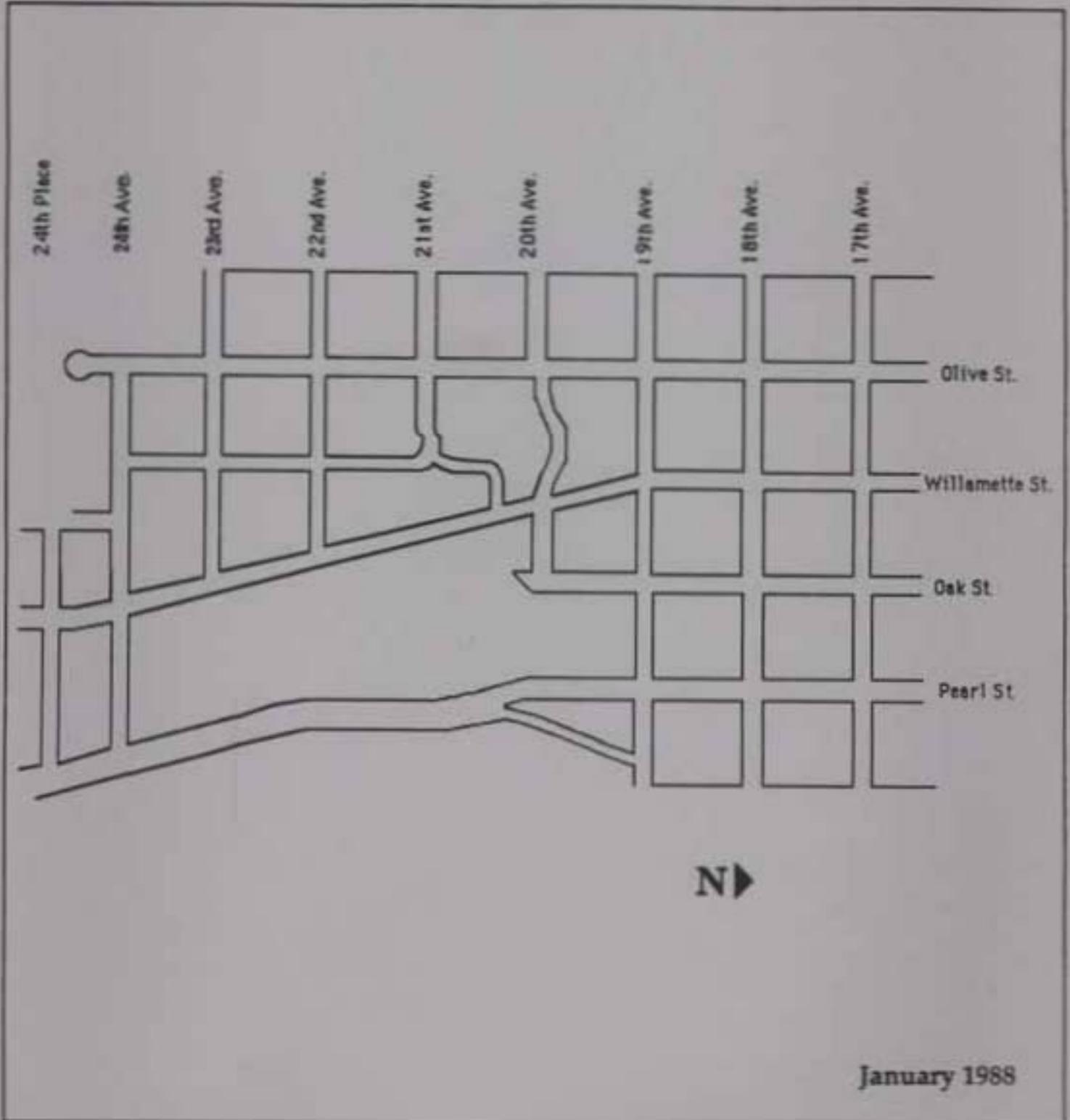


City of Eugene Planning Department

# SOUTH WILLAMETTE SUBAREA STUDY



## Introduction

During the Winter and Spring of 1986 the community debated the issue of whether or not to convert Willamette Street between 11th and 20th to two-way traffic. Reasons cited to support the proposed conversion included the need to restore Willamette as the main street of Eugene; the need to provide a formal entrance and improved access into downtown; that commercial activities along Willamette would improve with two-way traffic; and that an entry to downtown along Willamette would improve the identity of downtown.

