferson Area Neighborhood and Far West portion of the plan area is formed by a number of distinct physical features. These features include: —Amazon Canal —Lane County Fairgrounds —Westmoreland, Ida Patterson, and O’Hara elementary schools —Historic structures including: 1893 Italianate House, Peters-Liston-Wintermeier House, Carpenter Gothic House, Pioneer Museum —Small businesses, such as Central Cafe and Lincoln Street Market —significant multi-family dwellings including: Westmoreland Family Housing, Willamette and Lane towers —single family residential areas —Vet’s Memorial Club —Recreational facilities and pockets of open space including: Public library, Jefferson Pool, Westmoreland Park, Martin Luther King Jr. Park, Community Gardens, and Ida Patterson Elementary School —Military reserve bases —Major commercial corridors including: West 11th Avenue and Willamette Street.

5. Safety and ease of access at any time of the day by a variety of transportation modes is a major issue of the Jefferson/Far West Refinement Plan. Of special importance are issues of pedestrian and bicycle crossings at major arterials, adequate lighting and sidewalks for safe walking through the neighborhood, improved north/south access for bicyclists and pedestrians traveling through the neighborhood to other parts of the city, and maintained non-motorized access to and through the Fairgrounds.

6. Much of the Jefferson Area Neighborhood and Far West portion of the plan area is in the 100-year flood plain as designated by the US Army Corps of Engineers 1980 study.

7. Approximately 60 percent of the Jefferson Area Neighborhood is publicly owned. This includes land used for streets, alleys, and easements, the Lane County Fairgrounds, schools, military reserve bases, and park and recreational facilities.
8. An historic inventory was conducted for the Jefferson Area Neighborhood. There is no inventory of historic features for the Far West Neighborhood.
9. The Lane Transit District (LTD), Far West Neighborhood Association, and the City have worked jointly to improve the buffer between LTD's headquarters and bus storage area and the adjacent residential area.



## General

- 1.0 Support "grass roots" planning efforts.
  - 2.0 Establish the "Big Map" as the base for collecting perceptions about the neighborhood.
  - 3.0 Provide opportunities for members of the community to contribute their insights concerning neighborhood life.
  - 4.0 Give strong graphic form to these perceptions.
  - 5.0 Review land use application and referral processes in an effort to increase citizen participation.
  - 6.0 Maintain and develop important corridors or linkages.
  - 7.0 Provide safe and enjoyable access throughout the neighborhood.
- 1.1 Support and encourage groups within each neighborhood to enlarge and define the concept of Neighborhood Commons. Where elements (such as the Canal) affect both neighborhoods, provide opportunities for members of both groups to work together.
  - 2.1 Use the "Big Map" in neighborhood meetings, and meetings with staff from various agencies so that it becomes a standard reference.
  - 3.1 Seek opportunities, such as the Issue Forums, to engage neighbors in the work of developing the Neighborhood Commons Element.
  - 4.1 Develop an Image File containing slides, drawings, cassette tapes, models, and other visualizations which contribute to a sense of life of the neighborhood. This could include before and after pictures of neighborhood projects and developments. Use this material at meetings to inspire reciprocal input from others.
  - 4.2 Make the Image File available to the newsletter, as well as other community media.
  - 5.1 Direct the Citizen Involvement Committee to examine use of tools such as the "Big Map" in the referral processes.
  - 6.1 The Amazon-15th Avenue corridor is of particular importance because it contains many valued features of the neighborhood commons, such as landmarks, historic structures, neighborhood viewpoints, a bike route, public facilities, and important habitats for plants and animals.
  - 7.1 Improve north/south access for bicyclists.
  - 7.2 Maintain pedestrian and bicyclist access through the Fairgrounds.



- 8.0 Preserve and enhance elements that reflect neighborhood features and improve neighborhood identity.
- 9.0 Maintain and further develop public open space areas and recreational facilities.
- 10.0 Maintain and develop gathering places in the neighborhood.

- 7.3 Install lighting at City standards, sidewalks with ramps for wheelchair accessibility, street trees, bus shelters, and informational kiosks, especially along the Amazon-15th Avenue bicycle/pedestrian corridor and commercial areas targeted for revitalization, including Willamette Street.
- 7.4 Do not block alleys, yet recognize their value as important access ways and as part of the circulation pattern.
- 7.5 Increase the orientation for people within the area through directional signage and symbols as necessary or desirable.
- 7.6 Improve pedestrian/bike crossings of arterials, including Willamette Street at 15th or 16th avenues, Polk Street at 15th Avenue, Chambers Street at the Amazon Canal, and City View at the Amazon Canal.
- 8.1 Develop the edges of cohesive neighborhood subareas and blocks.
- 8.2 Celebrate and mark neighborhood subareas and block entryways.
- 8.3 Celebrate and support neighborhood landmarks through the joint involvement of public and private owners.
- 9.1 Improve the community facilities at Ida Patterson Elementary School, along the Amazon Canal Bike Path, and Westmoreland Park.
- 9.2 Maintain Jefferson Pool for use by the community.
- 9.3 Maintain and improve recreational facilities at Westmoreland Community Center.
- 9.4 Maintain and support facilities at Kaufman Senior Center.
- 10.1 Focus redevelopment efforts in the area of the Lincoln Street Market, the 17th Avenue and Charnelton Street park site, and West 11th Avenue.
- 10.2 Create neighborhood viewpoints at 15th Avenue and Charnelton Street within the Amazon Triangle and in the Garfield Commons.



11.0 Inventory and preserve historic and natural features.



12.0 Create a land use mix that is compatible with City and neighborhood goals for an exciting and livable environment. (Please refer to Neighborhood Economic Development Element.)

10.3 Coordinate with other agencies in an effort to maintain and enhance facilities that are important gathering places, such as the Eugene Public Library, Jefferson Pool, Ida Patterson Elementary School, the Lane County Fairgrounds, O'Hara Catholic Elementary School, Westmoreland Community Center, and Kaufman Senior Center.

10.4 Support neighborhood businesses and services, such as the Central Cafe and the Vets Club and businesses that display important neighborhood features, or improve neighborhood identity, such as the Indoor Garden.

10.5 Recognize the value of neighborhood churches.

10.6 Locate and develop a neighborhood center(s), providing it involves the use of existing public facilities.

11.1 Encourage restoration of existing and potential historic landmarks in the plan area including: the Peters-Liston-Wintermeier House and the late 19th century Italianate house on 15th Avenue.

11.2 Publish a Jefferson Area Neighborhood Historic Inventory. Research, prepare, and publish a similar document for the portion of the Far West Neighborhood in the plan area.

11.3 Recognize the early farm houses built in the area and traces of the area's early agricultural history, such as older fruit trees.

11.4 Maintain plants that indicate periods of the neighborhood's and city's growth, such as the hawthornes planted during the 1950's.

11.5 Recognize important geographic features and biological systems of the neighborhood, such as the Amazon Canal and the toe of College Hill.

11.6 Maintain important neighborhood views of such features as the South Hills, Spencer's Butte, Skinner Butte, the Coburg Hills, and the Cascade Range.

12.1 Promote alley and infill housing.

12.2 Encourage small-scale businesses— such as Lincoln Street Market— which meet the needs of the residential



13.0 Discourage unnecessary barriers, nuisances, and other elements detrimental to the revitalization of the neighborhood, including noise and site pollution.

14.0 Promote programs and actions that support neighborhood art and other cultural events.

15.0 Explore the possibility of joint City and neighborhood involvement in the development of City-owned public land for uses other than parks.

population. Encourage neighborhood-oriented use of the Hobby Corner building at 17th Avenue and Charnelton Street and West 11th Avenue commercial area.

12.3 Encourage home occupations that stimulate learning and allow people to earn a living at home.

12.4 Encourage community and/or block gardens.

12.5 Promote housing alternatives to encourage a variety of people living in the area.

12.6 Encourage a mixture of uses within structures and blocks where appropriate.

12.7 Encourage demonstration projects regarding energy conservation alternatives and rehabilitation of older buildings.

13.1 Work with the Lane County Fair Board to improve the buffer and reduce the noise problem for nearby residents.

13.2 Address traffic problems by balancing regional transportation needs and the livability of the neighborhood.

13.3 Provide rehabilitation funds to upgrade derelict and unsightly buildings.

13.4 Encourage additional buffering surrounding the military reserve bases.

14.1 Encourage wall murals.

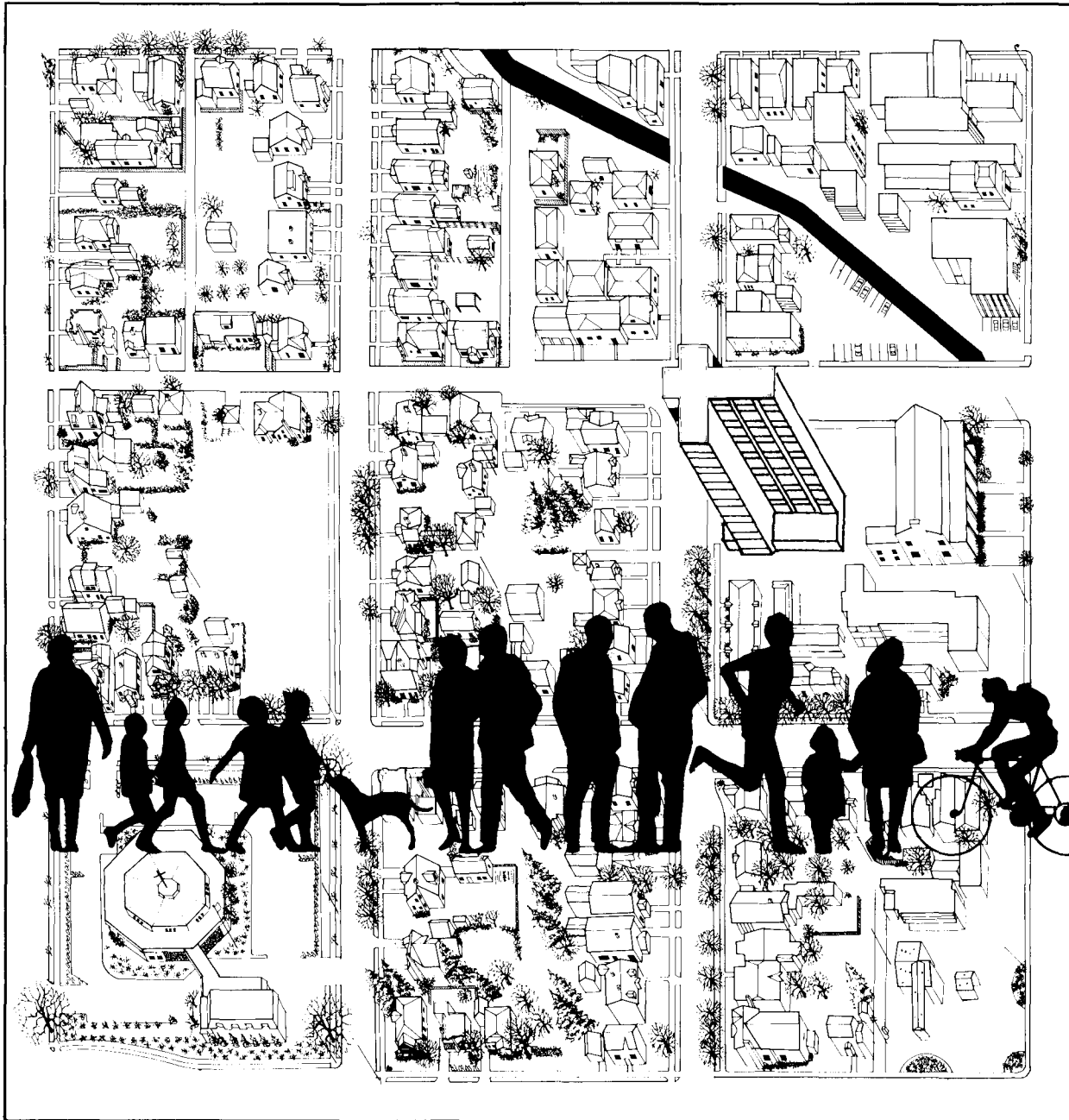
14.2 Encourage distinctive sidewalk pavings, taking into account maintenance and safety factors.

14.3 Encourage neighborhood and block festivals and celebrations.

14.4 Encourage the expression and impressions of children throughout the area.

14.5 Encourage neighborhood galleries or showplaces.





# Neighborhood Economic Development Element

The purpose of this element is to outline strategies for stimulating economic development and coordinating, attracting and utilizing public, private, and community resources needed to revitalize the area. This element reviews important economic development concepts, findings, policies, and implementation strategies. Economic development concepts are included to provide a common ground for discussion purposes.

## Neighborhood Economic Development Concepts

In neighborhood economic development, it is important that a neighborhood compete successfully within a city for public and private resources. Usually, the revitalization process involves a number of strategies addressing the entire physical, social, and economic makeup of an area. It also connects groups that normally have different perceptions of the neighborhood and different development objectives. The amount of cooperation and decision-making that occurs between neighborhood residents, merchants, City officials, developers, and investors in the planning, financing, and implementation of a program can determine the amount of revitalization.

Full utilization of community resources is another important aspect to neighborhood economic development. When residents, for example, grow food, it reduces their need for dollars to purchase food.

1. The Eugene-Springfield Visitors and Convention Bureau provides support to the tourism trade and creates a link between the various conference and convention facilities in the area.

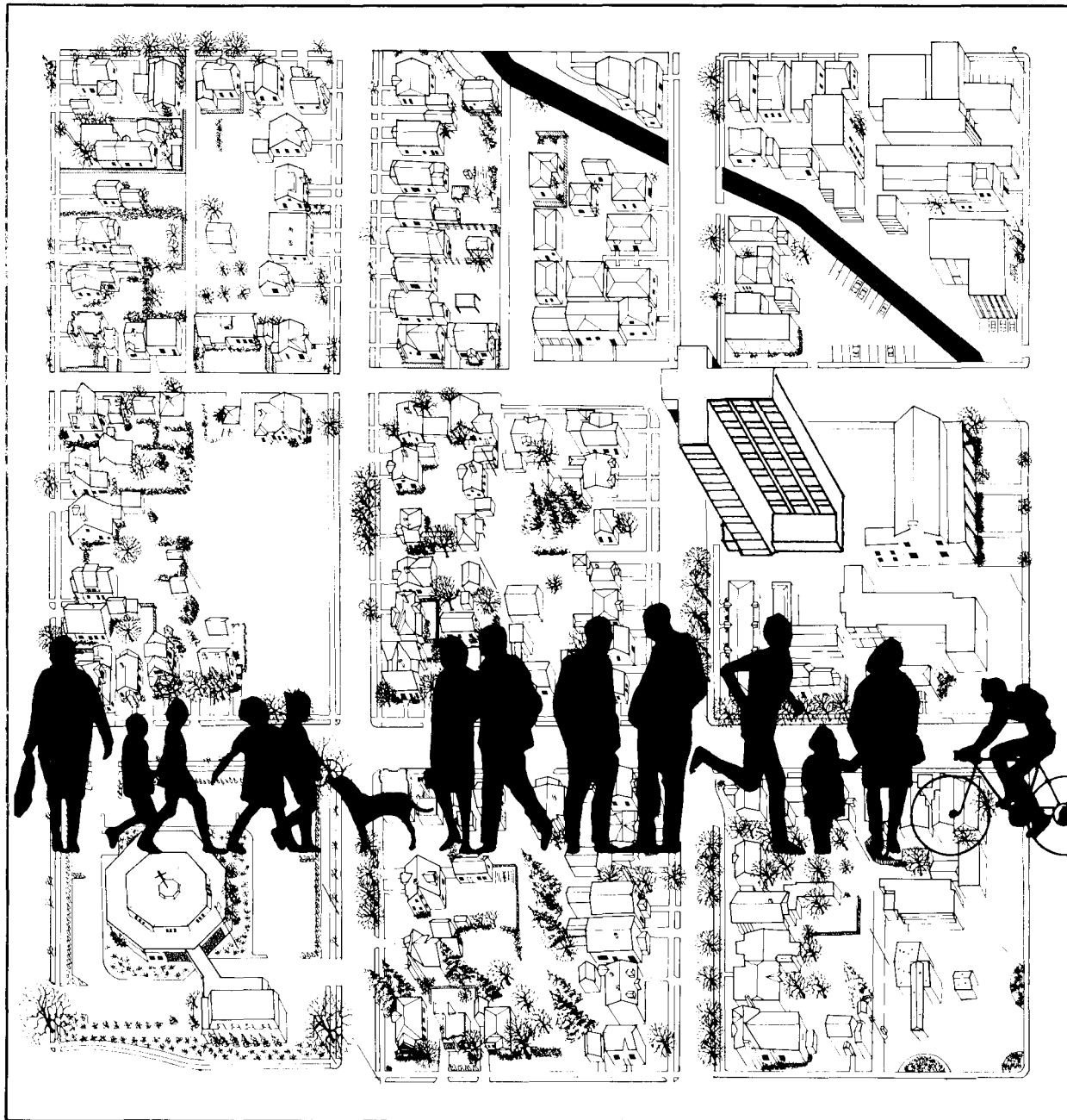
2. A Far West Neighborhood Service Area Plan was developed by property owners and businesses in the winter of 1982 and includes sections on— Overview, Purpose and Goals, Boundaries, What We Will Do, What is Needed from the City, The Voluntary Concept. (Please refer to the Jefferson/Far West Refinement Plan Appendix.)

