



River Road-
Santa Clara
Urban Facilities Plan

RIVER ROAD-SANTA CLARA

URBAN FACILITIES PLAN

A Refinement of the Eugene-Springfield Metropolitan General Plan

Adopted by

Eugene, Springfield, and Lane County

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by

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TABLE OF CONTENTS

	<u>PAGE</u>
<u>INTRODUCTION</u>	i
<u>SANITARY SEWER SERVICE</u>	
1.0 INTRODUCTION	1-1
1.1 EXISTING POLICIES AND SITUATION	1-1
1.2 ASSUMPTIONS	1-3
1.3 ALTERNATIVES	1-3
1.4 FINANCING	1-6
1.5 IMPLEMENTATION	1-7
1.6 SELECTION OF RECOMMENDED METHOD	1-7
<u>LAND USE</u>	
2.0 INTRODUCTION	2-1
2.1 GENERAL LAND USE	2-4
2.2 RESIDENTIAL LAND USE	2-8
2.3 COMMERCIAL AND INDUSTRIAL LAND USE	2-16
2.4 FUTURE LAND USE DIAGRAM	2-22
2.5 RIVER ROAD SUBAREAS	2-24
2.6 SANTA CLARA SUBAREAS	2-31
<u>PUBLIC FACILITIES AND SERVICES</u>	
3.0 INTRODUCTION	3-1
3.1 STORM SEWERS/DRAINAGE	3-3
3.2 FIRE	3-7
3.3 PUBLIC UTILITIES	3-12
3.4 LIBRARY SERVICE	3-14
3.5 SOLID WASTE SERVICE	3-16
3.6 STREET LIGHTING	3-18
3.7 SCHOOLS	3-21
3.8 POLICE PROTECTION	3-24
3.9 PARK AND RECREATION SERVICE	3-25
<u>ENVIRONMENTAL DESIGN</u>	
4.0 INTRODUCTION	4-1
4.1 RELATIONSHIP OF THE AREA TO THE RAILROAD	4-1
4.2 URBAN/AGRICULTURAL FRINGE AREAS	4-3
4.3 REUSE OF BORROW PITS AT MAXWELL AND NORTHWEST EXPRESSWAY	4-4
4.4 STREET TREES	4-4
4.5 SIGNS AND UTILITIES	4-5
4.6 HISTORIC STRUCTURES	4-5
4.7 HOME OCCUPATIONS	4-6
4.8 RIVER ACCESS	4-6
4.9 VEGETATED SLOUGHS	4-7

TABLE OF CONTENTS (Cont'd)

	<u>PAGE</u>
<u>TRANSPORTATION</u>	
5.0 INTRODUCTION	5-1
5.1 BACKGROUND AND PROCESS	5-1
5.2 GOALS	5-1
5.3 REVIEW OF EXISTING PLANS AND POLICIES	5-2
5.4 EXISTING TRANSPORTATION FACILITIES	5-10
5.5 SOCIO-ECONOMIC AND TRANSPORTATION DATA	5-16
5.6 FINDINGS	5-18
5.7 POLICIES AND SUGGESTED ACTIONS	5-20

LIST OF TABLES

<u>LAND USE</u>		<u>PAGE</u>
2.1	Study Area Land Use by Type and Acreage	2-6
2.2	River Road-Santa Clara Single-Family and Duplex Building Permit Activity by Decade	2-8
2.3	Housing Units by Structure Type	2-11
2.4	Allocations in Acres by Metropolitan Plan Land Use Designation of Projected Land Use Needs	2-12
<u>PUBLIC FACILITIES AND SERVICES</u>		
3.1	Existing Park Areas in River Road-Santa Clara	3-26
<u>TRANSPORTATION</u>		
5.1	Lane County Road Projects, FY 1986-87 to FY 1990-91	5-6
5.2	River Road-Santa Clara Bicycle Projects	5-9
5.3	Condition of County Roads in River Road-Santa Clara	5-11
5.4	Lane County Operations and Maintenance Expenditures in River Road-Santa Clara	5-13
5.5	Capital Cost of River Road Widening	5-15
5.6	Occupation for Employed Persons 16 Years of Over by Place of Residence	5-16
5.7	1980 Employment by Industry by Place of Work	5-17
5.8	Means of Transportation to Work by Place of Residence	5-17
5.9	River Road-Santa Clara Residents' Place of Work	5-18