Reasons cited in opposition to the conversion included the safety impact of two-way traffic and increased traffic volumes on those wishing to cross Willamette Street at the 12th and 15th Avenue bicycle crossings and for pedestrians at 16th Avenue; the loss of on-street parking and commercial loading in the 1700 block; the high costs associated with rebuilding/providing increased capacity at the 18th Avenue intersection(s); the negative impacts of two-way traffic and increased volumes on the residential uses and on property values between 18th and 20th Avenues; and the perceived negative impacts on adjoining areas associated with potential spillover traffic.

Two public hearings were held: a joint Planning Commission and Downtown Commission public hearing and a City Council public hearing. The Planning Commission and Downtown Commission recommended:

that Council direct staff to convert Willamette Street to two-way traffic between 11th and 13th in an expedient manner and identify an appropriate crossing for bicycles and pedestrians at 12th Avenue. Recognizing that it is the intent of the Commissions to reestablish Willamette as a major corridor into Downtown, the conversion of 13th to 20th is to be included for study in the Central Area Transportation Study...The following concerns are to be addressed as part of the study:

- 1) Identify the financial implications of converting Willamette to two-way traffic between 13th and 20th;
- 2) Investigate providing safe and appropriate crossings for automobiles, bicycles and pedestrians in the corridor;
- 3) Consider the land use impacts of converting Willamette, particularly in the 18th to 20th area; and
- 4) Consider the impacts of the conversion on adjoining neighborhoods.

The City Council accepted the proposed recommendation of the Planning and Downtown Commissions and directed staff to proceed with converting Willamette Street to two-way traffic between 11th and 13th Avenues, including bicycle and pedestrian crossings, and to study the remainder of the issues during the Central Area Transportation Study.

Willamette Street was opened to two-way traffic between 11th and 13th Avenues in December, 1986. The project included a pedestrian/bicycle crossing at 12th Avenue. The South Willamette subarea study was published as Appendix A of the February 1987 Draft Central Area Transportation Study. It is intended to address all four items in the above recommendation: to consider the land use impacts of the conversion, particularly in the 18th to 20th areas, and on adjoining neighborhoods to identify safe bicycle and pedestrian crossings and to identify the financial impacts of converting Willamette Street to two-way traffic.

### The Study Area

The area studied in this land use study was generally a block deep on each side of Willamette from 17th Avenue to 24th Place. Staff examined existing uses, existing zoning, and planned uses as called for in the Metropolitan Area General Plan Diagram. Existing use was compared with existing zoning and with planned use, and existing zoning was compared with planned use. Land use application activity was researched for the area over the last twenty years. In general, it was found that there was conformance between existing uses, existing zoning and planned uses. Results of the study, a summary of the analysis scenarios and recommendations are given below.

### Existing Zoning

Zoning along the Willamette Street corridor is geographically separated into two general groupings: commercial and office zoning north of 19th, and residential zoning south of 19th. The major exceptions to this generalization are the Civic Stadium/ School District 4-J bus garage which is zoned Public Lands (PL) and the Parkway Willamette complex immediately south of Civic Stadium which is zoned for office use (GO). Commercial zoning begins again south of 24th Place (C-2).

The zoning along Olive Street is for low-density residential uses (R-1). North of 17th, along Olive the zoning provides for higher uses (R-2 and R-4). The zoning along Oak Street between 20th and 19th is primarily low-density residential (R-1). Moving north along Oak, north of 19th on both sides of the street for a half block is medium density residential zoning (R-3). The half block south of 18th is for office uses (GO), and property along Oak north of 18th is commercially zones (C-2). Please refer to Map A1 for current zoning.

### Existing Land Use

Existing land use parallels zoning fairly closely with few non-conforming uses. There have been eight conditional use permits approved within this study area since 1967; three of these have been on the same parcel.

The west side of Willamette between 19th and 24th Avenue is in residential use. The block on the west side between 24th Avenue and 24th Place is a dental clinic, somewhat residential in character. On the west side, north of 19th, there exists a grouping of office uses in former residential units, and a single lot commercial use at 18th Avenue. The character north of 18th is predominantly mixed commercial and office.

The east side of Willamette is generally in office and commercial use from 19th north. Between 19th and 20th is a row of single family residences, except for an office use at the corner of 20th. Across 20th is also an office use, south of which are multiple-family dwellings. Moving southward, Civic Stadium and the Parkway Willamette complex reach to 23rd. 23rd to 24th Place is residential, except for the northeast corner of 23rd Place and Willamette which is in office use. South, across the street on 23rd, is another office use. The remainder of Willamette on both sides is primarily commercial extending beyond 29th Avenue. This study recommends that the lot on the southeast corner of Willamette and 24th Place be rezoned to General Office from C-2 in order to preserve the soft transition from the residential uses north of 24th Place to the commercial uses south of the subject parcel.