Note: Additional information concerning land use and employment can be found in the Land Use Element. During the planning process, an analysis of land use and employment data in the plan area was prepared by Economic Consultants of Oregon. It is included in the Jefferson/Far West Refinement Plan Appendix.



- 
- 1.0 Provide assistance to encourage revitalization of the Far West Service Area and the Willamette Street commercial corridor.
  - 2.0 Encourage the collaboration of neighborhood and community groups, public agencies and businesses, and public and private lenders and investors in devising specific projects for the physical, social, and economic revitalization of the area.
  - 3.0 Take actions to continue to attract investment by the private sector in the central city.
  - 4.0 Encourage accessibility to businesses by those in wheelchairs.
  - 5.0 Encourage regulations that meet the needs of people living and working in a particular part of the neighborhood.
  - 6.0 Review the City's residential land use regulations to determine if it is feasible to allow a variety of accessory uses that are compatible within a residential area. This might include accommodation of cottage industry, more flexibility in home occupation regulations, and provision for chickens and small livestock.
  - 7.0 Recognize the value of leveraging local resources within the community.
- 1.1 Conduct a market study to determine the potential buying power and tastes of neighborhood residents and those who pass through on a regular basis by using a car, bus, bicycle, or feet.
  - 1.2 Conduct a study of the rehabilitation, maintenance, and expansion needs of businesses.
  - 2.1 Encourage broad representation on the Neighborhood Advisory Group established to develop a Neighborhood Improvement Program using Community Development Block Grant funds. Encourage projects that will make the area more attractive to residential, commercial, and industrial investment by the private sector.
  - 5.1 Explore the creation and application of block plans where unique circumstances merit their use and where such regulations will better address neighborhood and City policies than existing zoning regulations.
  - 7.1 Continue to support the Community Garden Program and to maintain garden space within the neighborhood.
  - 7.2 Encourage such actions as tool exchange, skills exchange, and sharing of automobiles among different households.

Note: The Neighborhood Commons Element Policy 12.0 also strongly relates to Neighborhood Economic Development.



# Plan Implementation

This funding commitment, however, is only the start of a long process to revitalize the Jefferson/Far West community. Over a period of many years, other activities will also need to be undertaken.

## **Plan Evaluation and Update Process**

This refinement plan is intended to provide a policy framework for programs and projects within the Jefferson/Far West plan area. It is not intended to be a static document. Periodic review of the plan should be conducted with minor amendments made to reflect the changing needs or aspirations of the community or a better understanding of problems and opportunities. Within five years of adoption of the plan, the City and neighborhood groups will evaluate whether a major update to the plan is necessary.

This plan refines existing City goals and policies. Further planning efforts may be needed at the subarea or block level. Concepts embodied in the Neighborhood Commons and Neighborhood Economic Development elements, for example, may need further exploration and refining. The process of developing and implementing the refinement plan is part of the evolutionary process of creating better neighborhoods and a better Eugene.



An important step towards implementation of this refinement plan involves matching the way people actually live and work with the images held by those designing, creating, and regulating change. Communication needs to occur on an ongoing basis between the City, the neighborhood groups, businesses, institutions, designers, lenders, etc., with actions reflecting a partnership among the different sectors.

The City's role includes:

1. Evaluating those development proposals requiring City review for compatibility with the adopted plan and other adopted City policy; and
2. Initiating public programs and other actions to implement specific aspects of the plan and/or encourage private investment consistent with the adopted plan and other City policy
3. Encouraging the initiative of the neighborhoods doing their role in implementing the refinement plan.

The neighborhood group's role includes:

1. Actively initiating projects that will help implement or further refine the plan.
2. Providing services and facilities directly to the community when desirable and possible.
3. Engaging citizens in the review of development requests and to serve as an advisory body to the City.

It is hoped that the private sector will use the refinement plan along with other adopted City policy to guide the initiation and development of projects.

## Public Financial Commitments

In 1982 the City Council adopted a ten-year Capital Improvement Program (CIP) for the City of Eugene. Examples of capital improvements include park acquisition and development; street, sidewalk, and bike path improvements; and purchase of fire trucks. Such projects can be funded through a variety of sources, including the general City budget, special bond funds, and with Community Development funds granted to the City from the Federal government. In the future, prior to initiation of the annual budget process, a budget for capital improvements will be established by the City Budget Committee. The Jefferson/Far West Refinement Plan will become part of the existing policy framework for the development of the annual CIP.

## The Jefferson/Far West Neighborhood Improvement Program

A significant commitment to implement projects in the plan area is being made through the Jefferson/Far West Neighborhood Improvement Program (NIP). The Jefferson/Far West NIP began in 1981. For that fiscal year, it was allocated approximately \$133,300 of the City's Community Development Block Grant from the Federal government. That year's allocation included projects for neighborhood staff, crime prevention, an art festival, senior home maintenance, initial phases of the development of a park at 17th Avenue and Charnelton Street and other public amenities throughout the neighborhoods, additional improvements at Martin Luther King, Jr., Park in Far West, and an urban beautification matching grant program for businesses.

In the winter of 1982, the City Council adopted a three-year plan for the expenditure of Community Development Block Grant funds. Approximately 15 percent of the total grant is scheduled to be targeted for use in the Jefferson/Far West NIP. In addition, that area will continue to be included in a program for housing rehabilitation loans. During the fiscal year 1982-83, 15 percent of the Block Grant, or approximately \$165,900, was allocated to the Jefferson/Far West NIP. These funds will allow continuation or completion of previously funded activities, as well as new projects such as installation of bike path lighting, play equipment at the Ida Patterson Elementary School, and a preschool facility on the Ida Patterson Elementary School grounds.

**Section 4.** The revisions and errata of January 12, 1983, as set forth in Attachment A attached hereto and incorporated herein by reference are adopted as revisions to be incorporated in the Jefferson/Far West Refinement Plan.

**Section 5.** The City Council hereby adopts as additional findings, the supporting text, maps, graphs, and tables contained in the Jefferson/ Far West Refinement Plan and the Jefferson/Far West Refinement Plan Appendix.

**Section 6.** The City Recorder is directed to attach a copy of the Jefferson/Far West Refinement Plan as adopted herein to this Resolution.

**The foregoing Resolution adopted the 12th day of January, 1983.**

*Karen Goldman*

City Recorder



## Resolution No. 3739

### Resolution Adopting the Jefferson/Far West

The City Council of the City of Eugene finds that:

In the fall of 1980 the Eugene Planning Commission began a refinement plan of the Eugene-Springfield Metropolitan Area General Plan for the Jefferson Area Neighborhood and the northern portion of the Far West Neighborhood. The plan area is defined by 18th Avenue from City View Street to Willamette Street, Willamette Street from 18th Avenue to 13th Avenue, 13th Avenue from Willamette Street to Chambers Street, Chambers Street from 13th Avenue to 7th Avenue, 7th Avenue from Chambers Street to Garfield Street, Garfield Street from 7th Avenue to 11th Avenue, 11th Avenue from Garfield Street to City View Street, and City View Street from 11th Avenue to 18th Avenue.

A planning team was formed to work with City staff in developing the refinement plan. Membership on the planning team included 13 voting positions—five members appointed by the Jefferson Area Neighbors, three members appointed by the Far West Neighborhood Association, and one representative each from the Lane County Fairgrounds, the Ida Patterson Community School, the Jefferson business community, the Far West business community, and religious facilities. In addition, an ex-officio position was created for a representative of the 4-J School District.

A draft Jefferson/Far West Refinement Plan was mailed to all property owners and addresses within the plan boundary in August, 1982, and the Jefferson Area Neighbors held an informational meeting on the draft plan on September 8, 1982. On October 6, 1982, the Jefferson Area Neighbors recommended adoption of the draft refinement plan with certain requested modifications. The Far West Neighborhood Association reviewed and voted to support the draft refinement plan on September 9, 1982, and subsequently, on October 14, 1982, voted to recommend certain revisions to the draft refinement plan.

The Eugene Planning Commission held a public hearing on the draft Jefferson/Far West Refinement Plan on October 12, 1982. After work sessions to consider the plan and the public

testimony, the Planning Commission took action on November 1, 1982, to recommend a revised version of the Jefferson/Far West Refinement Plan for adoption by the City Council.

The City Council held a public hearing on the draft Jefferson/Far West Refinement Plan on December 13, 1982, and considered recommendations from the Planning Commission, the Jefferson Area Neighbors, the Far West Neighborhood Association, and members of the public.

The Planning Commission and City Council have reviewed the Jefferson/ Far West Refinement Plan and, based on the findings therein and the public testimony before the Planning Commission and the council, the City Council finds that the Jefferson/Far West Refinement Plan is consistent with the Eugene-Springfield Metropolitan Area General Plan, the Community Goals and Policies, and the Statewide Planning Goals.

Now, therefore, based on the above findings,

**Be it resolved by the City Council of the City of Eugene,** a Municipal Corporation of the State of Oregon, as follows:

**Section 1.** The policies set forth in the Jefferson/Far West Refinement Plan are hereby adopted as a refinement of the Eugene-Springfield Metropolitan Area General Plan for the plan area.

**Section 2.** The Land Use Diagram included in the Jefferson/Far West Refinement Plan is hereby adopted as a refinement of the Eugene-Springfield Metropolitan Area General Plan diagram. The explanatory text discussing each segment of the Land Use Diagram is recognized as clarifying and providing further explanation of the intent of the Metro Plan diagram.

**Section 3.** The implementation strategies set forth in the Jefferson/ Far West Refinement Plan are recognized as potential means of addressing adopted policies but are not adopted as City policy.



**COUNCIL ORDINANCE NUMBER 20380**

**COUNCIL BILL NUMBER 4940**

**AN ORDINANCE AMENDING THE EUGENE-SPRINGFIELD METROPOLITAN AREA GENERAL PLAN LAND USE DIAGRAM AND THE JEFFERSON/FAR WEST REFINEMENT PLAN LAND USE DIAGRAM AND TEXT; AMENDING SECTION 9.9580 OF THE EUGENE CODE, 1971; ADOPTING A SEVERABILITY CLAUSE; PROVIDING AN *IMMEDIATE* EFFECTIVE DATE; AND PROVIDING A SUNSET DATE. (JEFFERSON/FAR WEST, MA 06-5, RA 06-3, CA 06-1)**

**ADOPTED: March 12, 2007**

**PASSED: 8:0**

**REJECTED:**

**OPPOSED:**

**ABSENT:**

**EFFECTIVE: March 12, 2007**

**ORDINANCE NO. 20380**

**AN ORDINANCE AMENDING THE EUGENE-SPRINGFIELD METROPOLITAN AREA GENERAL PLAN LAND USE DIAGRAM AND THE JEFFERSON/FAR WEST REFINEMENT PLAN LAND USE DIAGRAM AND TEXT; AMENDING SECTION 9.9580 OF THE EUGENE CODE, 1971; ADOPTING A SEVERABILITY CLAUSE; PROVIDING AN IMMEDIATE EFFECTIVE DATE; AND PROVIDING A SUNSET DATE. (JEFFERSON/FAR WEST, MA 06-5, RA 06-3, CA 06-1)**

**The City Council of the City of Eugene finds that:**

**A.** On September 11, 2006, the Eugene City Council initiated amendments to the Eugene-Springfield Metropolitan Area General Plan land use diagram, the Jefferson/Far West Refinement Plan land use diagram and text, and the Eugene Code, 1971, to temporarily limit a specified area in the Jefferson/Far West Refinement Plan to Low Density Residential development.

**B.** The Planning Commission held a public hearing on the amendments contained in this Ordinance on December 5, 2006, and has forwarded its recommendations to the City Council for amendments to the Metropolitan Plan land use diagram, the Jefferson/Far West Refinement Plan land use diagram and text, and the Eugene Code, 1971, which have been incorporated herein.

**THE CITY OF EUGENE DOES ORDAIN AS FOLLOWS:**

**Section 1.** The Eugene-Springfield Metropolitan Area General Plan ("Metro Plan") land use diagram is amended for the portion of the Jefferson neighborhood known as "Area 15" in the Jefferson/Far West Refinement Plan (located south of West 13<sup>th</sup> Avenue, east of the Lane County Fairgrounds, and north of West 18<sup>th</sup> Avenue, having an eastern boundary following portions of Lincoln Alley, Charnelton Alley, and Willamette Alley), by changing the Metro Plan designation for that area from a designation of Medium Density Residential to a designation of Low Density Residential, as shown on the attached Exhibit A, which is incorporated herein.

**Section 2.** The Jefferson/Far West Refinement Plan land use diagram located on page 18 of the Jefferson/Far West Refinement Plan is amended for the portion of the Jefferson neighborhood as described in Section 1 to change its designation of Low-Medium Density Residential to a designation of Low Density Residential as shown on the attached Exhibit B, which is incorporated herein.

**Section 3.** The Jefferson/Far West Refinement Plan text is amended by changing the heading and revising the policies under Section 15 of the Jefferson Residential Areas section of that Plan as follows:

## **15. Low-Density Residential Area**

This area shall be recognized as a low-density residential area. The City shall explore methods of encouraging an increase in residential density yet maintaining the character of the area.

The City shall encourage block planning, infilling, and shared housing, in this area. Access to housing units off of alleys shall be accommodated when not in conflict with other policies and goals.

The City shall encourage the rehabilitation of the existing housing stock through both public and private reinvestments.

**Section 4.** Subsection (17) of Section 9.9580 of the Eugene Code, 1971, is amended to provide:

### **9.9580 Jefferson/Far West Refinement Plan Policies.**

**(17) Land Use Element, Jefferson, Residential Areas, Low-Density Residential Area.** This area shall be recognized as a low-density residential area. The City shall explore methods of encouraging an increase in residential density yet maintaining the character of the area. The City shall encourage block planning, infilling, and shared housing, in this area. Access to housing units off of alleys shall be accommodated when not in conflict with other policies and goals. The City shall encourage the rehabilitation of the existing housing stock through both public and private reinvestments.

**Section 5.** Except as amended in Sections 2 and 3 of this Ordinance, all other provisions of the Jefferson-Far West Refinement Plan as adopted by Resolution No. 3739 on January 12, 1983, and amended by Ordinance No. 20180 on November 22, 1999, remain in full force and effect.

**Section 6.** The findings set forth in Exhibit C attached hereto are adopted as findings in support of this Ordinance.

**Section 7.** The City Recorder, at the request of, or with the concurrence of the City Attorney, is authorized to administratively correct any reference errors contained herein or in other provisions of the Eugene Code, 1971, to the provisions added, amended or repealed herein.


**Section 8.** 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 9.** Notwithstanding the effective date of ordinances as provided in the Eugene Charter of 2002, in order to prohibit any inappropriate infill development that could occur as the result of the period between passage of this Ordinance and the 30 day effective date provided in the Eugene Charter of 2002, this Ordinance shall become effective immediately upon its passage by the City Council and approval by the Mayor or passage over the Mayor's veto.

**Section 10.** This Ordinance will be automatically repealed upon the effective date of an Ordinance adopted by the Council that (a) establishes area-specific infill standards for the area regulated by the Jefferson/Far West Refinement Plan Residential Area Policy 15 and (b) references section 10 of this ordinance." Upon repeal of this Ordinance, the area depicted on Exhibits A and B shall return to the Medium Density Residential Metro Plan designation and to the Low-Medium Density Residential designation on the Jefferson/Far West Refinement Plan land use diagram, and the language deleted by this Ordinance from the Jefferson/Far West Refinement Plan Residential Area Policy 15 shall be restored in both the Jefferson/Far West Refinement Plan and in Section 9.9580(17) of the Eugene Code, 1971.


**Passed by the City Council this**

12<sup>th</sup> day of March, 2007.

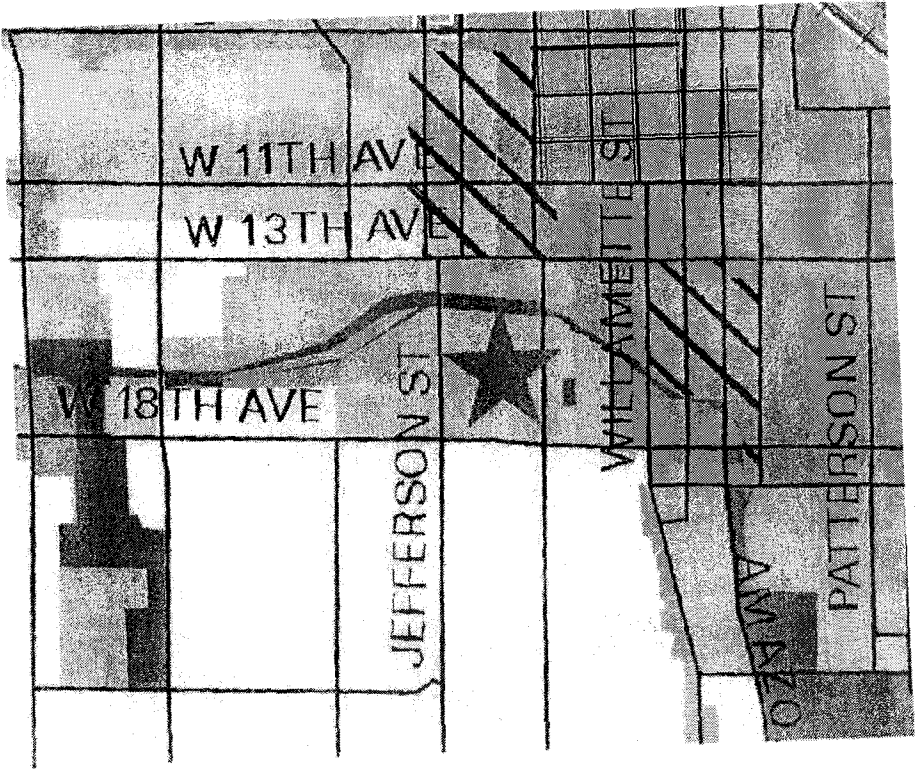
  
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City Recorder

**Approved by the Mayor this**

12 day of March, 2007.