LIST OF MAPS

		<u>PAGE</u>
1.0	<u>SANITARY SEWER SERVICE</u>	
	Septic Drainfield Repairs	1-2
	Nitrate-Nitrogen Levels (1980 Groundwater Study Results)	1-4
2.0	<u>LAND USE</u>	
	Land Use Diagram	2-3
	Existing General Land Use Patterns	2-9
	Zoning	2-10
	Subareas	2-23
3.0	<u>PUBLIC FACILITIES AND SERVICES</u>	
	Public Facilities	3-2
	Storm Drainage	3-4
	Fire Districts	3-8
	Street Lighting	3-19
	School Boundaries	3-23
	Park Subareas	3-29
4.0	<u>ENVIRONMENTAL DESIGN</u>	
	Design Elements	4-2
5.0	<u>TRANSPORTATION</u>	
	Street Classification and Proposed Major Improvements	5-7
	Traffic Volumes	5-8
	Sidewalks, Curbs, and Gutters	5-12
	County-Maintained Roads	5-14

LIST OF FIGURES


<u>LAND USE</u>		<u>PAGE</u>
2.1	Existing Land Use Within the Urban Growth Boundary in River Road-Santa Clara	2-5
2.2	Metropolitan Plan Land Use Designation for Private Land Within the Urban Growth Boundary in River Road-Santa Clara	2-13

INTRODUCTION

The River Road-Santa Clara Urban Facilities Plan (UFP) serves as a refinement to the Metropolitan Area General Plan. The Metropolitan Plan policies provide direction to develop, through an active citizen involvement program, a service plan "for the entire River Road and Santa Clara area." This document serves as that plan. A citizen involvement program was created specifically for the development of this plan. A 15-member citizen advisory committee and a policy committee reviewed each element as it was developed. Staff from the Cities of Eugene and Springfield, Lane County, and Lane Council of Governments also participated in the development of this plan. The UFP was developed over a four-year period, 1983 to 1986.

The River Road-Santa Clara Urban Facilities Plan is organized into five sections: Sanitary Sewer Service, Land Use, Public Facilities and Services, Environmental Design, and Transportation. The five elements were adopted as they were developed. The UFP elements are intended to be consistent with the Metropolitan Plan. However, in some cases there may be inconsistencies because circumstances have changed since the five elements were adopted. For example, conflicts exist between the regional transportation plan (TransPlan) and the UFP Transportation Element. TransPlan was adopted after the UFP transportation section was adopted. Where inconsistencies occur, the Metropolitan Plan and TransPlan take precedence over the UFP.

The separate plan elements were adopted by the three metropolitan governments as they were developed. This document compiles the policy information contained in the original UFP elements and summarizes the Sanitary Sewer Service Element. For more detailed information on sanitary sewer service in the River Road-Santa Clara area, refer to the River Road-Santa Clara Urban Facilities Plan Final Technical Report; Sanitary Sewer Service Element, May 1984, and the Sanitary Sewer Service Element Environmental Information Document, June 1984.