Land use in the block bounded by 19th, 20th, Oak and Willamette is low-density residential except for the office use mentioned above. The southeast corner of the next block northward is low-density residential, while the remainder of the block is in commercial and office uses. The southeast corner is also the subject of a recommendation, namely, that the Metro Plan be refined by this study to support the continuation of the medium-density zoning which is applied to these parcels. Property on the east side of Oak Street is residential from the alley south of 18th to Civic Stadium. Like the zoning, the area north of 18th between Oak and Willamette is in commercial and office use.

### Planned Land Use

The Metro Plan Diagram sets out three general land use categories within the study area. Like zoning, these categories generally reflect and support existing uses.

The Metro Plan Diagram indicates a large commercial node in the 19th to 17th, Willamette to Oak area and residential uses along Willamette from 19th to 24th Place. The east side of Willamette is designated for medium-density residential uses, and the west side for low-density. The area south of the study area, on both sides of Willamette is designated for commercial use.

This study recommends that the medium-density residential designation for the School District-owned Civic Stadium and bus garage be supported. The reasoning is two-fold. First, the eventual use of the site for medium-density residential use supports the compact urban growth form concept of utilizing the existing infrastructure such as sewers and roads. The second reason is that residential use in this site is compatible with surrounding residential uses to the north, south and west.

### Land Use Summary

In general, the existing zoning and planned use as indicated on the Metro Plan Diagram are compatible, with one large exception. The Plan Diagram indicates low-density residential uses on the west side of Willamette, generally from 24th Place to 19th Avenue. This same section along Willamette is zoned R-3 for

medium-density residential uses. Most of this entire strip is developed with low-density residential uses except for an apartment complex between 23rd and 22nd and a dental clinic between 24th Place and 24th Avenue. The dental clinic was developed through a conditional use permit in 1977.

Financial Implications

CATS scenarios F2, F3, and F4 include Willamette Street as a two-way street between 13th and 20th Avenues. TRANSPLAN modelling of future traffic volumes on Willamette Street indicate the following conditions for each scenario:

TABLE A1  
FUTURE TRAFFIC VOLUMES  
Willamette Street Two-way Conversion

Willamette St. Section	Existing		F1		F2		F3		F4	
	NB	SB	NB	SB	NB	SB	NB	SB	NB	SB
13th - 18th	--	7400	--	9300	5200	10000	5700	10200	6700	5900
18th - 19th	--	10000	--	12000	5100	12200	5500	12300	10500	4800
19th - 20th	--	8200	--	9000	4800	9100	5200	9200	9600	4500

The circulation analysis section of the report indicated the following projects would be directly required by this conversion from one-way operation:

TABLE A2  
RECOMMENDED STREET IMPROVEMENT PROJECTS  
Willamette Street Two-way Conversion

Proj. #	Location	Description	Scenario			
			F1	F2	F3	F4
1	Signal System *	Implement TRANSYT-7F, add 18th/19th to system	X	X	X	X
23	Willamette @ 19th	New Signal		X	X	X
24	Willamette St.	Remove Pkg B/S 17th-20th, 2SB, 1NB; Ped X-ings		X	X	
25	Willamette @ 13th	Signal Modification		X	X	X
30	Willamette St.	Rem Pkg E/S 17th-19th, 1NB, 1SB+LTs; Ped X-ings			X	X
31	Willamette @ 20th	New Signal			X	X

\*This is a portion of project #1 which would install new traffic controllers and the signals on east 18th and 19th with the city's central computer. This portion would only involve the intersections of Willamette, Oak, Pearl and High, which is considered essential for the proper functioning of the 18th and Willamette intersection.

These projects are described in the circulation analysis section. The estimated project costs are shown below:

TABLE A3  
WILLAMETTE STREET COSTS  
(\$1,000's)

Proj. #	Description	F1	F2	F3	F4
1	Signal System - Add 18th/19th *	72.0	72.0	72.0	72.0
23	Willamette @ 19th - New Signal		75.0	75.0	75.0
24	Willamette St. 13th - 20th		68.0	68.0	
25	Willamette @ 13th - Signal Mod.		7.6	7.6	7.6
30	Willamette St. 17th - 19th				55.4
31	Willamette @ 20th - New Signal				75.0
<b>Total Cost</b>		<b>72.0</b>	<b>222.6</b>	<b>222.6</b>	<b>285.0</b>

\*This is a portion of project #1 which would install new traffic controllers and connect the signals on east 18th and 19th with the city's central computer. This portion would only involve the intersections of Willamette, Oak, Pearl and High, which is considered essential for the proper functioning of the 18th and Willamette intersection.