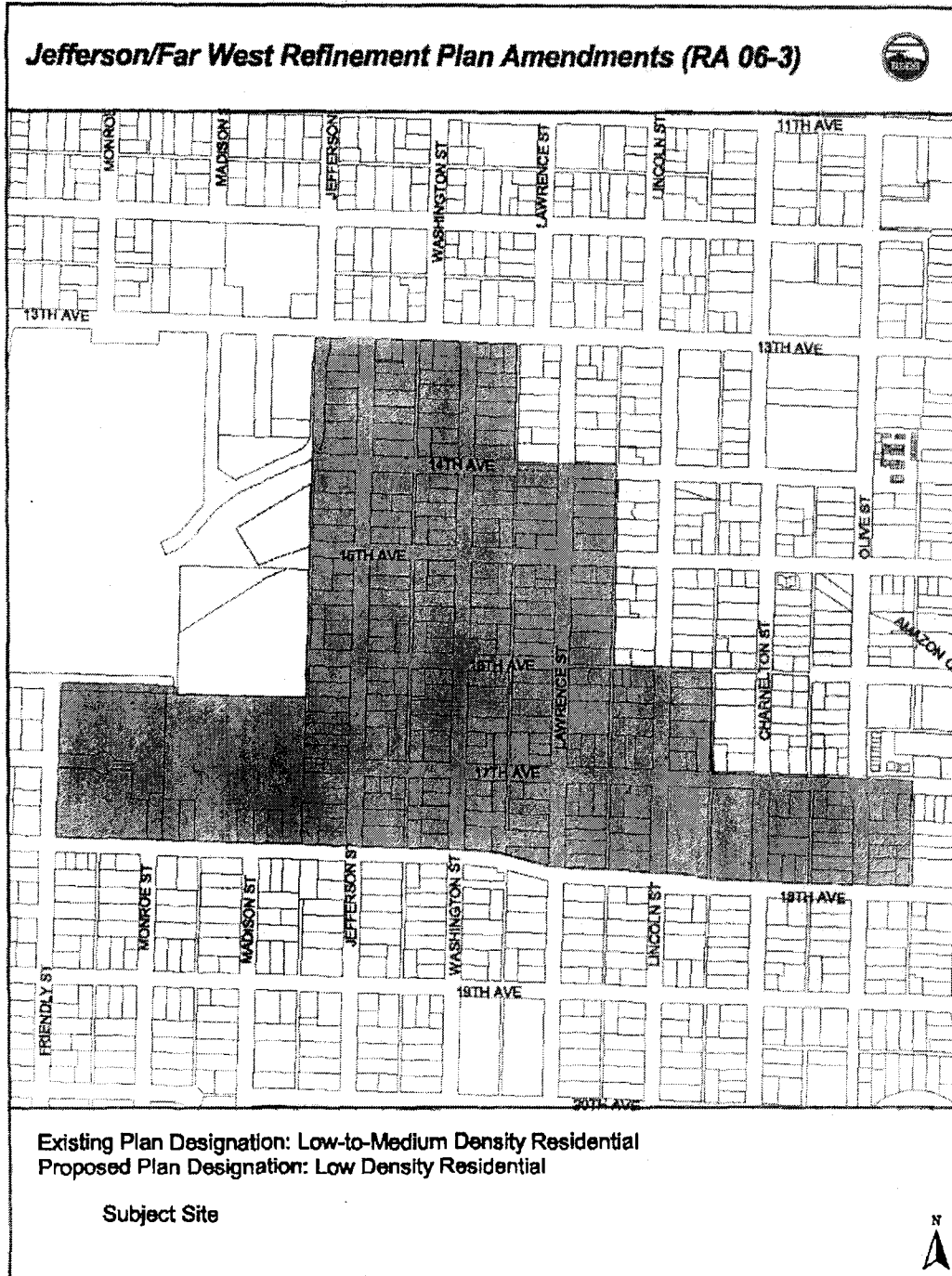
  
\_\_\_\_\_  
Mayor

**Jefferson/Far West Metro Plan  
Amendment (MA 06-5)**



Existing Plan Designation: Medium Density Residential  
Proposed Plan Designation: Low Density Residential





**ORDINANCE NO. 20180**

**AN ORDINANCE AMENDING THE JEFFERSON/FAR WEST REFINEMENT PLAN DIAGRAM TO REDESIGNATE PROPERTY IDENTIFIED AS TAX LOTS 11700 AND 11800, MAP 17-03-31-42, FROM PUBLIC FACILITIES AND OPEN SPACE TO COMMERCIAL, AND REZONING THIS PROPERTY FROM PL PUBLIC LAND TO C-2 GENERAL COMMERCIAL.**

**The City Council of the City of Eugene finds that:**

A. On July 12, 1999, the City Council initiated proceedings to amend the Jefferson/Far West Refinement Plan diagram and rezone the existing Library site.

B. On August 18, 1999, the City of Eugene, represented by the Community Development Division, Planning and Development Department ("the applicant"), submitted an application for a diagram amendment to the Jefferson/Far West Refinement Plan and a concurrent zone change to redesignate property identified as tax lots 11700 and 11800, map 17-03-31-42, from Public Facilities and Open Space to Commercial, and to rezone this property from PL Public Land to C-2 General Commercial.

C. This proposal came to the City of Eugene for action pursuant to procedures for refinement plan amendments described in Chapter 9 of the Eugene Code, 1971 (EC 9.138 - 9.148)

D. On August 27, 1999, the proposed amendment and notice of the Planning Commission hearing on the amendment were mailed to the Oregon Department of Land Conservation and Development as required by ORS 197.610.

E. On September 14, 1999, the refinement plan amendment application was referred to Lane County and the City of Springfield, and referral notice of the application and Planning Commission public hearing information was mailed to the Jefferson Area Neighbors.

F. On September 21, 1999, notice of the Planning Commission hearing was mailed to the owner of the property subject to the amendment, and to owners and occupants of property within 500 feet of the subject property.

G. On October 1, 1999, notice of the Planning Commission hearing was published in the Eugene Register-Guard.

H. On October 12, 1999, the Eugene Planning Commission held a public hearing on the application. At the close of the public hearing, the Planning Commission voted unanimously to recommend approval of the proposed refinement plan amendment and zone change.

I. On November 9, 1999, notice of the Eugene City Council hearing was mailed to the applicant, neighborhood association and those who had requested to be placed on the Interested

Parties list for the proposed refinement plan amendment and zone change.

**J.** The Eugene City Council held a public hearing on the request on November 22, 1999, and is now ready to take action on the requested amendment.

**K.** Evidence exists within the record and the findings attached hereto that the proposal meets the requirements of Chapter 9 of the Eugene Code, 1971, and the requirements of applicable state and local law.

**NOW, THEREFORE,**

**THE CITY OF EUGENE DOES ORDAIN AS FOLLOWS:**

**Section 1.** The above findings, and the findings set forth in Exhibit B attached hereto and incorporated herein by reference are adopted.

**Section 2.** The Jefferson/Far West Refinement Plan land use designation for the property identified as tax lots 11700 and 11800, map 17-03-31-42, is amended from Public Facilities and Open Space to Commercial as depicted on Exhibit A attached hereto and incorporated herein by reference.

**Section 3.** The zoning for the property identified as tax lots 11700 and 11800, map 17-03-31-42, is amended from PL Public Land to C-2 General Commercial, as depicted on Exhibit A attached hereto and incorporated herein by this reference.

**Section 4.** If any section, subsection, sentence, clause, phrase, or portion of this Ordinance is for any reason held invalid or unconstitutional by any court of competent jurisdiction, that portion shall be deemed a separate, distinct, and independent provision and that holding shall not affect the validity of the remaining portions of this Ordinance.

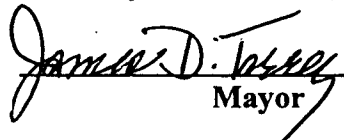
Passed by the City Council this

Approved by the Mayor this

22nd day of November, 1999

22nd day of November, 1999

  
\_\_\_\_\_  
City Recorder

  
\_\_\_\_\_  
Mayor



12th Avenue

13th Avenue

14th Avenue

Lincoln Street

Charnelton Street

Olive Street

Willamette Street



# Vicinity Map for Existing Library Site (RA 99-7; Z 99-18)

Change of designation from Public Facilities / Open Space to Commercial;  
Change of zoning from PL Public Land to C-2 General Commercial

Prepared by the  
City of Eugene  
Planning Division



PROPERTY DESCRIPTION

Beginning at the Northeast corner of the NANCY CHODRICK FIRST ADDITION to Eugene, Oregon, as platted and recorded in Book 9, Page 4, Lane County Oregon Plat Records, said corner being the intersection of the West margin of Olive Street and the South margin of Thirteenth Avenue; and run thence South  $0^{\circ} 13'$  West along the West margin of Olive Street 130 feet; thence run North  $89^{\circ} 50'$  West 338.60 feet on a line parallel with the South margin of Thirteenth Avenue, to the East margin of Charnelton Street; thence run North  $0^{\circ} 23'$  East along the East margin of Charnelton Street to the Northwest corner of said NANCY CHODRICK ADDITION to Eugene; thence run South  $89^{\circ} 50'$  East 338.60 feet along the North line of said addition to the point of beginning, in Lane County, Oregon;

ALSO: Beginning at the Northeast corner of the NANCY CHODRICK FIRST ADDITION to Eugene, as platted and recorded in Book 9, Page 4, said corner being the intersection of the West margin of Olive Street and the South margin of Thirteenth Avenue; run thence South  $0^{\circ} 13'$  West along the West margin of Olive Street, 130 feet to the true point of beginning of this description; from said point of beginning run thence South  $0^{\circ} 13'$  West along the said West margin of Olive Street, 60.0 feet; thence North  $89^{\circ} 50'$  West 338.60 feet parallel to the South margin of Thirteenth Avenue; thence North  $0^{\circ} 23'$  East 60.0 feet along the East margin of Charnelton Street; thence South  $89^{\circ} 50'$  East 338.60 feet parallel to the South margin of Thirteenth Avenue to the true point of beginning, in Eugene, Lane County, Oregon.

## EXHIBIT B

### FINDINGS IN SUPPORT OF ORDINANCE NO. 20180 AMENDING THE JEFFERSON/FAR WEST REFINEMENT PLAN DIAGRAM AND ZONING FOR PROPERTY IDENTIFIED AS TAX LOTS 11700 AND 11800, MAP 17-03-31-42.

The following findings pertain to the property identified as tax lots 11700 and 11800, map 17-03-31-42, as depicted on Exhibit A.

#### CRITERIA FOR EVALUATING A REFINEMENT PLAN AMENDMENT

The following criteria from EC 9.145(2) shall be applied by the City Council in approving or denying a refinement plan amendment application:

- (a) The Plan Amendment is consistent with the Metropolitan Area General Plan
- (b) The Plan Amendment is consistent with the remaining portion of the Refinement Plan, and
- (c) The Plan Amendment is found to address one or more of the following:
  - 1. An error in the publication of the plan;
  - 2. A change in circumstances in a substantial manner not anticipated in the plan;
  - 3. Incorporation into the plan of new inventory material which relates to a Statewide goal; or
  - 4. A change in public policy.

Based on substantial evidence in the record, the Eugene City Council finds as follows:

#### **Refinement Plan Amendment Criterion (a):**

EC 9.145 (2)(a) The Plan Amendment is consistent with the Metropolitan Area General Plan.

The subject property is designated as Commercial on the Metro Plan Land Use Diagram. The proposed refinement plan designation of Commercial for the existing Library is consistent with the existing Metro Plan designation for this site. No changes in the text of the Metro Plan would be required for consistency with the proposed refinement plan amendment.

#### **Refinement Plan Amendment Criterion (b):**

EC 9.145(2)(b) The Plan Amendment is consistent with the remaining portions of the Refinement Plan

The proposed plan amendment is a diagram amendment only, to allow the subject property to be

used for commercial uses. There are no requested changes to the plan text. The policies for Land in Public Ownership in the Jefferson/Far West Refinement Plan contain a statement that “(w)hen changes in land uses occur for areas zoned public land, the City shall evaluate whether a change in the zoning district is necessary.” (Page 30) Other than this general statement, the Plan contains no policy direction in the event the Library is moved or ceases operation at this location. The proposed plan designation of Commercial is therefore consistent with the remaining portions of the Jefferson/Far West Refinement Plan.

The site of the existing Library is also included within the boundaries of the Downtown Plan. There are no specific plan designations or policies in that refinement plan which address this site.

**Refinement Plan Amendment Criterion (c):**

**EC 9.145(2)(c) The Plan Amendment is found to address one or more of the following:**

1. **An error in the publication of the plan;**
2. **A change in circumstances in a substantial manner not anticipated in the plan;**
3. **Incorporation into the plan of new inventory material which relates to a Statewide goal; or**
4. **A change in public policy.**

The bond measure for the new library passed in November 1998. Following the recommendation from the West End Planning Advisory Committee, City Council approved the half-block south of 10<sup>th</sup> Avenue between Olive Street and Charnelton Street as the future site for the new Eugene Public Library. In August 1999, Council directed the City Manager to proceed with the sale of the existing Library. The construction of the new library in a new location, and the need for the sale of this public facility, represent a change in circumstances in a substantial manner not anticipated in the plan, which was adopted in January 1983, and a change in public policy.

**CONSISTENCY WITH STATEWIDE PLANNING GOALS**

The proposed plan amendment is also consistent with the relevant 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.*

This refinement plan amendment application is subject to the public notification and hearing processes adopted by the City of Eugene in EC 9.118 to 9.136. The amendment was considered at a public hearing before the Eugene Planning Commission. Notice of the Planning Commission public hearing was published in the Register-Guard. Written notice of the Planning Commission public hearing was mailed to the owners and occupants of properties within 500 feet of the property, to persons who had requested notice, and to the neighborhood association.

After receiving the recommendation from the Planning Commission, the City Council held a duly noticed public hearing on the record to consider approval, modification, or denial of the amendment. On November 9, 1999, notice of this hearing was mailed to the applicant, persons who had requested notice, and the neighborhood association. These processes afford ample opportunity for citizen involvement consistent with Goal 1.

Therefore, this amendment complies with Goal 1.

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

This application to amend the Jefferson/Far West Refinement Plan diagram is consistent with refinement plan amendment provisions found in the Metro Plan, as codified in EC 9.138 - 9.148. The Jefferson/Far West Refinement Plan is a refinement of the Metro Plan, an acknowledged comprehensive plan pursuant to provisions specified by the Land Conservation and Development Commission.

The amendment, and the process for reviewing the amendment application, followed the procedures outlined in the Eugene Code, 1971, thus conforming with the established land use planning process consistent with Goal 2.

Therefore, this amendment complies with Goal 2.

**Goal 3, Agricultural Land:** *To preserve and maintain agricultural lands.*

There are no agricultural lands, by zoning, designation or use, included with or affected by this application. Therefore this Goal is not relevant and the amendment does not affect Metro Plan compliance with Goal 3.

**Goal 4, Forest Land:** *To conserve forest lands by maintaining the forest land base and to protect the state's forest economy by making possible economically efficient forest practices that assure the continuous growing and harvesting of forest tree species as the leading use on forest land consistent with sound management of soil, air, water, and fish and wildlife resources and to provide for recreational opportunities and agriculture.*

There are no forest lands, by zoning, designation or use, included with or affected by this application. Therefore, this Goal is not relevant and the amendment does not affect Metro Plan compliance with Goal 4.

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

The subject property is not identified as a cultural or historic site, a natural resource area, a scenic site or open space to be protected. Based on this information, the proposed amendment does not affect Metro Plan compliance with Goal 5.

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

The request under consideration does not involve a development proposal. This application is limited to an amendment of the refinement plan diagram and a zone change. Any future development will be addressed through the applicable land use regulations and review procedures and will be required to comply with all local, state, and federal standards and guidelines regarding construction, discharges and stormwater runoff. Therefore, the proposed amendment does not affect Metro Plan compliance with Goal 6.

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

There is no indication that the subject property is subject to natural disasters or hazards. Therefore, the proposed amendment does not affect Metro Plan compliance with Goal 7.

**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.*

The subject property is not designated for recreation or park use in the Metro Plan or the Willakenzie Area Plan. Based on this information, the proposed amendment does not affect Metro Plan compliance with Goal 8.