Sanitary Sewer
Service Element

1.0 INTRODUCTION

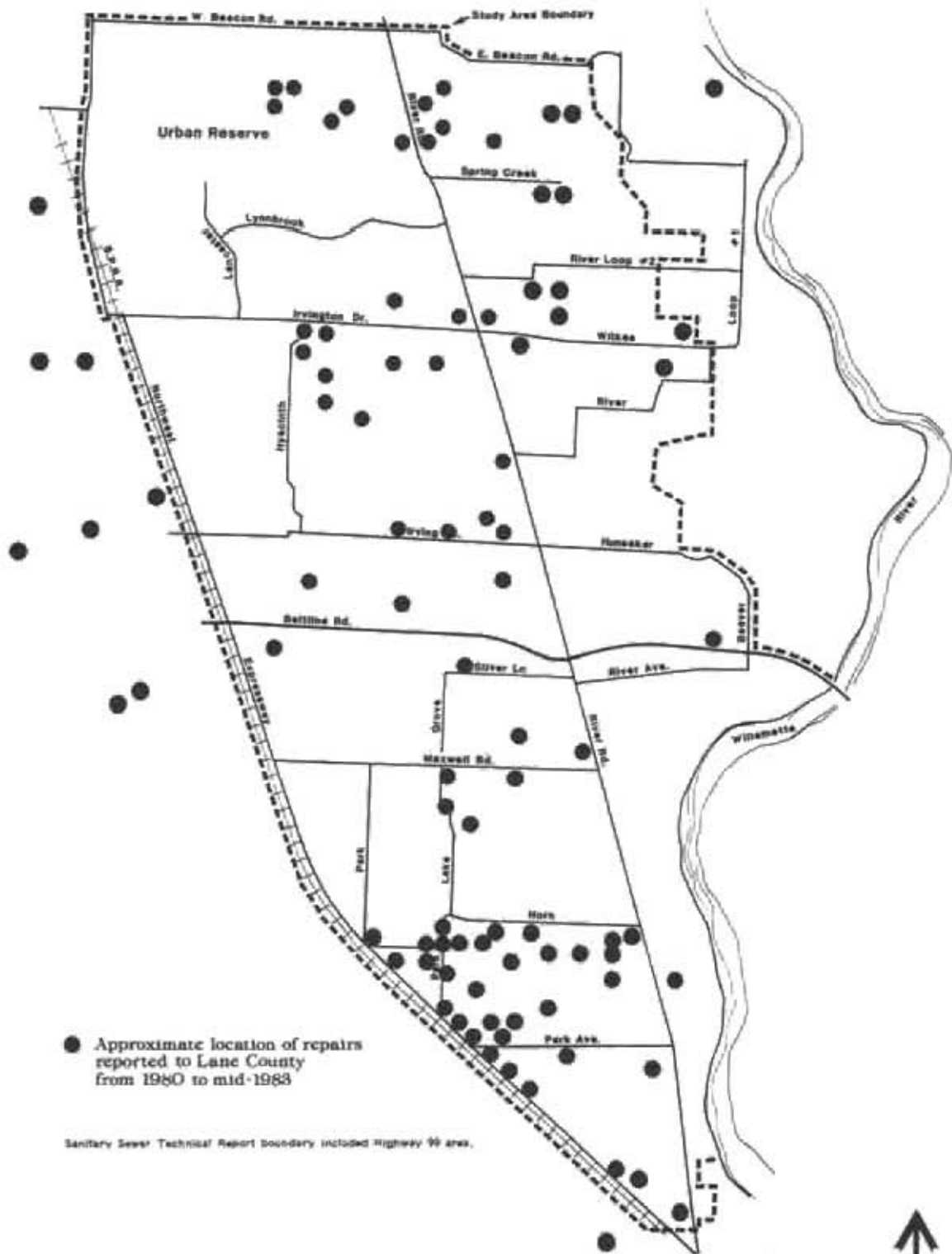
The Sanitary Sewer Service Element is a component of the River Road-Santa Clara Urban Facilities Plan and was prepared at the level of specificity needed to apply for an Environmental Protection Agency (EPA) sewer grant. This EPA grant was approved in 1984 for \$5.9 million and will help finance the cost of interceptor sewers for the area.



The complete Element and its companion Environmental Information Document are much more detailed than other elements of the Urban Facilities Plan. This summary includes the primary assumptions and findings of the Sanitary Sewer Service Element; refer to the Element for further information.

1.1 EXISTING POLICIES AND SITUATION

1. Regional wastewater (208 Plan) and land use (Metropolitan Plan) policies mandate the use of sanitary sewers in the River Road-Santa Clara area.
2. The Oregon State Environmental Quality Commission (EQC) in September 1980 recognized that a groundwater pollution problem existed in the area. The EQC entered into an agreement with Lane County to require the eventual provision of sanitary sewers in order to solve the groundwater pollution problem.
3. The Metropolitan Plan specifies that cities are the sole providers of sewers in the metro area. The plan states that Eugene, through annexation, or a new city, will provide sewers to the River Road-Santa Clara area.
4. A proposal for a new city of Santa Clara was developed by area residents in 1983 and was rejected by the Lane County Local Government Boundary Commission (Boundary Commission) in November of the same year as an inadequate incorporation proposal as it did not adequately address Metropolitan Plan requirements regarding the provision of sanitary sewers and other public facilities.
5. The study area used for the Sanitary Sewer Element is larger than the Urban Facility Plan area, and as a logical and economical sewer service area includes other lands planned for eventual urban use to the west.
6. The River Road-Santa Clara area presently treats its wastewater through the use of individual septic drainfields, with the exception of some properties within the Eugene city limits which have sewer service. The reliability of these septic systems varies, with the highest rates of failures occurring within ten years of installation and from 30 to 40 years from installation. Refer to the Septic Drainfield Repair Map to determine where relatively recent (1980 to mid-1983) septic drainfield repairs have occurred. Other repairs have probably taken place in the same timeframe without permits.