#### Willamette Street Crossings

The addition of approximately 5,000 northbound vehicles per day to Willamette Street between 13th and 20th Avenues will adversely affect the ability of pedestrians, bicycles, as well as vehicles to cross Willamette street. Not only will there be less time between vehicles in the traffic stream, but there will be two stream directions instead of one. The major crossings of Willamette street are: for bicycles at 15th Avenue, and for pedestrians (especially the elderly) at 16th Avenue.

Neither intersection alone meets signal warrants as set forth in the Manual on Uniform Traffic Control Devices. We should not expect that these two crossings could be combined in order to signalize one of the intersections. 15th Avenue is a well established crosstown bike route extending from the University of Oregon to the Fern Ridge Path; and the current elderly signed crossing links destinations which are south of 16th Avenue on both sides of Willamette.

The solution proposed in this study is to reduce the distance of the crossings and provide better sight distance by extending the curblines at both intersections 6-feet into the parking lanes on both sides of Willamette Street. This will reduce the distance of the crossing from 48-feet to 36-feet, and place the pedestrian or cyclist at a point where they can see beyond any parked vehicles. The estimated cost at each intersection would be \$25,000 and is included in projects 24 and 30 listed above.

At the south end of the subarea study, the additional northbound traffic on Willamette Street makes the intersection of 19th and Willamette exceed the peak hour signal warrant. In scenario F4, the reversal of Oak Street to southbound flow require a signal at 20th and Willamette to allow these two southbound movements to combine.