**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.*

In 1992, the City adopted the Eugene Commercial Lands Study. Parts of this study were adopted as a refinement to the Metro Plan, and complies with the requirements of Goal 9. The primary intent of this study was to determine the supply and demand for commercial land. The analysis is based on lands zoned for commercial use or designated for commercial use in the Metro Plan. Since the subject property, tax lots 11700 and 11800, are designated for commercial use in the Metro Plan, the proposed refinement plan amendment will not have an effect on the overall supply of commercial lands. The proposed amendment therefore complies with Goal 9.

**Goal 10, Housing:** *To provide for the housing needs of citizens of the state.*

There are no residential lands, by zoning, designation or use, included with or affected by this application. Therefore, this Goal is not relevant and the amendment does not affect Metro Plan

compliance with Goal 10.

**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 property currently has the full complement of urban services and facilities. Because no transition from rural to urban development is required, and no extension or addition of public facilities and services is needed as a result of the amendment, the amendment will not affect Metro Plan compliance with Goal 11.

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

The proposed redesignation affects an existing developed site, with existing access and parking facilities. No new development proposals are included in this amendment. The proposed refinement plan amendment will not have a significant impact on the existing transportation facilities.

**Goal 13—Energy Conservation:** *To conserve energy.*

The area proposed to be redesignated for commercial use is adjacent to existing residential and commercial areas. Commercial uses could potentially enable greater conservation of energy by providing commercial destinations within walking distance of residential areas. However, it should be noted that this amendment involves only 1.5 acres currently in public use, to be redesignated for commercial use, and does not involve the consideration of a specific development proposal. Any future development plan will be subject to the applicable energy efficiency requirements established in the building code. Based on this information, the proposed amendment will not affect Metro Plan compliance with Goal 13.

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

The subject sites are all within the Eugene city limits and the Urban Growth Boundary, and have all necessary urban services. The property is not being converted from rural to urban land use. Therefore, the amendment will not affect Metro Plan compliance with Goal 14.

**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 subject property is not within the Willamette River Greenway. Therefore, the amendment will not affect Metro Plan compliance with Goal 15.

**Goals 16 through 19 (Estuarine Resources, Coastal Shorelands, Beaches and Dunes, and Ocean Resources):**

These goals do not apply within the Metro Plan area.

**CRITERIA FOR EVALUATING A ZONE CHANGE**

The applicant has requested a concurrent zone change as provided for in EC 9.674(3). The following criteria from EC 9.678 shall be applied by the City Council in approving or denying the zone change request:

(a): The uses and density that will be allowed in the location of the proposed change 1) can be served through the orderly and efficient extension of key urban facilities and services prescribed in the Metropolitan Area General Plan, and 2) are consistent with the principles of compact and sequential growth.

(b): The proposed change is consistent with the Metropolitan Area General Plan 1) applicable text, 2) specific elements related to the uses listed in the proposed zoning districts, and 3) applicable land use designations. The written text of the plan takes precedence over the plan diagram where apparent conflicts or inconsistencies exist.

(c): The proposed zone change is consistent with applicable adopted neighborhood refinement plans, special area studies, and functional plans. In the event of inconsistencies between these plans or studies and the Metropolitan Area General Plan, the latter is the prevailing document.

Based on substantial evidence in the record, the Eugene City Council finds:

**Zone Change Criterion (a):**

Section 9.678(a): The uses and density that will be allowed in the location of the proposed change (1) can be served through orderly and efficient extension of key urban facilities and services prescribed in the Metropolitan Area General Plan, and (2) are consistent with the principles of compact and sequential growth.

This property is currently served by the full range of City services. Any potential increased density or use of the property is expected to be able to be served with urban services. The proposed zone change is consistent with the principles of compact and sequential growth since it would stimulate reuse and/or development of the property in an existing developed area.

**Zone Change Criterion (b):**

Section 9.678(b): The proposed change is consistent with the Metropolitan Area General Plan (1) applicable text, (2) specific elements related to the uses listed in the proposed zoning districts, and



(3) applicable land use designations. The written text of the Plan takes precedence over the Plan diagram where apparent conflicts or inconsistencies exist.

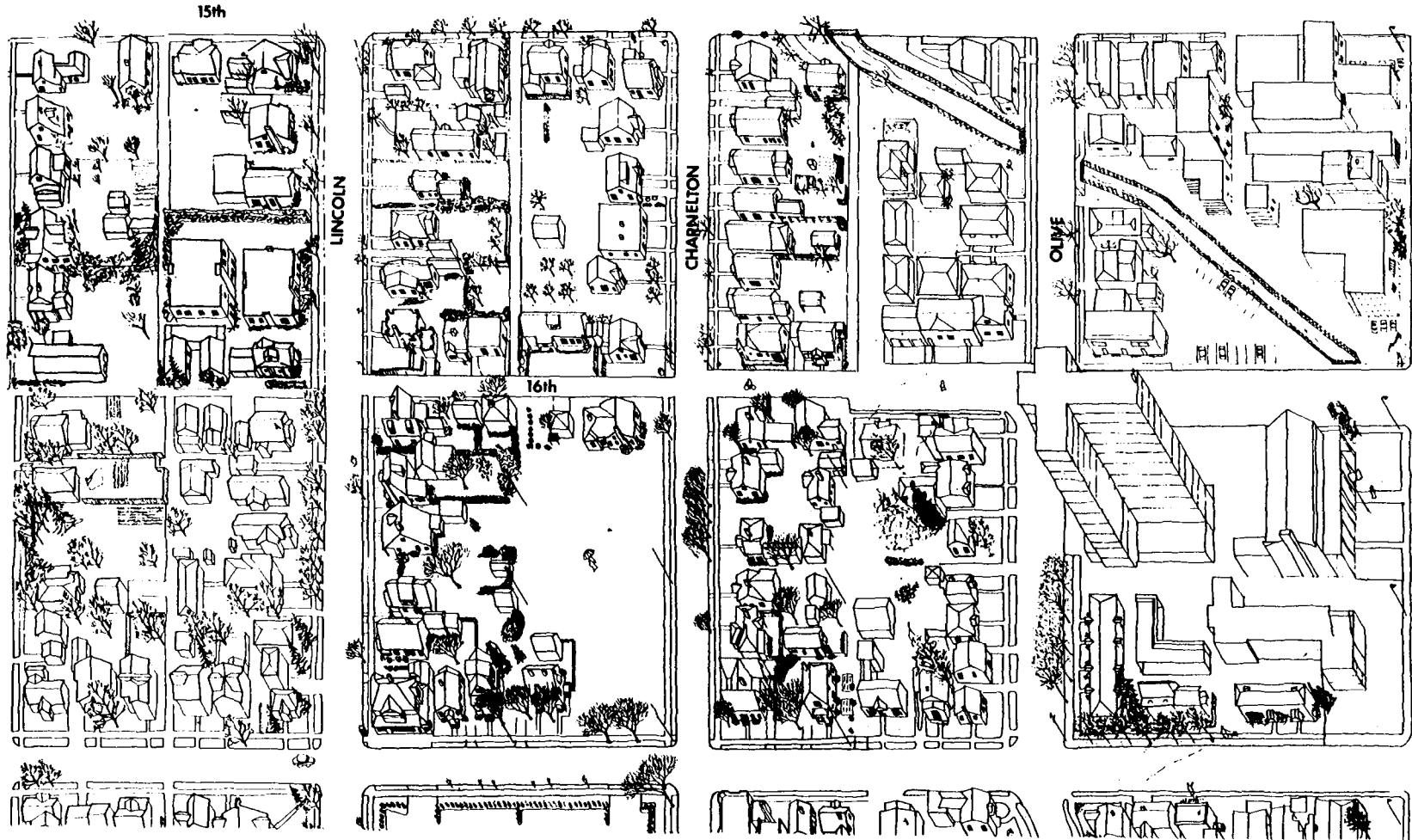
The Metro Plan diagram shows the area as being designated Commercial, consistent with the proposed zoning. There are no Metro Plan policies which provide specific direction for the proposed zone change from PL Public Land to C-2 General Commercial.

**Zone Change Criterion (c):**

Section 9.678(c): The proposed change is consistent with applicable adopted neighborhood refinement plans, special area studies, and functional plans. In the event of inconsistencies between these plans or studies and the Metropolitan Area General Plan, the latter is the prevailing document.

The policies for Land in Public Ownership in the Jefferson/Far West Refinement Plan contain a statement that “(w)hen changes in land uses occur for areas zoned public land, the City shall evaluate whether a change in the zoning district is necessary.” At the present time, a change in land use and zoning is proposed for the existing Public Library, since design and construction is underway for the new Eugene Public Library in a different location. This zone change is being processed concurrently with an amendment to the Jefferson/Far West Refinement Plan. If the Jefferson/Far West Refinement Plan amendment is approved, the proposed change in zoning to C-2 General Commercial will be consistent with the commercial designation. Refer to the related refinement plan amendment discussion, above.

# Jefferson/Far West Refinement Plan APPENDIX



Draft August, 1982

This draft appendix consists of background data obtained during the development of the Jefferson/Far West Refinement Plan. It was prepared by the the Jefferson/Far West Planning Team and the City of Eugene Planning Department, aided by staff from the following City of Eugene Departments: Administrative Services, Fire, Housing and Community Conservation, Parks and Recreation, Police, and Public Works. Assistance was also provided by staff of various public agencies including the Lane Council of Governments, School District 4-J, the Lane Transit District, and Eugene Water and Electric Board.

Preparation of this report was financially aided through a Federal grant from the Department of Housing and Urban Development Block Grant B-80-MC-41-0001, B-81-MC-41-0001, B-82-MC-41-0001.



TABLE OF CONTENTS

Page

INTRODUCTION

Purpose of Appendix  
Citizen Involvement

1. LAND USE - - - - - 1

Introduction/Major Issues  
Analysis of Land Use  
Employment Data and Economic Influences  
Simulations of Potential Residential and Commercial Development  
Condition of Residential and Non-Residential Structures  
History of Zoning  
Religious Facilities  
Block Planning  
Ownership Patterns of Public Agencies

2. TRANSPORTATION - - - - - 19

Introduction/Major Issues  
Areas Without Sidewalks

3. PUBLIC SERVICES AND FACILITIES - - - - - 22

Introduction/Major Issues  
Public Schools

4. NEIGHBORHOOD COMMONS - - - - - 25

Introduction/Major Issues  
"Big Map"

5. NEIGHBORHOOD ECONOMIC DEVELOPMENT - - - - - 26

Introduction/Major Issues  
Far West Neighborhood Service Area Plan

TABLE OF CONTENTS (continued)

Page

APPENDIX TO THE APPENDIX - - - - - 30

Tables:

- I. Land Use--Jefferson, 1976, 1978, 1980
- II. Land Use--Far West, 1976, 1978, 1980
- III. Land Use by Zone: Jefferson (1 January 1980)
- IV. Land Use by Zone: Jefferson (1 January 1978)
- V. Land Use by Zone: Jefferson (1 January 1976)
- VI. Land Use by Zone: Far West (1 January 1980)
- VII. Land Use by Zone: Far West (1 January 1978)
- VIII. Land Use by Zone: Far West (1 January 1976)
- IX. Covered Employment In Jefferson/Far West Plan Area, April 1980
- X. Average Employment Densities Jefferson/Far West Plan Area, April 1980
- XI. Simulated Increases in Employment in Jefferson/Far West
- XII. Simulated Increase in Residential Units in Jefferson/Far West
- XIII. Simulated Increase in Residential Units by Type in Jefferson/Far West
- XIV. Residential Density by Structure Type--Jefferson/Far West--  
1980, 1978, 1976

## INTRODUCTION

### PURPOSE OF APPENDIX

This document contains supplemental material to the Jefferson/Far West Refinement Plan. The information appears in an appendix so the Plan can be a manageable size for public distribution and review. The Appendix should be useful in developing an awareness of the plan area and in evaluating different aspects of the Plan. Questions about the Plan or Appendix should be addressed to the City of Eugene Planning Department, 777 Pearl Street, Eugene OR 97401, 687-5481.

### CITIZEN INVOLVEMENT

Citizen involvement is an important component of a refinement planning process. In the fall of 1980, work began on the development of the Jefferson/Far West Refinement Plan with the establishment of the Jefferson/Far West Planning Team. The City Planning Commission, at a meeting held September 28, 1981, requested that the Citizen Involvement Committee (CIC) review the composition and operating procedures of the Planning Team, with the goal of ensuring that various segments of the community and institutions were adequately involved in the refinement planning process. On January 28, 1982, the CIC reviewed and endorsed the Planning Team operating procedures and makeup as listed below.

#### JEFFERSON/FAR WEST PLANNING TEAM ESTABLISHMENT, PURPOSES, AND OPERATING PROCEDURES

(As revised September 15, 1981)

### ARTICLE I. ESTABLISHMENT

The Jefferson/Far West Planning Team was established in fall 1980 by joint efforts of the City of Eugene, Jefferson Area Neighbors, and the Far West Neighborhood Association.

## ARTICLE II. PURPOSES AND OBJECTIVES

The purposes and objectives of the planning team include:

- Section 1. To prepare a draft refinement plan for the Jefferson Area Neighborhood and a portion of the Far West Neighborhood. The Jefferson Area Neighborhood is bounded by Willamette Street on the east, 18th Avenue on the south, Chambers Street on the west, and 13th Avenue on the north. The Far West portion of the plan area is bounded by 18th Avenue on the south, Chambers Street on the east, 7th Avenue to Garfield on the north, Garfield to 11th Avenue, and 11th Avenue to City View on the west.
- Section 2. To periodically give progress reports on the development of the refinement plan to the Jefferson Area Neighbors, Far West Neighborhood Association, and other interested groups.
- Section 3. To solicit feedback from various segments of the community, especially at critical stages of the refinement planning process.
- Section 4. To identify citizen involvement methods and planning studies necessary to the development of the refinement plan and to seek available resources from the Neighborhood Improvement Program, City departments, neighborhood organizations, etc.

## ARTICLE III. MEMBERSHIP AND VOTING

- Section 1. The Jefferson/Far West Planning Team shall consist of a total of 13 voting members--five members appointed by the Jefferson Area Neighbors, three members appointed by the Far West Neighborhood Association, and one representative each from the Lane County Fairgrounds, Ida Patterson Community School, Jefferson Area businesses, Far West businesses, and churches. Representatives of the five special groups shall be appointed by the

planning team. Members appointed by the neighborhood groups shall represent specific geographic areas with the exception of the senior representative appointed by the Jefferson Area Neighbors.

- Section 2. Members shall be appointed until the purposes and objectives as in Article II are fulfilled.
- Section 3. Vacancies shall be filled by the necessary body as stated above.
- Section 4: One alternate for each position may be appointed by the necessary body as stated above.
- Section 5. Each member of the planning team is entitled to vote at all planning team meetings. Only when a member is absent is the alternate for that position entitled to vote.
- Section 6. Any time a member or alternate present at a meeting does not record his/her vote, it is automatically recorded as a vote with the majority; abstentions are entered as such in the minutes with the reason recorded.
- Section 7. All decisions of the planning team shall have the support of at least seven votes.
- Section 8. Positions for ex officio members may be created by the planning team as necessary. Ex officio members are expected to participate in discussions at planning team meetings, especially in their areas of competence. Policy recommendations are, however, made by the appointed voting members.

#### ARTICLE IV. MEETINGS OF THE PLANNING TEAM

- Section 1. All planning team members and alternates shall receive advance written notice of regular meetings or special meetings where action is to be taken.



- Section 2. At the beginning of each meeting, the chair, with the support of the planning team, shall ask for approval of the minutes and agenda and set time limits for each agenda item.
- Section 3. Other than the seven vote rule stated above, parliamentary procedures shall be followed. Robert's Rules of Order shall be consulted when necessary.
- Section 4. The chair is a rotating position.
- Section 5. All planning team meetings shall be open to the public and, when possible, announced in the Register-Guard and neighborhood newsletters.

#### ARTICLE V. AMENDMENTS

- Section 1. These purposes and operating procedures may be amended by an affirmative vote of at least seven voting members at any regular meeting, providing notice of such amendment is given at the preceding regular meeting with the exception of Article II Section 1, and Article III Section 1.
- Section 2. Amendments to Article II Section 1, and Article III Section 1, may be amended by an affirmative vote of both the Jefferson Area Neighbors and the Far West Neighborhood Association.

The Jefferson/Far West Planning Team initiated a series of projects to engage community members in the refinement planning process. These activities became part of a Planning Education Program. They are described briefly in the refinement plan itself. They were partially funded with Community Development Block Grant (CDBG) funds.

Throughout the planning process articles were published in the neighborhood newsletters to keep community members informed of progress and to solicit their feedback. Updates were also provided at neighborhood meetings and at meetings of

the Neighborhood Advisory Group (NAG). (The NAG was established to prepare and implement a Neighborhood Improvement Program using CDBG funds.)

In addition, a few Planning Team members made special efforts to solicit the views of special community groups. At important stages of the planning process businesses and property owners in the vicinity of West 11th Avenue formulated positions on specific issues pertaining to the area. Residents at Westmoreland Family Housing also identified problems specific to their area and possible methods for solving those problems.

In June 1982, after nearly two years of work, the Jefferson/Far West Planning Team completed its task of preparing a draft refinement plan for the Jefferson Area Neighborhood and the northern portion of the Far West Neighborhood.