Septic Drainfield Repairs



River Road-Santa Clara 
Urban Facilities Plan 

7. A substantial supply of groundwater exists in the area from ten to 150 feet below the surface. Well-drained soils have permitted the use of septic wastewater disposal systems, and have also permitted the wastewater to drain into the groundwater. A study was conducted in 1980 which showed the extent and amount of groundwater pollution in the area. The results of this study are summarized on the Nitrate-Nitrogen Levels Map.

1.2 ASSUMPTIONS

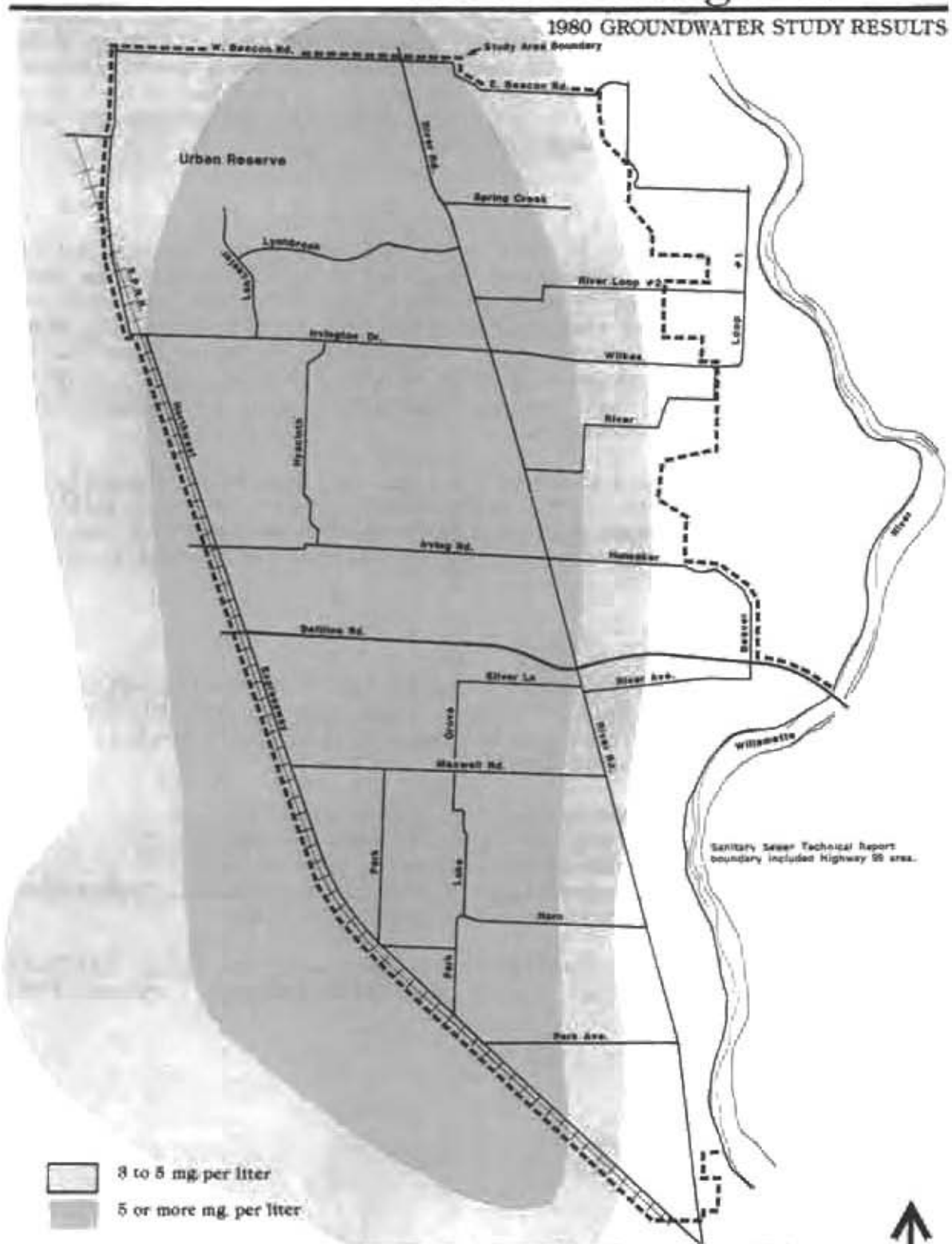
1. The Metropolitan Plan assumes that full urban services, including sewers, will be provided to all locations within the metro area that are inside the urban growth boundary, which includes all of the study area excepting the urban reserve area to the northwest. The Plan Diagram depicts residential land allocations in the River Road-Santa Clara area that would provide housing for about 17,000 people. These allocations are around ten percent of the total Plan residential land allocations.
2. If sewers were not provided to the area, new housing for about 2,700 people could be built. This represents 15 percent of the population that could be housed if sewers were available. Housing for the remaining 14,300 people would need to be provided elsewhere in the metro area.