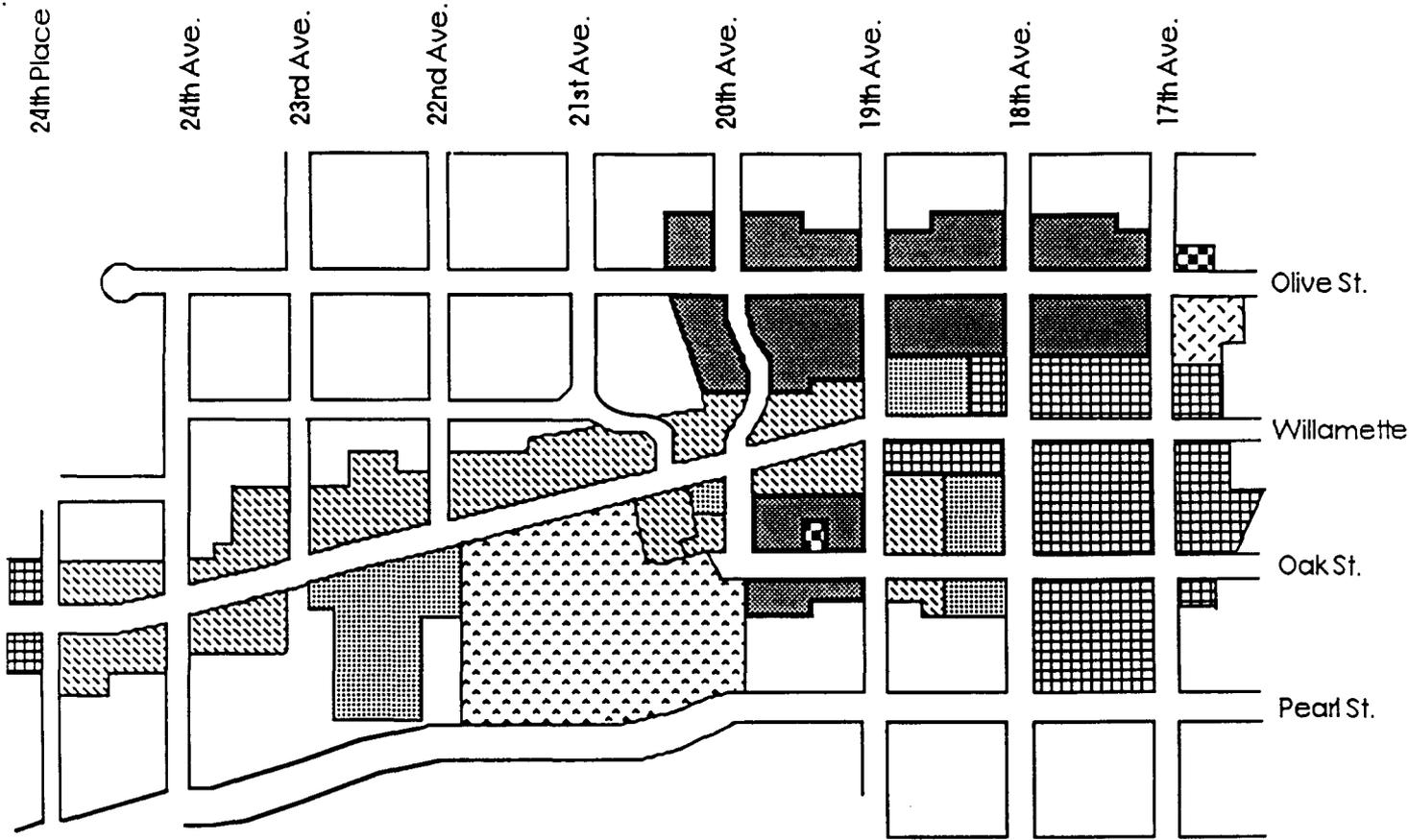
### Recommendations

This section of the study contains recommendations on land use and compatibility among major designations. The following recommendations were presented for consideration during the review of the CAT Study.

- 1) Rezone the lot on the east side of Willamette, south of 24th Place from C-2 to General Office, to support the transition from residential north of 24th Place to commercial south of the subject lot.
- 2) The southeast corner of the block between 18th and 19th, Oak and Willamette is currently zoned R-3 and occupied with low-density residential uses. This four lot area faces residential development across Oak Street and across 19th Avenue. The uses on the remainder of the block are office or commercial but are oriented toward Willamette or 18th Avenue. This study recommends that the Metro Plan be refined to support the continuation of medium-density zoning as an appropriate use for these parcels. Additionally, traffic projections for a two-way Willamette Street indicate a 3000 vehicle decrease on Oak between 18th and 20th, which also supports the continuation of the integrity of residential uses in the area.
- 3) The School District-owned Civic Stadium and bus garage property is appropriately designated for medium density residential development on the Metro Plan Diagram, but should remain zoned Public Land as long as the Civic Stadium use remains.
- 4) Commercial or office zoning along Willamette between 19th and 24th Place should not be expanded. The area should appropriately remain in residential uses as it is designated in the Metro Plan Diagram. The traffic volumes projected for a two-way Willamette in this section are approximately 12,000 vehicles per day, an increase of 4,400. This level of traffic is lower than several other arterial streets which are primarily residential: 18th Avenue, 11th Avenue between downtown and Garfield Street, and Patterson south of 24th. Staff feels that the projected increase in traffic volumes does not support the conversion of residential to office or commercial uses.
- 5) In recognition of existing mix of low, medium and high density residential uses and the current zoning on the west side of Willamette between 19th Avenue and 24th Place, this study recom

mends that the Metro Plan diagram be refined to reflect a high density residential designation on parcels currently zoned R-3 in the area.

- 6) The zoning and planned use designations for the remainder of the study area should remain as is. In particular, the area on the east side of Willamette Street between 19th and the Civic Stadium property is an appropriate area for medium density residential development. The area on the east side of Willamette between 19th and 18th is appropriately designated and zoned as commercial.
- 7) Should Willamette become two-way, it is recommended that it be designed to provide a sufficient level of service so as to minimize spillover traffic onto Olive Street, and the numbered streets north of 18th.
- 8) In order to address testimony concerned about the ability for bikes to cross Willamette at 15th and for pedestrians to cross at 16th, it is recommended that if Willamette is to be converted to two-way, crossings should be designed and implemented as part of the project. Staff should work with the bicycle and pedestrian community to design appropriate solutions.