During late August the draft plan was mailed to all residents, businesses, and property owners in the area. Community members were encouraged to participate in the public review and adoption of the draft plan.

## 1. LAND USE

### INTRODUCTION/MAJOR ISSUES

In this section of the Appendix, background information is provided for use in evaluating the findings, policies, and implementation strategies of the Jefferson/Far West Refinement Plan, particularly the Land Use Element. Issues identified during the early stages of the planning processes included:

#### General

1. Major land use decisions in areas adjacent to the plan area have an impact.
2. A great deal of property within the plan area is in public or quasi-public ownership.
3. Current land use procedures may be having a negative affect on development as they are time-consuming, costly, and often lead to misunderstandings between the City, neighborhood groups, and property owners.
4. Current land use patterns and zoning separate commercial and residential activities. This discourages people from living and working in the same structure or area.

#### Housing

1. Currently, there are few mechanisms for achieving higher density, especially in relation to lot size requirments, zoning regulations, amount of vacant land, and in ability to use alleys. Residents and owners need to express their feelings as to how such density should be accommodated.
2. Improvements along the Amazon Canal may increase land values in the immediate area and cause displacement of lower-income residents.
3. Ways to increase opportunities for owner-occupancy yet still provide housing for lower-income households.
4. Many of the housing units are rundown and yards are poorly maintained.
5. New housing is not always compatible in terms of style, scale, and type.
6. Property owners refusing to rent to families with children may have an effect on enrollment at Ida Patterson.

### Commercial/Industrial

1. Large developments can create traffic problems and a loss of community feeling.
2. Neighborhood-oriented businesses--where are they most appropriate, what kinds are needed, and how can they be encouraged?
3. Many commercial structures and sites are in disrepair and are poorly maintained.
4. New commercial structures may not be compatible in terms of aesthetics, design, and quality.
5. There is little communication between the residential and business sectors of the community.
6. Ambulance services can create problems of noise and traffic in residential areas.
7. Conflicts often exist between residential and industrial uses including aesthetics, noise, and traffic.
8. New industrial developments may not be compatible with surrounding land uses.
9. Existing industrial structures and sites are often poorly maintained and unattractive.
10. A surplus may exist of industrially zoned land. The refinement plan should address the affect of vacant or underused industrially zoned areas.

### Public/Civic

1. Parking and traffic flow surrounding the Faith Center is a problem.
2. Future development plans of the Faith Center and Fairgrounds need to be addressed.
3. What is the best use of the City-owned property leased by the US Marine Corps?

## ANALYSIS OF LAND USE

The plan area is generally characterized as predominantly single-family residential development interspersed with large tracts of public lands (used for schools, recreation facilities, parks, military reserve bases, and the Lane County Fairgrounds), and multi-family housing (such as Westmoreland Student Housing). The area's commercial development occurs primarily along the major arterials in four general areas:

1. Along West 11th Avenue between Chambers and City View streets, and north of West 11th Avenue along Garfield Street;
2. Between 7th Avenue and Broadway, and Garfield and Chambers streets;
3. Near the intersection of 18th Avenue and Chambers Street;
4. Along 13th Avenue east of Lawrence Street, and along the west side of Willamette Street between 13th and 18th avenues.

Because of its L-shape, the sharp demarcation of land use patterns, and the various but relatively distinct economic influences affecting Jefferson/Far West, we usually consider and analyze Jefferson and Far West separately. Nevertheless, the general land use patterns are well established in much of the plan area. The total acreages devoted to each land use appear relatively stable over the period 1976-80 with few exceptions (see Tables I and II).

Exceptions include:

1. An increase in multi-family residential housing.
2. An increase in government-owned land in both subareas, principally due to the expansion of the Lane County Fairgrounds and services such as Lane Transit District.
3. Loss of "vacant" land in both Jefferson and Far West to other uses (we attribute some of this to development and some to changes in ownership and subsequent new uses).
4. Gain in parking lot areas in Jefferson (for example, the Faith Center, Lighthouse Temple, Lane County Fairgrounds).
5. Increases in the total commercial area in the Far West portion of the plan area. This is due especially from growth in services at 18th Avenue and Chambers Street, and from growth and consolidation along West 11th Avenue. In addition, expansion has occurred in transportation/communication facilities in Far West (e.g., Lane Transit District, Medical Services, Inc. [now defunct], and Pacific Northwest Bell ).

For the period 1976-1980, multi-family residential development has mostly occurred on vacant land in Jefferson/Far West with a small amount on C2 zoned land in Far West. Large tracts of vacant land available relatively close-in, or adjacent to the existing Westmoreland Student Housing, likely enhanced this multi-family development. Single-family and duplex uses have decreased in C2 zones as service uses have increased, and in R3 and R4 zones residential development intensified throughout the entire plan area between 1976-1980.

The general increase in the service sector in the metropolitan economy occurred also in Far West in RP and C-2 zoned areas. This reflects intensification of commercial development, development of vacant parcels, and redevelopment of parcels in single-family or duplex uses. In Jefferson services grew in the R-1 zoning district which suggests redevelopment or conversion of lower density residential uses. Churches are an outright use in the R-1 zoning district and likely constitute a significant part of this growth.

Changes in land use between the period 1976-1980 are evident upon close examination of detailed land use-by-zone data (see Tables III-VIII).

## EMPLOYMENT DATA AND ECONOMIC INFLUENCES

Employment data for Jefferson/Far West indicates 1,820 employees (627 in Jefferson and 1,193 in Far West) in April 1980. This represents about 1.9 percent of Lane County's covered employment and 2.9 percent of Eugene's. The Jefferson/Far West plan area has a greater portion of employment in services, transportation/communications, and government than does Lane County or Eugene and a smaller portion in retail and education than other sectors (see Table IX).

Examining the distinct economic influences affecting each of the planning subareas helps to place the whole plan area in its larger context.

The Jefferson Area Neighborhood has two general influences:

### 1. Downtown

The fringe affects of downtown commercial development along 13th Avenue and Willamette Street transportation corridors and the higher net density of residential development close to the City Center are an influence. Both residential and commercial development in this area will likely intensify because of its proximity to the downtown.

### 2. Regional/Public/Religious Facilities

The expansion of the Lane County Fairgrounds and new permanent facilities makes it a significant regional economic force that will continue to attract tourists and exhibitors to Eugene. It has only peripheral effects on the plan area's economic development, that is, it enhances the flow of consumers along transportation corridors and in the downtown. Other public facilities such as the schools, recreational areas, and military reserve bases, and recently expanded religious facilities such as the Faith Center and the Light House Temple have an impact also. It is likely lesser than that of the Fairgrounds because these facilities do not

draw on as large an area and do not involve activities usually associated with commercial activities and, except for schools, generally do not stimulate increased residential development near by. Nevertheless, the impact of religious facilities will likely increase.

The Far West portion of the plan area is more complex because it has several influences that depend on future development and activities that are just outside its boundaries.

#### 1. 18th Avenue/Chambers Street Commercial Node

Additional commercial development here depends on through traffic and on residential growth west of Chambers Street and south of 18th Avenue since most of the land in Far West is presently developed. Underdeveloped land in this area will likely develop during the plan period because of its proximity to retail and services and easy access by bicycle or public transportation. Westmoreland Student Housing will remain an important influence, even with cut backs in the U of O budget and a decrease in enrollment because of its low cost relative to other rental housing.

#### 2. West 11th Avenue

Commercial development along West 11th Avenue primarily serves the consumer commuting to and from work whether the consumer works downtown and lives west of Eugene or vice versa. It is likely that development of commercial areas further out West 11th Avenue, such as the Fred Meyer, may affect more types of commercial activities closer in along West 11th, but new jobs further out will likely employ counterbalancing numbers of closer in residents. The net affect without substantial residential growth further out will likely be small. Firms on West 11th Avenue within the plan area are unlikely to migrate outward because new development further out entails substantially higher costs and many of these firms own their own facilities. Limiting access to and from commercial uses along West 11th Avenue, to increase its efficiency as a transportation corridor, could have profound effects. It might encourage redevelopment of existing individual commercial activities into integrated mini-shopping plazas, or it might severely hamper commercial activity depending on the location of access routes.



### 3. Garfield/Broadway/7th/Chambers

This area is bordered by important transportation corridors to commuters and truck traffic. Commercial development along Garfield Street and West 11th Avenue, serves both community and neighborhood needs. Between 7th Avenue and Broadway and east of Garfield Street there exists a few manufacturing activities, Lane Transit District offices and yards, and wholesalers and dairy product firms. All of these would have some difficulty expanding within this area or intensifying their activities on their present sites. All depend on markets external to the neighborhood. These markets may be contracting under the present adverse economic conditions but will likely expand in the long-run as the Eugene-Springfield Metropolitan Area grows.

## SIMULATIONS OF POTENTIAL RESIDENTIAL & COMMERCIAL DEVELOPMENT

The previous sections describe the various pressures for development in the Jefferson/Far West plan area. The simulations of commercial and residential development that follow illustrate these pressures. Because of pressures for change affecting this area are not very strong and the neighborhood has changed little in the last few years, we can expect relatively conservative growth in both commercial and residential development.

The employment simulation assumes that:

1. Vacant parcels in commercial zones (C-1, C-2, and RP) are developed to the average employment density in Far West of 39.7 employees per acre.
2. Single-family and duplex uses in commercial zones (C-1, C-2, and RP) are redeveloped to the average employment density in Far West of 39.7 employees per acre.

This assumption indicates that the increase in employment from infill development and redevelopment to commercial uses will occur on land with less intense residential uses which are zoned commercial. The simulation indicates a gain of 140 employees in Far West and 83 in Jefferson (gains over 1980 employment of 12 and 13 percent respectively). See Tables X and XI.

Note--Jefferson's employment density is 26.1 employees per acre. Because it is much lower than that of Far West, the average employment density of Far West was applied because it was felt to be reasonably attainable during the plan period.

The residential simulation assumes that:

1. Vacant parcels are developed in 1980's net densities for each residential type in each subarea:

	<u>Far West</u>	<u>Jefferson</u>	<u>Zones that Densities Apply</u>
Single-family	6.27	6.72	R-1, RA
Duplex	25.27	15.94	R-2
Multiple-family	36.57	44.13	R-3, R-4, RG

2. Single-family uses in R-2 zones are redeveloped as duplexes at the average net density for duplexes in each subarea.
3. Single-family and duplex uses in R-3, R-4, and RG zoning districts are redeveloped as multi-family units at the average net density for multi-family developments in each subarea.

Taking into account single-family and duplex units lost because of redevelopment, the simulation indicates a net gain of 506 units--38 single-family units, 266 duplex units, and 213 multi-family units. These represent gains over existing units of 17 percent, 20 percent, and 27 percent, respectively. See Tables XII, XIII, and XIV.

## CONDITION OF RESIDENTIAL AND NON-RESIDENTIAL STRUCTURES

In the fall of 1973, a windshield survey was conducted on site and building conditions throughout the city of Eugene. As a part of the refinement planning process, an additional survey was conducted in the spring of 1981 within the plan area. The results of these surveys are difficult to compare because of different data bases.

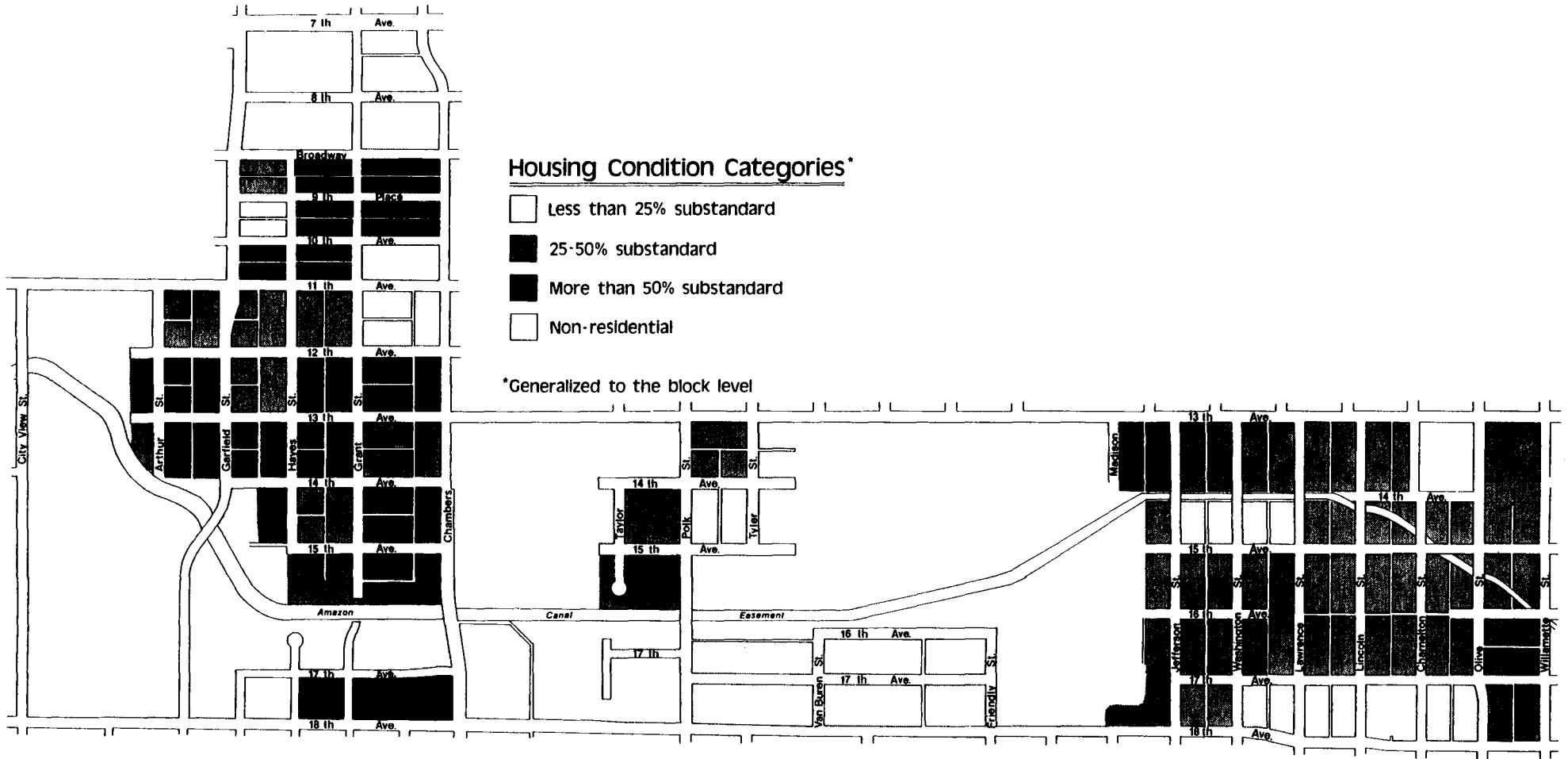
### Criteria to Evaluate Building Conditions

#### Standard Building Conditions:

1. New (built within the last ten years) and standard
2. Standard
3. Minor Repair--House needs painting or other forms of minor correction

#### Substandard Building Conditions:

4. Major Repair--Run-down or deteriorated, evidenced by a few items listed under No. 5 below.
5. Unsafe and Abatable--Badly run-down or deteriorated appearance that is evidenced by several of the following items:
  - a. Missing windows and/or exterior doors;
  - b. Sagging or rotten roof structure;
  - c. Inadequate roof covering;
  - d. Twisted or racked structural appearance;
  - e. Wood floor framing on or below grade (no foundation);
  - f. Rickety or missing porches or steps;
  - g. Large sections of siding missing or falling off;
  - h. Overgrown with vines or brush;
  - i. Chimney and/or fireplace breaking up; and
  - j. Antiquated or illegal wiring and plumbing.