1.3 ALTERNATIVES

1. Twenty-four alternatives for treating and transporting wastewater have been examined as part of this Urban Facility Plan Element. To be included in this preliminary list a method had to meet at least one of the following standards:
 - * widely used as a means of transporting wastewater; or
 - * show potential for cost savings in some applications; or
 - * used in other areas of the state or study area; or
 - * discussed in another study as an alternative means of providing wastewater treatment for River Road-Santa Clara.
2. Six major treatment or collection systems were initially rejected. These systems and the reasons for their rejection are outlined below.

Nitrate-Nitrogen Levels

1980 GROUNDWATER STUDY RESULTS



- 3 to 5 mg per liter
- 5 or more mg per liter

River Road-Santa Clara

Urban Facilities Plan



<u>Alternative</u>	<u>Reason for Rejection</u>
Vacuum collector sewers	Too costly
Treatment by land application	Too costly or does not meet state water quality standards
Anaerobic lagoons	Produces strong odors and may not work in this climate
Improved septic tanks	Would continue groundwater pollution
Recycling wastewater	Public acceptance doubtful
Non-water toilets	Public acceptance doubtful, and too costly

3. After this initial screening process was complete, four final treatment alternatives remained in consideration for further examination. The most efficient choice has been found to be the use of the existing treatment plant. The results of this examination are summarized below with findings for each alternative.

<u>Alternative</u>	<u>Finding</u>
Use existing treatment plant	Least costly
Build a separate plant using lagoons and sand filters	Most costly
Build a separate plant using lagoons and aquaculture	Unproven and more costly
Build a separate plant using oxidation ditches	More costly

4. Three alternatives for transporting sewage have been considered, with the favored method involving the use of a conventional sewer design located away from River Road.
5. Four alternative refinements of the preferred wastewater transportation method have been studied. Three out of the four refinements have been found to have virtually the same costs of construction.
6. The primary impacts of constructing a sanitary sewer system for the River Road-Santa Clara area have been identified as financial and nuisance related. Financial impacts would result from annexation if Eugene were to provide sewer service, as City property tax rates are higher than those in the unincorporated portions of the County. The financial impacts of forming a new city are unknown as no current

incorporation proposal has been submitted. Nuisance impacts are those traditionally associated with major construction projects: noise, dust, traffic disruption, and the like.

7. An alternative involving no sewer construction has also been examined. This would involve the long-term monitoring and maintenance of existing septic systems. Existing groundwater pollution would not be reduced and planned development in the River Road-Santa Clara area would need to be directed elsewhere in the metro area.

1.4 FINANCING

1. There are four separate phases of sanitary sewer construction, with different financing approaches utilized for each phrase. These approaches apply to Eugene; a new city would need to develop its own methods as well as a means of buying into the regional sewer transport and treatment system.
2. Interceptor sewers are the largest and most basic part of the system that would be needed to serve the area. Three financing methods will be used to pay for this portion of the system. A federal grant was applied for and awarded to pay for a portion of the interceptor system, thereby reducing the cost payable by local residents. A portion of the regional sewer user fee which is billed to all sewer users and a portion of all sewer assessments charged to new connections are also used to finance interceptor sewers.
3. Connector sewers are those that serve individual homes and feed into interceptor lines. Traditionally, the property owners whose land borders these sewer lines pay the full cost of their construction. When available, a financing method known as "Bancrofting" can be used whereby the City provides financing for public improvements over a 10- or 20-year period. In Eugene a program is presently in existence that permits low-income elderly homeowners to defer payment for public improvements, such as connector sewers, until their property is sold.
4. Connectors between individual homes and sewer lines are paid for by individual property owners. It has been estimated that the average cost to connect a home to the sewer in the River Road-Santa Clara area is about \$1,100 in 1986 dollars. The Element proposes creating a new revolving loan fund in the City of Eugene to help finance these individual hookups for low-income elderly homeowners.
5. The final type of sewer costs are those associated with the operation and maintenance of the sewer collection and treatment system. The monthly sewer user fee that is paid by all properties connected to the regional system funds these ongoing expenses.
6. Other documents have suggested imposing a new connection charge for land located outside the servicing district which was created to pay for the new regional treatment plant. The study area is outside this district. The Element recommends that if a charge of this sort