Existing Zoning			
R1		GO	
R2		C2	
R3		PL	
R4			

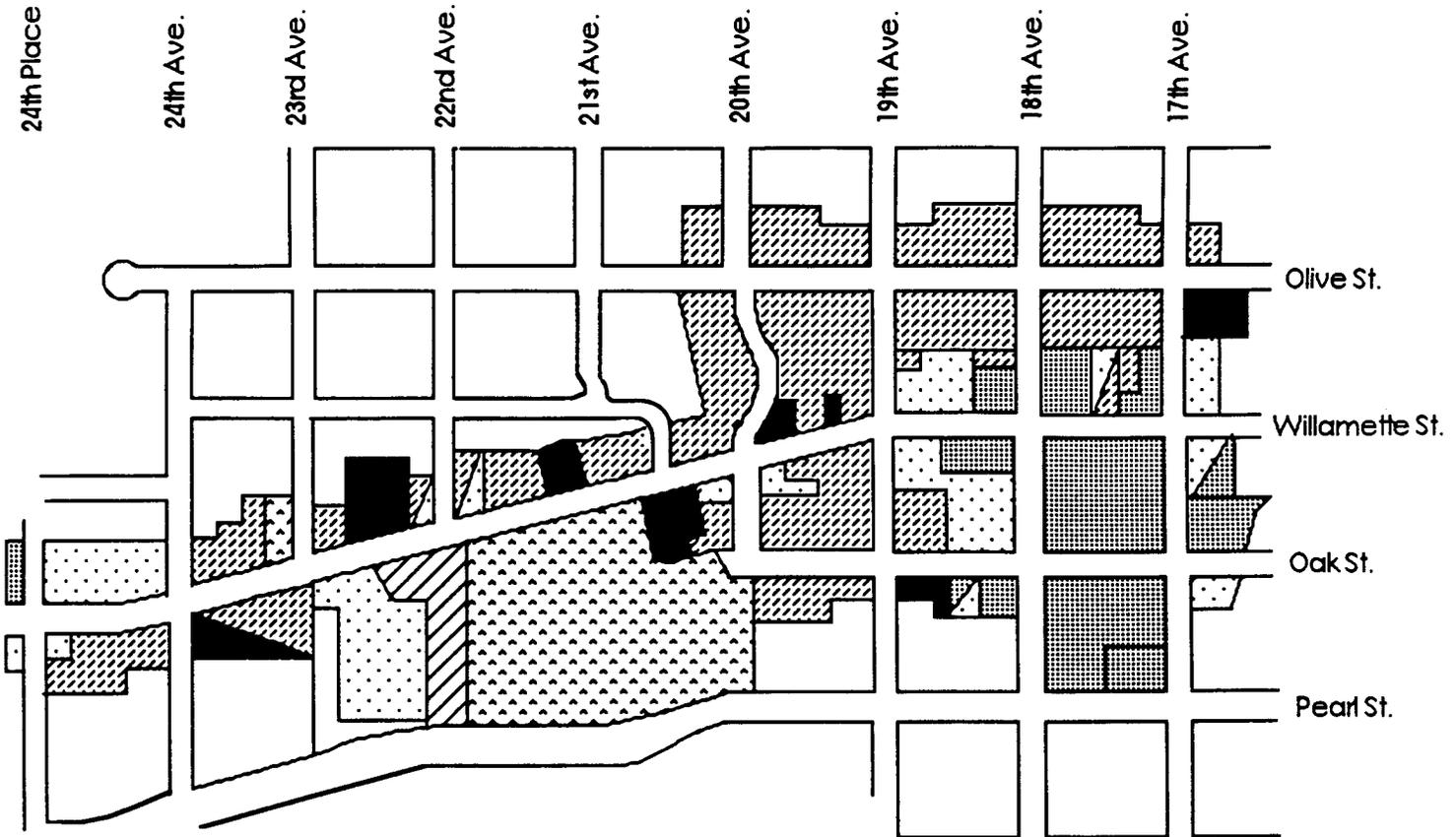


**South Willamette  
Subarea Study**

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A-1 Existing Zoning

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**Existing Land Use**

-  Low Density Residential (1-2 units)
-  Medium Density Residential
-  General Office
-  Commercial
-  Public Land/Social Institutions
-  Vacant