# Jefferson/Far West Refinement Plan

## CONDITION OF RESIDENTIAL STRUCTURES

Spring 1981



scale in feet













## HISTORY OF ZONING

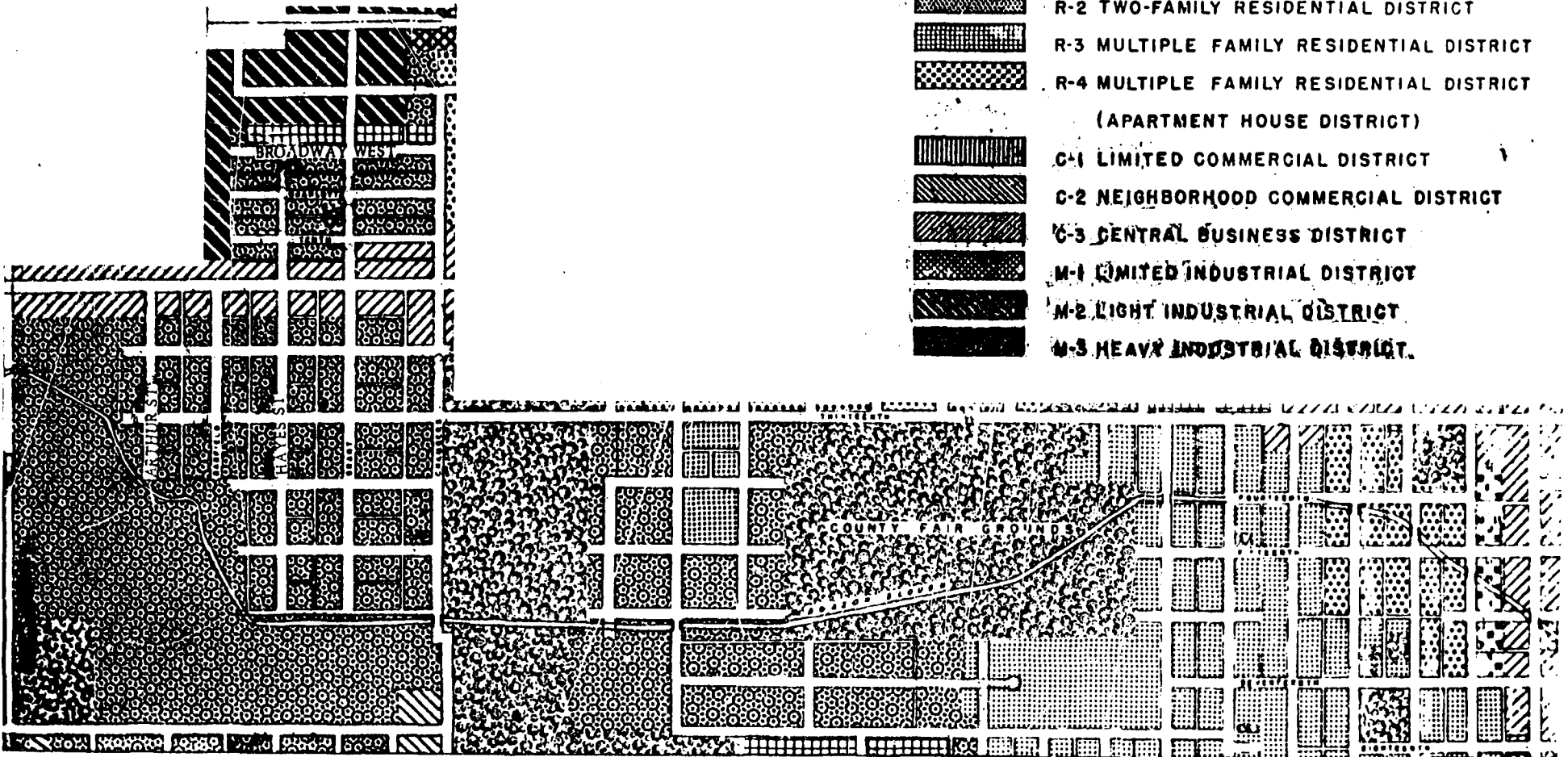
In 1948, the City of Eugene adopted its first zoning ordinance.

In Jefferson, Willamette Street was zoned commercial, reflecting its role as a southern extension of the Central Business District. To buffer the commercial activities along Willamette Street from the single-family area to the west, a narrow strip of land was zoned for high-density residential use. This was followed by a wider band of land zoned to allow duplexes. During the 1930s and 1940s, several single-family homes were built in the area east of Friendly Street. Zoning applied in 1948 reflected that pattern. Along the Amazon slough, development was sparse because of periodic flooding. Areas not in public use were primarily zoned Outer Residential District. Public facilities in the Jefferson Neighborhood which were zoned for public use included: Willard Elementary School (now the site of the Eugene Public Library), Eugene High School (now the site of the Lighthouse Temple and a future neighborhood park), the Lane County Fairgrounds, and the Eugene Air Park (now Westmoreland Park, Ida Patterson Community School, the US Marines, and a portion of Faith Center).

In Far West, most of the land was zoned Outer Residential District; a narrow strip of multi-family zoning was applied on the north side of Broadway to serve as a buffer between land zoned Light Industrial north of Broadway and land zoned Outer Residential District to the south. West 11th was zoned commercial between Chambers and City View streets. The only land zoned for public use was owned at that time by the School District and was later developed into the Westmoreland Elementary School at the northeast corner of 18th and City View. A small area on the northwest corner of 18th and Chambers was zoned Neighborhood Commercial reflecting existing development.

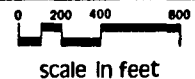
ZONING LEGEND

-  PUBLIC LAND
-  RA OUTER RESIDENTIAL DISTRICT
-  R-1 SINGLE-FAMILY RESIDENTIAL DISTRICT
-  R-2 TWO-FAMILY RESIDENTIAL DISTRICT
-  R-3 MULTIPLE FAMILY RESIDENTIAL DISTRICT
-  R-4 MULTIPLE FAMILY RESIDENTIAL DISTRICT  
(APARTMENT HOUSE DISTRICT)
-  C-1 LIMITED COMMERCIAL DISTRICT
-  C-2 NEIGHBORHOOD COMMERCIAL DISTRICT
-  C-3 CENTRAL BUSINESS DISTRICT
-  M-1 LIMITED INDUSTRIAL DISTRICT
-  M-2 LIGHT INDUSTRIAL DISTRICT
-  M-3 HEAVY INDUSTRIAL DISTRICT



Jefferson/Far West Refinement Plan

1948 ZONING



RELIGIOUS FACILITIES

The following information and The Religious Facilities map may be helpful in addressing issues pertaining to religious facilities in the plan area.

Religious Facility	Approximate Size of Developed Site (acres)	Additional Land Holdings (acres)	Zoning	Approximate Seating Capacity	Parking Spaces
1. Islamic Centers	.4	-0-	RA	156	22
2. Berean Baptist	.8	.9	R1	300	44
3. Faith Center	3.1*	1.8	R1/PL	1250	275
4. Jehovah's Witnesses	.4	-0-	R1	180	46
5. Free Methodist	.5	-0-	R1	300	33
6. Grace Community Fellowship	1.2**	-0-	R1	650	141
7. O'Hara Catholic School	8.0	2.7	R1	NA	NA
8. Lighthouse Temple	2.4	-0-	R1	650	109
9. United Methodist	1.8	-0-	C2	685	59***

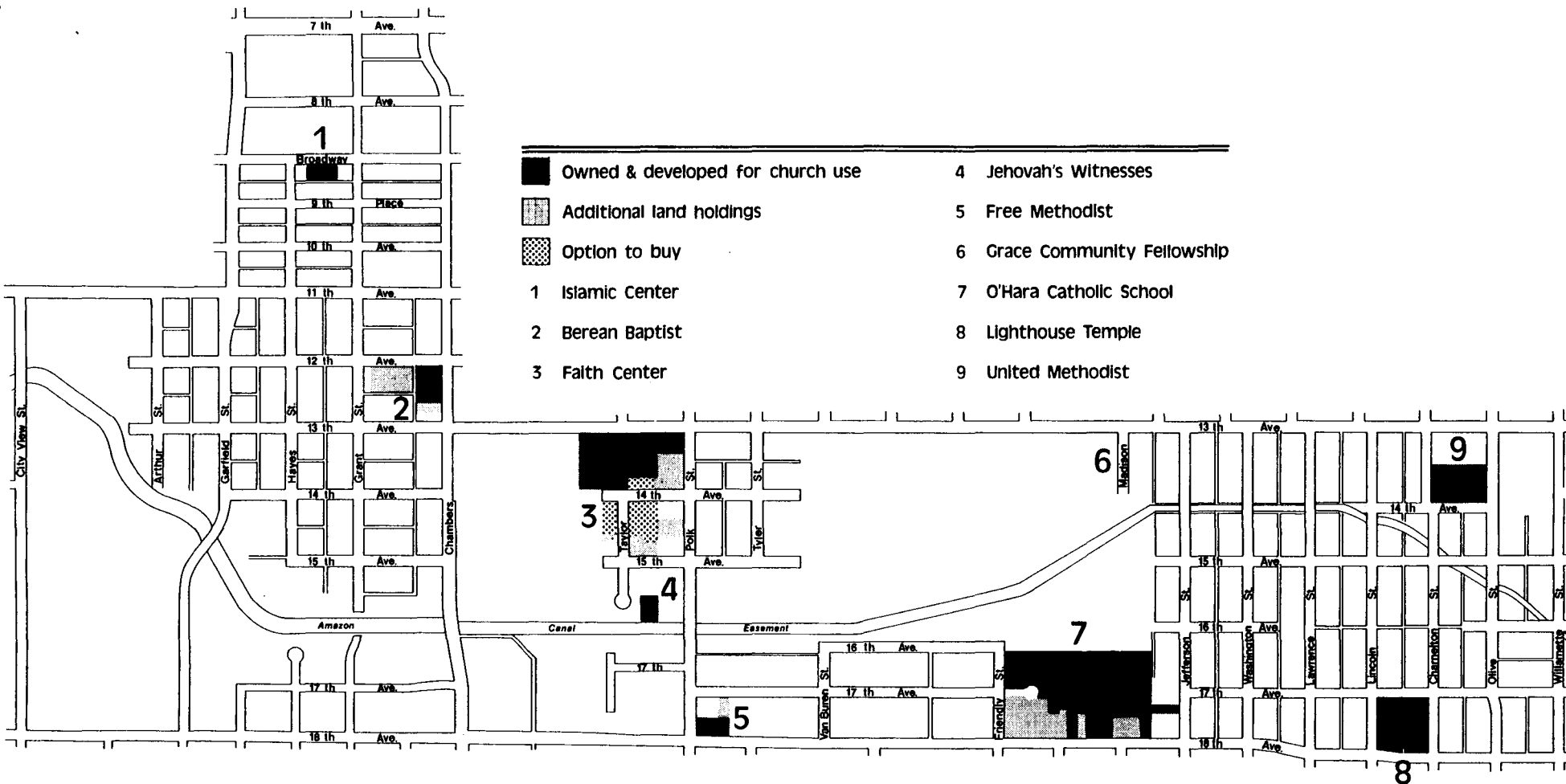
\* Faith Center has an option to buy an additional 1.32 acres.

\*\* Property owned by the Lane County Fairgrounds.

\*\*\* An additional 66 parking spaces are available in an adjacent metered parking lot.

Source: Data based on January 1980 land use information and field work conducted March 1982.



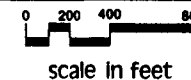


# Jefferson/Far West Refinement Plan

## RELIGIOUS FACILITIES



Spring 1981



## BLOCK PLANNING\*

The City is exploring the concept of "block planning" as a method that would allow land use changes and intensification to occur with the joint approval of property owners and residents of a specific block, the neighborhood group, and the City. In this case, a "block" normally would consist of all properties on both sides of a one block length of street, although to meet special situations other configurations may be considered. In many ways, a block plan is like a Planned Unit Development. It would include agreements about planning, participation, construction, phasing, funding, and maintenance, and would include a process for making changes to the original plan. A block plan could replace, modify, or add to existing land use regulations such as yard requirements, land use arrangements, height restrictions, parking regulations, minimum lot sizes, etc. In addition, a block plan could stipulate changes in use of rights-of-way, establish precisely where building development could occur, and what type of building would be acceptable.

Block planning allows owners and renters to participate in meaningful decisions regarding their blocks, and allows development to be made at a scale larger than the individual lot. In 1981, block planning workshops were held in both the Jefferson and Far West neighborhoods.

### An Example of Block Planning in Far West

In the winter of 1981, the Far West representative of the Neighborhood Housing Resource Center met with the Neighborhood Planning Team to explain the concept of block planning and to choose a subarea of the neighborhood in which to search for interested blocks. The subarea selected was from West 11th Avenue to the Amazon canal, between Chambers and Arthur streets. Leaflets were distributed to residents of the area, and a general submeeting was held. One block within the subarea generated the support needed to undertake block planning. The block is located along Arthur Street from West 14th Avenue to the Amazon canal. At a series of workshops, participants of the block identified issues and opportunities and developed a draft block plan that is shown on the next page.

\*Additional material is available at the Eugene Planning Department.

ARTHUR STREET

13TH AVENUE

SMALL CURVING STREET WITH PASSING LANE AND PULL-OFFS FOR VISITOR PARKING.

STREET TREES-ORNAMENTAL AND FRUIT AND NUT TREES.

STREET LIGHTS-LOW LEVEL LIGHTING AT APPROPRIATE PLACES ALONG STREET.

SMALL GATHERING AREA AND CHILDRENS' PLAY SPACE.

WENDY AND CLIFF JENKS' HOUSE - WHERE PLANNING WORKSHOPS WERE HELD.



AMAZON SLOUGH



RENTAL HOUSES ON CORNER, COULD BE REPLACED BY A DUPLEX WITH A YARD TO THE SOUTH.

ENTRY GARDEN - TREES, SHRUBS AND FLOWERS, CREATE PLEASING, CARED FOR ENTRY TO BLOCK.

NEW HOUSE COULD BE ADDED TO FRONT OF VACANT LOT.

RECYCLING AREA - SCREENED BY PLANTING - NO TRASH OR GARBAGE.

REAR OF VACANT LOT COULD BE USED FOR COMMUNITY ORCHARD AND/OR GARDENS.

PATHWAY TO CONNECT ALLEY HOUSES & ORCHARD WITH STREET.

BASKETBALL HOOP

FRUIT TREES - TO BE HARVESTED AND CARED FOR BY NEIGHBORS.

SMALL ALLEY HOUSE - WORKSHOP PARTICIPANTS FELT THIS WAS APPROPRIATE AND TIM, THE OWNER, IS INTERESTED IN ADDING A HOUSE HERE.

OWNERSHIP PATTERNS OF PUBLIC AGENCIES

The Jefferson/Far West plan area has a high proportion of land used for public facilities, such as streets, parks, schools, the Fairgrounds, and government offices. In addition to public land uses, there are nine religious facilities in the plan area. Upon request of the planning team, in the spring of 1981, a report titled Institutional Land Ownership in the Jefferson/ Far West NIP Area was prepared by two University of Oregon students in the Department of Urban and Regional Planning. The report identifies ownership patterns of public and quasi-public agencies, discusses the impact of their facilities on surrounding land uses, and provides a step-by-step guide on how to research land ownership information. On June 16, 1981, the Jefferson/Far West Planning Team acknowledged the report with the intent to use the factual data as a resource and yet to recognize opinions as those of the authors and not of the planning team. The report is available for review at the Eugene Planning Department.

<u>Public Agency</u>	<u>Use</u>	<u>Appox. Size (Acres)</u>	<u>Zoning</u>
1. <u>Lane Transit District</u>	Headquarters/Bus Storage	4.0	M-2
2. <u>City of Eugene</u>	Martin Luther King, Jr., Park	.7	R-A
	Garfield Park	3.9	PL/R-1/R-2
	Westmoreland Park	11.0	PL
	US Naval/Marine Corps Reserve	3.0	PL
	Jefferson Pool		PL
	Charnelton Park Site		R-2
	Eugene Public Library	1.4	PL
	Land held for Library expansion	.8	C-2/R-4
	Miscellaneous		--
3. <u>State Board of Higher Education</u>	Westmoreland Student Housing	24.0	PL
4. <u>4-J School District</u>	Westmoreland Elementary	8.3	PL
	Ida Patterson Elementary	8.4	PL
5. <u>US Federal Government</u>	US Army Reserve	2.6	PL
6. <u>Lane County Fair Board</u>	Fairgrounds and Conference Center	57.4	PL/R-1
7. <u>Eugene Water &amp; Electric Board</u>	Substation	1.0	PL

## 2. TRANSPORTATION

### INTRODUCTION/MAJOR ISSUES

In this section of the Appendix, background information is provided for use in evaluating the findings, policies, and implementation strategies of the Jefferson/Far West Refinement Plan, particularly the Transportation Element. Transportation-related issues identified during the early stages of the planning process included:

#### Automobile

1. Through traffic will increase as Eugene continues to grow westward.
2. 11th Avenue eastbound traffic is routed onto 13th Avenue at Garfield Street and divides a residential community.
3. The proposed widening of 6th and 7th avenues may not significantly reduce through traffic on 11th and 13th avenues.
4. A right-of-way west of Arthur Street exists for a possible extension of 13th Avenue; the potential of this needs to be addressed.
5. Institutions, industries, and large commercial developments often create parking and transportation problems for nearby residential areas and also restrict through automobile movements. Examples include Waremart, Faith Center, and the Fairgrounds.

#### Transit

1. The LTD bus route system may not be meeting the needs of residents in the plan area. Information is needed regarding the current usage of LTD by residents and people coming into the plan area and what factors would cause them to use the service more. The cost of using LTD may be making it more difficult for many residents to use.

#### Pedestrians

1. Poor pedestrian crossings include:
  - Willamette Street, especially at 15th and 16th avenues.
  - Chambers Street at 14th and 15th avenues.

- Chambers Street and 18th Avenue intersection.
- Unofficial crossing on 18th between City View and Garfield.
- 2. The Garfield/Arthur connector creates a traffic barrier dividing the Westmoreland Community and making pedestrian crossings difficult.
- 3. There are streets within the plan area which lack sidewalks.