were to be implemented, it should not apply to newly-annexed property in order to encourage property owners to annex and be served by sewers at the earliest possible time.

7. Estimates of the total cost of providing sanitary sewer service to an individual home has been prepared. These estimates apply to a single family home that is 1,800 square feet in size, located on a 9,200 square foot lot, with an assessed value of \$55,566. All figures are in 1986 dollars.


	<u>Initial Cost</u>	<u>Annual Cost</u>
Cash payment	4,250	166
Bancroft financing	1,350	608
Deferred cost	250	343

1.5 IMPLEMENTATION

1. If Eugene remains responsible for providing sewers to the area, voluntary annexation to the City will be the method of choice for providing sewer service to individual properties.
2. If a new city is formed in the area, it would need to purchase the portion of the sewer system, which is already built, from Eugene who has agreed to sell if this situation occurs.
3. Minimum goals for providing sewers to the River Road-Santa Clara area have been set. By 1988, 15 percent of the area should be served, increasing to 30 percent by 1990 and 75 percent by 1995. If these goals are not reached, new connections to the sewer system will be expedited by incentives and other means.
4. Potential incentives, such as a gradual phase-in of city property tax levels (tax differential annexation), have been suggested as a means of encouraging prompt connection to the sewer system.
5. If large annexations occur, the Element recommends that Eugene adopt a schedule, through a public participation process, for where and when connector sewers would be built, so as to maximize economy and minimize inconvenience.

1.6 SELECTION OF RECOMMENDED METHOD

1. Based upon the research and public opinion obtained in preparing the Sanitary Sewer Element, the CAT and Policy Committee have recommended that sanitary sewer service be provided to the River Road-Santa Clara area.
2. The CAT and Policy Committee recommended the use of a plastic pipe sewer design as the preferred method of serving the area, with either alternative 3A or 3B as described in the complete Element to be used for the design.



Land Use Element

2.0 INTRODUCTION

The land use element of the Urban Facilities Plan examines how future growth should occur in light of existing development, zoning, and communitywide goals and policies contained in the Metropolitan Area General Plan (Metropolitan Plan). Functional plans, such as the Eugene-Springfield Area 2000 Transportation Plan (T-2000) and the Metropolitan Bikeway Master Plan, are also considered in the refinement planning process. In addition, the River Road-Santa Clara Urban Facilities Plan study area contains two refinement plans that preceded the adoption of the 1990 and Metropolitan Plans--the Santa Clara Community Plan (1969) and the River Road Development Plan (1966). These two plans remain in effect until they are superseded by adoption of the River Road-Santa Clara Urban Facilities Plan. This element is one component in the development of a larger study--the River Road-Santa Clara Urban Facilities Plan.

The Metropolitan Plan (Purpose 8, Page I-2) states that the Plan serves as a general planning framework and should be augmented by more detailed planning programs which meet the specific needs of the various local governments. The Plan further points out that, due to budget limitations, not all refinement plans can be done simultaneously, but that preference should be given to those of metropolitanwide significance. Several findings and objectives cited in the Plan refer to the importance of the River Road-Santa Clara area in achieving the goals and policies established by the metropolitan community. Findings 1 and 7, page II-D-5, recognize that land supply in the area is of metropolitan significance as a result of substantial public investment in the area. Consequently, it is most cost-efficient to achieve urban densities in River Road-Santa Clara prior to accommodating new development needs in totally undeveloped areas.

The Metropolitan Plan also includes specific objectives that ensure availability of land for urban levels of development. By providing public services to the area, urban densities can be achieved in River Road-Santa Clara (Objectives 1 and 2, Page II-D-6).