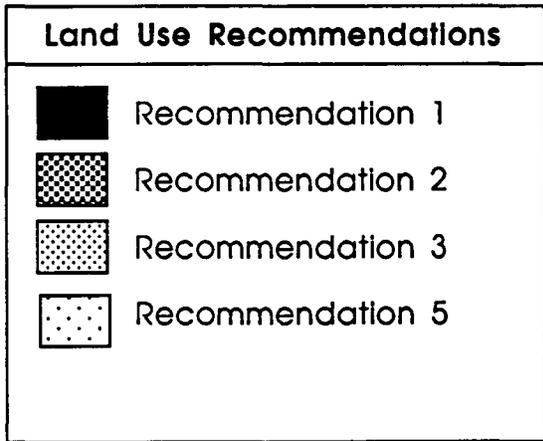
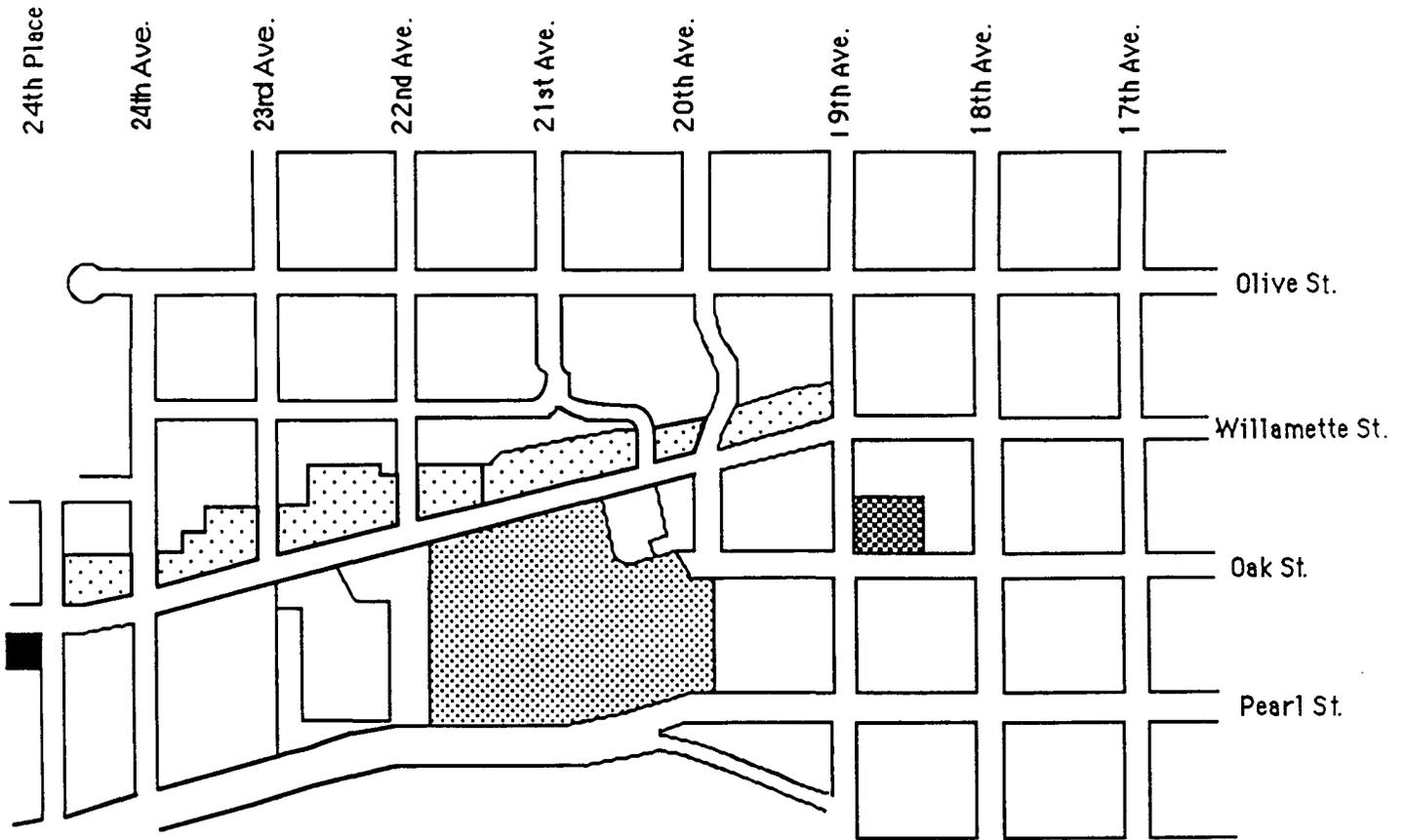


**South Willamette  
Subarea Study**

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A-2 Existing Use

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## South Willamette Subarea Study

### A-3 Summary of Land Use Recommendations

ATTACHMENT B  
SOUTH WILLAMETTE SUBAREA STUDY  
December 7, 1987

Deletions from the text are indicated in ( brackets ); additions are underlined.