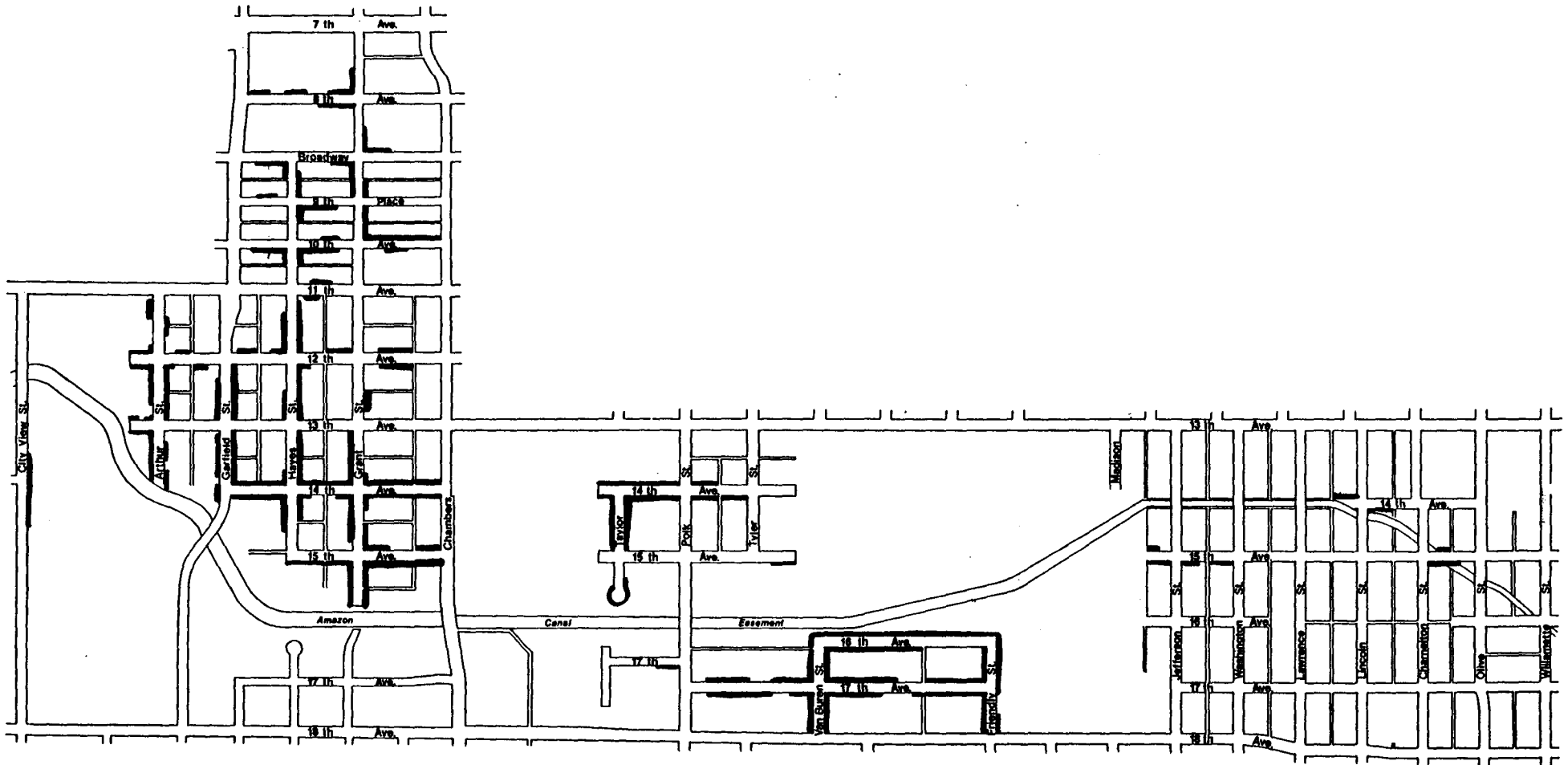
### Bicycle

1. Automobile/bike conflicts occur at various intersections along the 15th Avenue and Amazon Canal bike route.
2. There is a lack of north/south bike routes and connections between the Amazon and 12th Avenue bike routes. Planning Team members felt they were cut off from regional facilities to the north such as the Valley River Center or the Jefferson/Washington Street Park.

### AREAS WITHOUT SIDEWALKS

During the planning process, installation and repair of sidewalks was an important issue. Opinions varied on whether to promote new sidewalks in all areas, areas with high automobile traffic where a separation between cars and pedestrians was viewed as more necessary, or in areas near schools or along routes heavily traveled by pedestrians. While some community members felt sidewalk installation would improve appearance and values of property, others felt it was a cost unable to be borne by low-income households. In the Far West portion of the plan area, there are several streets that are unpaved. In these areas, special attention may need to be given to alternative pedestrian pathways; standard sidewalks may be undesirable.

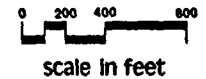
The map on the following page illustrates areas without sidewalks as of June 1982.



# Jefferson/Far West Refinement Plan

**AREAS WITHOUT SIDEWALKS**

spring, 1982



### 3. PUBLIC SERVICES AND FACILITIES

#### INTRODUCTION

In this section of the Appendix, background information is provided for use in evaluating the findings, policies, and implementation strategies of the Jefferson/Far West Refinement Plan, particularly the Public Services and Facilities Element. Major issues identified during the early stages of the planning process included:

#### General

1. The needs of special population groups such as the elderly, youth, etc., need to be addressed.
2. There is no office or meeting space for neighborhood groups.

#### Educational/Recreational/Leisure Resources

1. Impacts of 4-J budget and under-enrollment projections on Lincoln, Westmoreland, and Ida Patterson elementary schools.
2. Westmoreland Park is underused and does not serve the needs of the community.
3. Pedestrian and bike access to Martin Luther King Jr. Park is a problem for residents south of 11th Avenue.
4. There is a need for additional park and open space development.
5. Current use of fairground facility and problems such as noise and traffic congestion and future development plans need to be addressed.
6. Current use of library facility and future development plans need to be addressed.
7. The Jefferson Pool is in poor condition and has been threatened with closure.

#### Public Safety and Utilities

1. There is a lack of adequate lighting for pedestrians and bicyclists. How does it affect bicycle and foot traffic at night?
2. Sidewalks, alleys, and streets are poorly maintained. How does this affect the perception of the neighborhood?



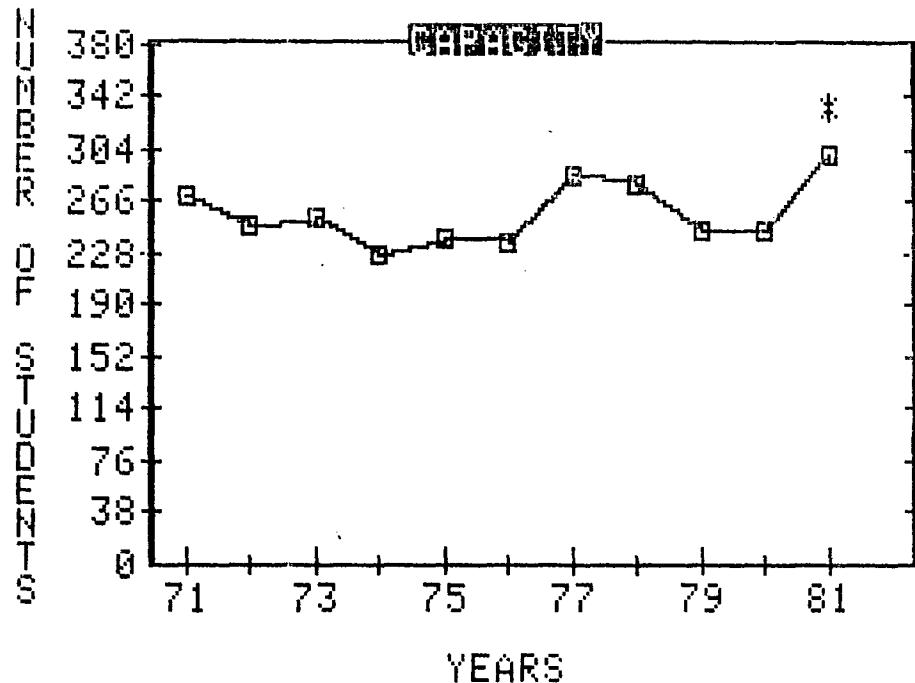
PUBLIC SCHOOLS

Within the 4-J School District, according to School District 4-J enrollment figures as of September 30 for 1977 through 1982, there has been a decline in the number of school age children per household for all residential dwelling types. Please refer to the tables on the following page. According to School District 4-J, the optimum enrollment level for schools is 80 percent of the capacity.

<u>Elementary Schools</u>	<u>Capacity 1980-81</u>	<u>Actual 1981-82</u>	<u>Percent Capacity</u>	<u>Projected 1982-83</u>	<u>Percent Capacity</u>
Ida Patterson	380	298	78%	321	84%
Westmoreland	480	282	59%	296	62%
Whiteaker	330	230.5	70%	252	76%

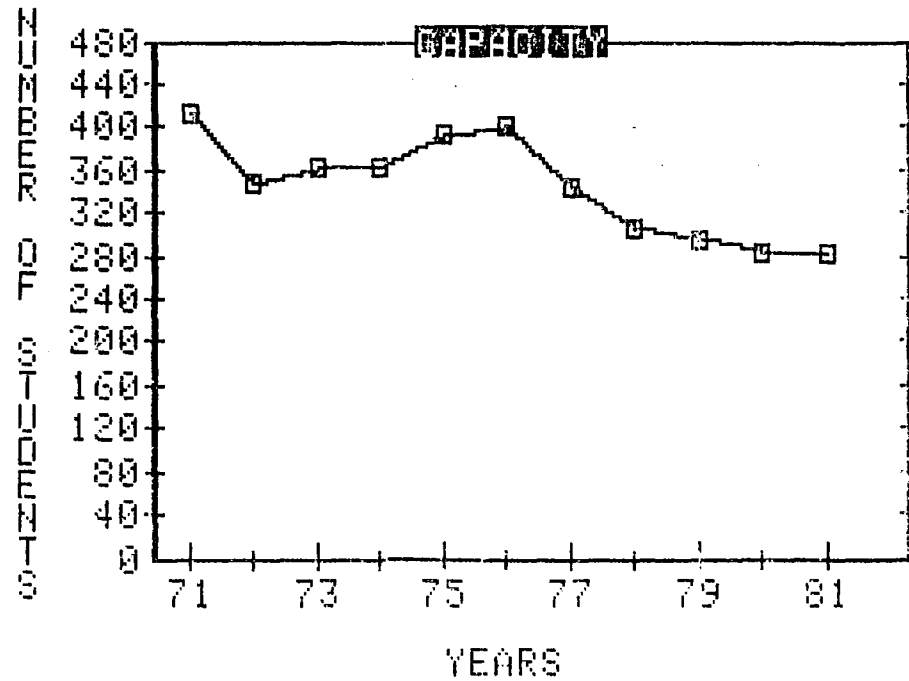
In the fall of 1981, Lincoln Elementary School was closed and attendance area boundaries changed. These actions resulted in additional enrollment of students at Ida Patterson and Whiteaker. School District 4-J staff do not foresee the need for closing any schools currently serving residents of the plan area.

**PATTERSON ENROLL. AS OF SEP. 30 EA. YR.**



\* INCREASE DUE TO LINCOLN STUDENTS

**WESTMORE ENROLL. AS OF SEP. 30 EA. YR.**



#### 4. NEIGHBORHOOD COMMONS

##### INTRODUCTION/MAJOR ISSUES

This section of the Appendix may be useful in understanding the concept of Neighborhood Commons' and in evaluating relevant findings, policies, and implementation strategies in the Jefferson/Far West Refinement Plan.

Major issues relating to the neighborhood commons are listed below:

1. Public owned lands, public rights-of-way, and other "neighborhood commons" are not adequately recognized or used as a valuable resource.
2. What is the existing wildlife and water quality of the Amazon Canal?
3. The Amazon Canal is not developed adequately as a recreational corridor.
4. Barriers exist which create subareas or restrict movement throughout the neighborhoods.
5. Important linkages, such as the Amazon Canal, are not fully recognized.
6. Important features or characteristics of the neighborhood may be lost.

##### "BIG MAP"

An important concept of Neighborhood Commons is engaging people in activities that will help them develop a sense of community, identify problems and opportunities, and cooperate with others in developing ideas for improving the area.

During the planning process base maps were prepared for the Jefferson Area Neighborhood and Far West. Both maps indicate street, alleys, sidewalks, buildings, and important natural features. The maps, referred to as a "Big Map," allows community members to gain a close look at a specific area and record comments. They are available for review at the City of Eugene Planning Department.

## 5. NEIGHBORHOOD ECONOMIC DEVELOPMENT

### INTRODUCTION/MAJOR ISSUES

Neighborhood economic development emerged as an important issue during the planning process and for the first time, a separate element was prepared on the subject to help create an awareness of problems and opportunities that exist and to develop a basis for future actions.

Major issues identified that pertain to neighborhood economic development are listed below:

1. Where is money coming into or going out of the neighborhood or, in other words, where is the boat leaking?
2. What resources are available to the neighborhood and what level of self-reliance might be achievable?

### FAR WEST NEIGHBORHOOD SERVICE AREA PLAN

The Far West Neighborhood Service Area Plan was developed by property owners and businesses in the winter of 1982 for review and consideration by the planning team. The plan, at time of submittal, included the following major sections:

- Overview
- Purpose and Goals
- Boundaries
- What We Will Do
- What Is Needed From The City
- The Voluntary Concept

### Overview

Business, property owners, and interested persons have not realized the need to plan their own future, to have a say in what their area of town will look like in one year, five years, and beyond. Also realizing there is a need to work closely with neighborhoods and City staff in determining what is best for the community.

## Purpose and Goals

To improve the blighted condition that now exists on West 10th, West 11th, and West 12th avenues.

To create a shopping and service area that will keep persons in the surrounding area from needing to go outside the area for needed products and services.

Realizing that business needs to be centralized in an established area and on major transportation routes, then define the boundaries for this West Eugene Service Area.

Contribute to the economic diversification of Lane County by providing a place where small businesses are welcome and are encouraged to move (realizing that 80 percent of all new jobs are provided by small businesses).

To promote "quality" development, rather than quantity.

Existing businesses need the presence of other quality businesses in order to maintain or expand their establishment. This being one reason for welcoming others to locate here.

To promote small-scale gathering places, shops, and services and encourage a variety of business and services within the area.

## Boundaries

East boundary being one-half block east of Chambers and the west boundary being City View. The north boundary being the south side of West 10th Avenue and the south boundary being the north side of West 12th Avenue.

This is an area six blocks long and two blocks wide; West 11th being the prime commercial area, with West 10th and 12th as buffer areas.

Future expansion can be along Garfield between West 12th and West 6th and also west on 11th Avenue.

#### What We Will Do

By defining the limits of this business area, business will not apply pressure into surrounding neighborhood residential areas for expansion.

A general improvement of existing property can be helped by:

construction of needed sidewalks, landscaping, and general cleanup.

Encourage the location of new small businesses and expansion of existing ones within the area.

Development will be encouraged in the following form:

West 11th will continue to be the principal commercial area, containing most retail and food service activities. It is planned to attract a development similar to the 5th Street Public Market (but much smaller) to the area as an "anchor" and primary gathering place for people.

West 12th Avenue (north side) and West 10th Avenue (south side) will consist of these, and related occupations:

doctors, veterinarians, attorneys, accountants, and other high-quality professional offices, with some neighborhood commercial activities.

Form a business association that will work for the betterment of the area, represent local interest, and work to implement this plan.

### What the City of Eugene Can Do To Make This Plan Possible

Provide overall guidance in implementing the plan.

Create a special zoning district that will make it all possible.

And, most important, help make it happen NOW rather than requiring a lengthy process. As diversification is needed now, help get this off the ground and going.

To provide an adequate supply of land to meet the projected growth of the business community of the economy.

To assist in the expansion of existing businesses and attraction of new employers to our area.

Work toward some of the ideas expressed in "Eugene Economic Diversification Program" as adopted on September 23, 1981.

### The Voluntary Concept

When a property owner or business gives his/her approval to the plan, or participates as a member of an association formed, nothing will be made mandatory. All suggestions for improvements will be up to the property owner.

While success of the plan will be subject to participation by all, it is felt that the economics may not permit expenditures by some of even small amounts at this time.