REVISIONS

1. Recommendation No. 5

(To bring existing zoning and use into general compliance with the designations on the Metro Plan Diagram, this study recommends that the west side of Willamette be rezoned to R-2/10 units per acre between 19th and 22nd Avenues. The blocks between 22nd and 24th, which include the apartment complex and dental clinic between 24th Avenue and 24th Place, should remain zoned R-3.) In recognition of the existing mix of low-, medium-, and high-density residential uses and the current zoning on the west side of Willamette between 19th Avenue and 24th Place, this study recommends that the Metro Plan Diagram be refined to reflect a high-density residential designation on parcels currently zoned R-3 in the area.

ERRATA

1. Correct typographical errors, pages 3 and 4.
2. Insert correct map page reference, page 3.

PL512

ORDINANCE NO. 19523

AN ORDINANCE ADOPTING THE SOUTH WILLAMETTE SUBAREA PLAN.

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

1. On April 14, 1986, the Eugene City Council, on the recommendation of the Planning Commission and Downtown Commission, directed the development of a Central Area Transportation (CAT) Study including a review of the impacts of conversion of Willamette Street to two-way traffic between 13th and 20th on zoning and land use along Willamette Street.

2. In the summer of 1986, the Eugene Planning Commission began developing the CAT Study including the South Willamette Subarea Study to address the land use concerns.

3. In February, 1987, the draft CAT Study and the South Willamette Subarea Study were released for public review.

4. On February 16, 1987, the Department of Land Conservation and Development was forwarded a copy of the draft CAT and South Willamette Subarea Study. On February 19, 1987, residents and property owners in the South Willamette Subarea Study area, and other interested parties were sent a letter informing them of the availability of the draft Study, and a notice of the public hearing dates. Throughout February and March, 1987, staff attended several neighborhood and community group meetings to discuss the draft Study. On March 11, 1987, the residents, property owners and interested parties were sent a postcard inviting them to a public information session, and reminding them of the public hearing dates. On April 8, 1987 staff held a public information session at City Hall between 11:30 a.m. and 1:30 p.m. and between 4:30 p.m. and 6:30 p.m. on the draft Study.

5. On April 17, 1987, the Eugene Planning Commission held a public hearing on the draft Study. The Planning Commission held work sessions on May 11, May 17, and a joint meeting with the Downtown Commission on May 28 on the draft Study. On June 1, 1987, the Planning Commission forwarded the CAT Study and Appendix A (the South Willamette Subarea Study) to the City Council.

6. On June 8, 1987, the Eugene City Council held a public hearing on the Draft CAT Study including Appendix A, and the recommendation forwarded by the Planning Commission.

7. On July 27, 1987, the Eugene City Council considered the adoption of the Draft CAT Study Appendix A (South Willamette Subarea Study). The City Council referred the South Willamette Subarea Study back to the Planning Commission for additional review and comments on Recommendation # 5.

8. On September 21, 1987, the Eugene Planning Commission held a work session to review Recommendation # 5 of the South Willamette Subarea Study and conducted a tour of the affected area. At the conclusion of the work session, the Planning Commission forwarded a revised Recommendation # 5 to the Eugene City Council.

9. On December 7, 1987, the Eugene City Council conducted a tour of the South Willamette Subarea and held a work session to review the revised recommendation approved by the Planning Commission.

10. Based on the above records and findings, the City Council concludes that the February, 1987 Draft CAT Study's Appendix A, South Willamette Subarea Study, as amended and reprinted as the South Willamette Subarea Study, is consistent with the Eugene-Springfield Metropolitan Area General Plan and other applicable plans and policies, and therefore consistent with Statewide Land Use Planning Goals.

NOW, THEREFORE,

THE CITY OF EUGENE DOES ORDAIN AS FOLLOWS:

Section 1. Based on the above findings which are incorporated herein, the recommendations set forth in the South Willamette Subarea Study, attached hereto as Exhibit A, are hereby adopted as a refinement of the Eugene-Springfield Metropolitan Area General Plan for the area covered in the South Willamette Subarea Study.

Section 2. The Revisions and Errata of December 7, 1987, as set forth in Exhibit B, attached hereto and incorporated herein by reference, are adopted as revisions to be incorporated in the South Willamette Subarea Study.

Section 3. The amended Map A-3, Summary of Land Use Recommendations for the South Willamette Subarea Study, is attached hereto, marked Exhibit C, and by this reference is incorporated herein.

Section 4. The City Council hereby adopts as additional findings the supporting text, maps, and tables contained in the South Willamette Subarea Study attached hereto and incorporated herein by reference.

Passed by the City Council this  
7th day of December, 1987

1st Gary P. Long  
City Recorder

Approved by the Mayor this  
7th day of December, 1987

1st Brian B. Obie  
Mayor