7. APPENDIX TO THE APPENDIX

TABLE I

LAND USE--JEFFERSON, 1976, 1978, 1980

	<u>1976</u>	<u>1978</u>	<u>1980</u>
Single-Family	74.70	74.21	75.99
Duplex	6.25	6.04	5.69
Multi-Family	10.08	13.48	14.38
Other	.11	.22	.23
Retail	4.59	4.20	3.99
Services	12.40	11.25	11.92
Transportation/ Communications	.12	.12	.12
Wholesale	.04	.04	.04
Industrial	--	--	--
Education	13.86	13.86	13.87
Government	7.25	19.77	20.36
Roads/Parking	6.26	5.99	10.90
Recreation	61.75	61.09	60.12
Parks	3.18	3.18	2.24
Vacant	19.05	6.08	8.31
Water	4.02	4.44	4 53
Other	.58		
TOTALS (# acres)	224.24	223.97	224.24

SOURCE: L-COG Research Division



TABLE II  
LAND USE--FAR WEST 1976, 1978, 1980

	<u>1976</u>	<u>1978</u>	<u>1980</u>
Single-Family	45.61	42.80	44.45
Duplex	3.47	4.18	4.74
Multi-Family	10.47	10.61	17.82
Retail	7.66	6.94	7.85
Services	9.38	13.86	15.50
Transportation/ Communications	1.77	2.57	3.28
Wholesale	1.11	1.01	1.02
Industrial	2.01	2.00	2.06
Education	23.20	20.85	20.98
Government	.63	7.14	7.25
Recreation	.77	.77	.78
Roads/Parking	8.96	8.78	9.40
Vacant	29.13	22.85	12.15
Water	--	--	2.90
Other	1.91	--	--
TOTALS	144.33	145.46	150.25

SOURCE: L-COG Research Division

TABLE III  
LAND USE BY ZONE: JEFFERSON (1 JANUARY 1980)

Land Use	Zone							
	R-1	R-2 <sup>1</sup>	R-3	R-4	RG <sup>1</sup>	C-2 <sup>1</sup>	PL	Other
Single-Family	65.10	7.52	.79	1.17	.66	.55	--	.21
Duplex	3.75	1.27	.29	.19	--	.22	--	--
Multi-Family	3.86	1.51	.21	2.07	4.79	1.94	--	--
Mobile Homes	.23	--	--	--	--	--	--	--
Retail	.14	--	.14	--	--	3.71	--	--
Services	6.41	--	.59	.31	--	4.61	--	--
TCU <sup>2</sup>	--	--	--	--	--	.12	--	--
Wholesale	--	--	--	--	--	.05	--	--
Industrial	--	--	--	--	--	--	--	--
Education	5.48	--	--	--	--	--	8.40	--
Government	1.45	.87	.05	--	--	--	18.00	--
Roads/Parking	1.37	--	--	.18	--	3.94	.39	--
Recreation	3.46	--	1.55	--	--	--	55.12	--
Parks	--	--	--	--	--	--	2.24	--
Vacant	3.27	.79	.48	.44	.20	1.10	2.05	--
Water	1.88	.47	.11	.02	--	--	2.06	--
Other	--	--	--	--	--	--	--	--
TOTALS <sup>3</sup>	96.40	12.43	4.21	4.38	5.65	16.24	88.26	.21

SOURCE: L-COG Research Division

<sup>1</sup>C-2 includes C-2/SR, R-2 includes R-2/SR, RG include RG/SR

<sup>2</sup>TCU includes Transportation, Communications, and Utilities

<sup>3</sup>Total area is 224.24 acres

TABLE IV

## LAND USE BY ZONE: JEFFERSON (1 JANUARY 1978)

Land Use	Zone							
	R-1	R-2 <sup>1</sup>	R-3	R-4	RG <sup>1</sup>	C-2 <sup>1</sup>	PL	Other
Single-Family	62.92	7.01	2.37	.76	.11	1.04	--	--
Duplex	3.40	1.55	.54	.18	--	.37	--	--
Multi-Family	1.92	1.49	2.10	1.84	4.38	1.75	--	--
Mobile Homes	.22	--	--	--	--	--	--	--
Retail	.13	--	--	--	--	4.07	--	--
Services	4.05	--	.27	--	--	4.61	2.32	--
TCU <sup>2</sup>	--	--	--	--	--	--	--	.12
Wholesale	--	--	--	--	--	.04	--	--
Industrial	--	--	--	--	--	--	--	--
Education	5.47	--	--	--	--	--	8.39	--
Government	.86	.83	.08	--	--	.01	17.99	--
Roads/Parking	1.12	--	.06	.08	.32	3.97	.44	--
Recreation	3.45	--	1.54	--	--	--	56.10	--
Parks	--	--	--	--	--	--	3.18	--
Vacant	3.28	.75	.32	.42	.19	1.12	--	--
Water	1.85	.37	.15	.01	--	--	2.06	--
Other	--	--	--	--	--	--	--	--
TOTALS <sup>3</sup>	88.67	12.00	7.43	3.29	5.00	16.98	90.48	.12

SOURCE: L-COG Research Division

<sup>1</sup>C-2 includes C-2/SR, R-2 includes R-2/SR, RG include RG/SR<sup>2</sup>TCU includes Transportation, Communications, and Utilities<sup>3</sup>Total area is 223.97 acres

TABLE V  
LAND USE BY ZONE: JEFFERSON (1 JANUARY 1976)

Land Use	Zone							
	R-1	R-2 <sup>1</sup>	R-3	R-4	RG <sup>1</sup>	C-2	PL	Other
Single-Family	63.11	7.06	1.95	.99	.51	1.08	--	--
Duplex	3.80	1.31	.55	.18	--	.41	--	--
Multi-Family	1.25	1.49	2.10	.71	2.78	1.75	--	--
Mobile Homes	.11	--	--	--	--	--	--	--
Retail	.13	--	--	--	--	4.46	--	--
Services	7.16	--	.27	.59	--	4.38	--	--
TCU <sup>2</sup>	--	--	--	--	--	.12	--	--
Wholesale	--	--	--	--	--	.04	--	--
Industrial	--	--	--	--	--	--	--	--
Education	5.47	--	--	--	--	--	8.39	--
Government	--	--	--	--	--	--	7.25	--
Roads/Parking	1.73	--	.06	.08	.32	3.63	.44	--
Recreation	2.73	--	1.54	--	1.39	--	56.07	--
Parks	--	--	--	--	--	--	3.18	--
Vacant	4.76	1.77	.40	.85	--	.53	10.74	--
Water	1.43	.47	.05	.01	--	--	2.06	--
Other	--	--	--	--	--	.58	--	--
TOTALS <sup>3</sup>	91.68	12.10	6.92	3.41	5.00	16.98	88.15	--

SOURCE: L-COG Research Division

<sup>1</sup>R-2 includes R-2/SR, RG include RG/SR

<sup>2</sup>TCU includes Transportation, Communications, and Utilities

<sup>3</sup>Total area is 224.24 acres

TABLE VI

## LAND USE BY ZONE: FAR WEST (1 JANUARY 1980)

Land Use	Zone										
	RA	R-1	R-2	R-3	RG	RP	C-1	C-2	M-2	PL	Other
Single-Family	6.95	33.72	1.72	.42	.19	--	--	.54	.13	.63	.16
Duplex	.35	2.87	--	--	.09	.19	--	.46	--	.79	--
Multi-Family	1.62	1.61	5.93	--	2.56	--	--	3.90	--	1.81	.39
Mobile Homes	--	--	--	--	--	--	--	--	--	--	--
Retail	.23	--	--	--	--	--	.14	4.36	3.14	--	--
Services	.40	--	.59	.19	1.61	1.72	1.34	5.92	3.74	--	--
TCU <sup>1</sup>	--	--	--	--	.30	--	--	.15	2.84	--	--
Wholesale	--	--	--	--	.36	--	--	.26	.40	--	--
Industrial	--	--	--	--	--	--	--	.49	1.58	--	--
Education	.06	--	2.83	--	--	--	--	--	--	18.10	--
Government	.45	2.77	.85	--	--	--	--	--	.64	2.54	--
Roads/Parking	--	--	--	--	1.27	--	.07	1.64	2.55	3.86	--
Recreation	--	--	--	--	--	--	--	--	--	.79	--
Parks	--	--	--	--	--	--	--	--	--	--	--
Vacant	.87	1.83	5.60	--	1.03	.23	.62	1.97	--	--	--
Water	.96	.55	--	--	--	.32	--	--	--	1.07	--
Other	--	--	--	--	--	--	--	--	--	--	--
TOTALS <sup>2</sup>	11.89	43.35	17.52	.61	7.41	2.46	2.16	19.69	15.02	29.59	.55

SOURCE: L-COG Research Division

<sup>1</sup>TCU includes Transportation, Communications, and Utilities<sup>2</sup>Total area is 150.25 acres

TABLE VII

LAND USE BY ZONE: FAR WEST (1 JANUARY 1978)

Land Use	Zone										
	RA	R-1	R-2	R-3	RG	RP <sup>1</sup>	C-1 <sup>1</sup>	C-2	M-2	PL	Other
Single-Family	6.02	34.10	.14	--	.58	--	--	.71	.48	.60	.17
Duplex	.33	2.55	.11	--	--	.19	--	.38	--	.62	--
Multi-Family	--	--	5.70	--	2.57	--	--	.94	--	1.40	--
Mobile Homes	--	--	--	--	--	--	--	--	--	--	--
Retail	.22	--	--	--	--	--	.20	3.59	2.93	--	--
Services	.39	.57	--	--	1.60	1.69	1.30	4.64	3.67	--	--
TCU <sup>2</sup>	--	--	--	--	.29	--	--	--	2.28	--	--
Wholesale	--	--	--	--	.35	--	--	.26	.40	--	--
Industrial	--	--	--	--	--	--	--	.47	1.53	--	--
Education	--	--	--	--	--	--	--	--	--	20.85	--
Government	.46	2.24	.89	--	--	--	--	--	.63	2.92	.04
Roads/Parking	--	.30	--	--	1.27	--	--	.44	3.01	3.76	--
Recreation	.66	--	--	--	--	--	--	--	--	.11	--
Parks	--	--	--	--	--	--	--	--	--	--	--
Vacant	4.18	3.56	5.78	--	.92	--	.61	7.75	--	--	.05
Water	--	--	--	--	--	--	--	--	--	--	--
Other	--	--	--	--	--	--	--	--	--	--	--
TOTALS <sup>3</sup>	12.26	43.32	12.62	--	7.58	1.88	2.11	19.18	14.93	31.32	.26

SOURCE: L-COG Research Division

<sup>1</sup>RP includes RP/PD and RP/SR, C-1 includes C-1/SR<sup>2</sup>TCU includes Transportation, Communications, and Utilities<sup>3</sup>Total area is 145.46 acres

TABLE VIII

LAND USE BY ZONE: FAR WEST (1 JANUARY 1976)

Land Use	Zone										
	RA	R-1	R-2	R-3	RG	RP <sup>1</sup>	C-1 <sup>1</sup>	C-2	M-2	PL	Other
Single-Family	6.42	34.84	.31	1.15	.71	--	--	1.29	.29	.60	--
Duplex	.33	2.25	--	--	--	--	--	.11	--	.78	--
Multi-Family	--	--	5.70	--	2.30	--	--	1.23	--	1.24	--
Mobile Homes	--	--	--	--	--	--	--	--	--	--	--
Retail	.22	--	--	--	.30	--	.20	4.08	2.86	--	--
Services	.31	.46	--	--	.89	--	1.30	2.39	4.03	--	--
TCU <sup>2</sup>	--	--	--	--	.82	--	--	--	.95	--	--
Wholesale	--	--	--	--	.35	--	--	.14	.62	--	--
Industrial	--	--	--	--	--	--	--	.48	1.53	--	--
Education	.10	--	--	--	--	--	--	--	--	20.85	--
Government	--	--	--	--	--	--	--	--	.63	--	--
Roads/Parking	--	--	--	--	1.36	--	--	1.17	2.67	3.76	--
Recreation	.66	--	--	--	--	--	--	--	--	.11	--
Parks	--	--	--	--	--	--	--	--	--	--	--
Vacant	8.89	7.66	6.35	--	.45	--	.61	2.16	.09	2.92	--
Water	--	--	--	--	--	--	--	--	--	--	--
Other	--	.50	--	--	--	1.13	--	.27	.51	--	--
TOTALS <sup>3</sup>	16.93	45.71	12.36	1.15	7.18	1.13	2.11	13.32	14.18	30.26	--

SOURCE: L-COG Research Division

<sup>1</sup>RP includes RP/PD and RP/SR, C-1 includes C-1/SR<sup>2</sup>TCU includes Transportation, Communications, and Utilities<sup>3</sup>Total area is 144.33 acres

TABLE IX

COVERED EMPLOYMENT IN JEFFERSON/FAR WEST PLAN AREA, APRIL 1980

	Jefferson	Far West	Jefferson/ Far West Total (%)	Eugene % Employment by Sector
Retail	135	169	304 (16.7)	(23.2)
Services	258	408	666 (36.6)	(27.5)
Transportation/ Communications/ Utilities	25	383	408 (22.4)	( 5.8)
Wholesale	---	139	139 ( 7.6)	( 7.4)
Education	42	42	84 ( 4.6)	(14.4)
Government	149	5	154 ( 8.5)	( 4.4)
Other	20	47	67 ( 3.6)	(17.3)
TOTAL	627	1,193	1,820 (100.0)	(100.0)

SOURCE: Computed by ECO, with assistance from the Eugene Planning Department and Lane Council of Governments from the confidential covered employment files of the Employment Division; Oregon Department of Human Resources.

NOTE: Eugene's percentages of covered employment by sector are presented for comparison.

Services include finance, insurance, and real estate sectors. Others include agriculture, construction, food, lumber, mining. Other manufacturing, religious organizations, some self-employed individuals, and some federal employees (e.g., marines) are excluded from unemployment insurance coverage.



TABLE X

AVERAGE EMPLOYMENT DENSITIES JEFFERSON/FAR WEST PLAN AREA,  
APRIL 1980

	Jefferson <u>(<math>\frac{\text{Employees}}{\text{Acre}}</math>)</u>	Far West <u>(<math>\frac{\text{Employees}}{\text{Acre}}</math>)</u>	Jefferson/ Far West
Services	21.6	26.3	--
Retail	33.8	21.5	--
Transportation/ Communications/ Utilities	206.3	116.7	--
Wholesale	--	134.9	--
Overall Average	26.1	39.7	34.7

SOURCE: Computed by ECO based on April 1980 covered employment estimates from the Oregon Employment Division data and land use data from L-COG for 1 January 1980.

NOTE: Overall the employee/acre ratio for this planning area is 34.7 employees/acre for these four sectors.

Services include finance, insurance, and real estate sectors. Land-use acreages in service use include those areas in church use but exclude parking lots, homes, etc. that may be owned by religious organizations but not in church use.

TABLE XI

SIMULATED INCREASES IN EMPLOYMENT IN JEFFERSON/FAR WEST

	Far West			Jefferson			Jefferson/ Far West
	<u>C-1</u>	<u>C-2</u>	<u>RP</u>	<u>C-1</u>	<u>C-2</u>	<u>RP</u>	<u>Total</u>
Vacant	24.4	78.3	11.0	--	43.7	--	157.4
Single-Family	--	--	--	8.2	21.8	--	30.0
Duplex	--	18.2	7.6	--	8.9	--	<u>34.6</u>
TOTAL ADDITIONAL EMPLOYMENT	24.4	96.5	18.6	8.2	74.3	--	222.0

SOURCE: Computed by ECO based on employee/acre ratios from covered employment data of the Oregon Employment Division April 1980 and land-use data from L-COG Research 1 January 1980.

NOTE: This simulation assumes that commercial land is developed to the average employment density of the Far West area, 39.7 employees/acre.

TABLE XII

SIMULATED INCREASE IN RESIDENTIAL UNITS IN JEFFERSON/FAR WEST

	Far West			Jefferson			Jefferson/ Far West
	RA/R-1	R-2	MF <sup>1</sup>	R-1	R-2	MP <sup>1</sup>	Total
Vacant	16	141	38	22	12	49	278
Redevelopment: Single-Family to Duplex and Multi-Family		33	13		69	99	214
Duplex to Multi- Family			1			13	14
TOTAL UNITS	16	174	52	22	81	161	506

SOURCE: Computed by ECO from L-COG land-use data for 1 January 1980. Residential densities are based on 1 January 1980 densities for single-family, duplex, multi-family units in each subarea. Gains from redeveloping lower-density uses are net gains. Rounded to nearest whole unit.

<sup>1</sup>Multi-family includes land in zones RG, R-3, R-4

TABLE XIII

SIMULATED INCREASE IN RESIDENTIAL UNITS BY TYPE IN JEFFERSON/FAR WEST

	<u>Existing Units</u>	<u>Simulated New Units</u>	<u>Gain (% of Existing Units)</u>
Single-Family Units	220	38	17%
Duplex	1,287	255	20%
Multi-Family	<u>790</u>	<u>213</u>	<u>27%</u>
TOTAL UNITS	2,297	506	22% (Overall)

SOURCE: Computed by ECO from L-COG Research Division data based on residential densities and land use by zone.

TABLE XIV

## RESIDENTIAL DENSITY BY STRUCTURE TYPE--JEFFERSON/FAR WEST--1980, 1978, 1976

	Jefferson			Far West		
	Number of Units	Area (Acres)	Net Density	Number of Units	Area (Acres)	Net Density
<u>1980</u>						
Single-Family	511	75.99	6.72	279	44.46	6.27
Mobile Homes	1	.16	8.65			
Duplex	100	6.27	15.94	120	4.75	25.27
Multi-Family	635	14.39	44.13	652	17.83	36.57
TOTAL	1,247	96.81	12.88(ave)	1,051	67.04	15.68(ave)
<u>1978</u>						
Single-Family	510	73.80	6.91	276	42.80	6.44
Duplex	98	5.91	16.58	116	4.18	27.75
Multi-Family	603	13.26	45.47	499	10.43	47.84
TOTAL	1,211	92.97	13.03(ave)	891	57.41	15.52(ave)
<u>1976</u>						
Single-Family	514	74.13	6.93	290	45.61	6.35
Mobile Homes	1	.11	9.09			
Duplex	102	6.12	16.66	110	3.47	31.70
Multi-Family	417	9.86	42.29	497	10.29	48.29
TOTAL	1,034	90.22	11.46(ave)	897	59.37	15.11(ave)

SOURCE: L-COG Research Division data are for 1 January each year.

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