The land use element contains four components: general, commercial-industrial, residential, and Land Use Diagram (see following page). Findings, policies, and suggested actions are provided in each of these elements. The land use diagram is a graphic depiction of the policies and suggested actions contained in the refinement plan and provides a more detailed guide to future land use than that shown on the Metropolitan Plan Diagram.

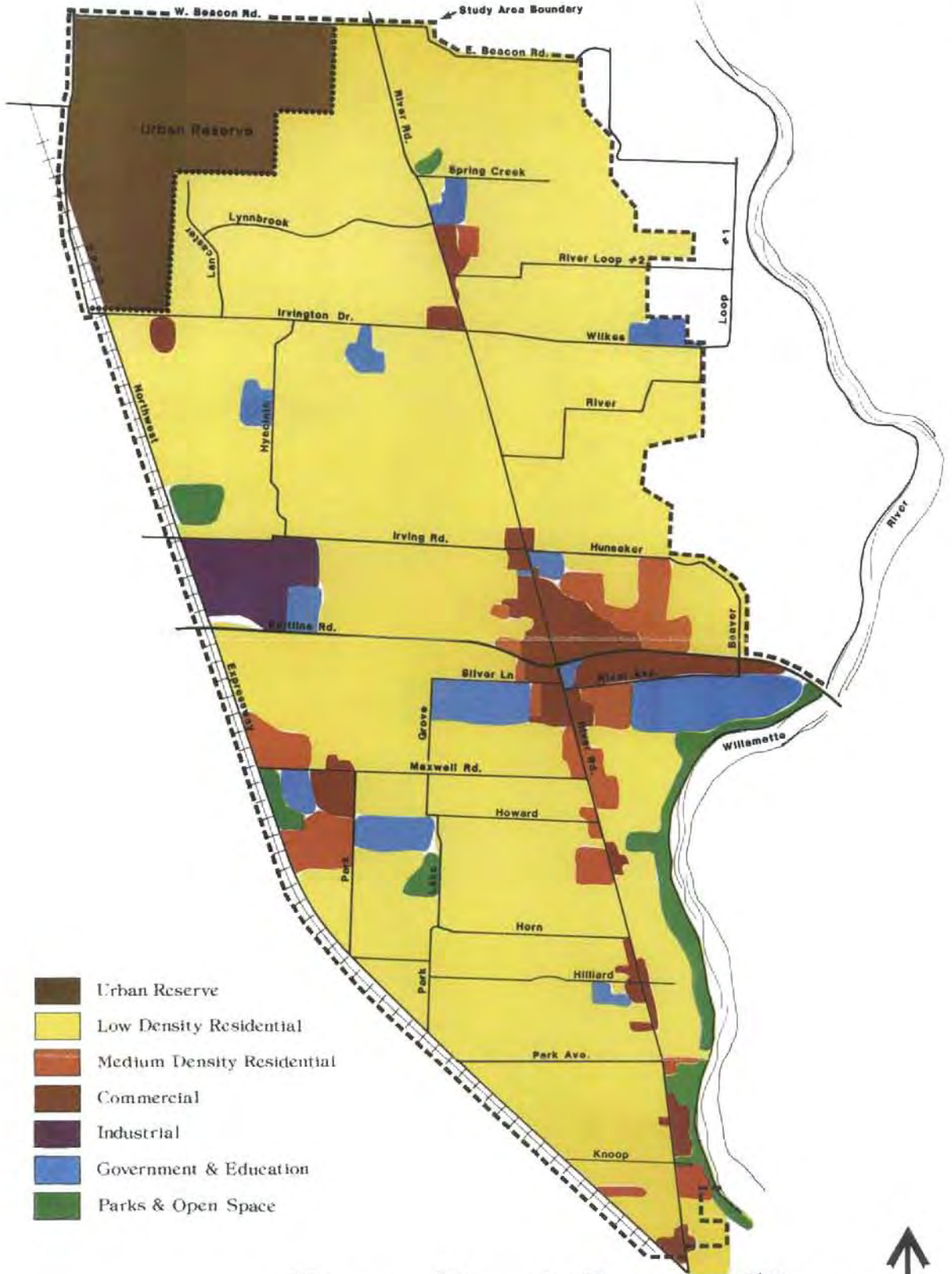
The findings, policies, and proposals included in the land use element, as elsewhere in the Plan, reflect the issues, goals, and objectives developed early in the planning process. Compatibility of residential and non-residential uses, strip commercial development along River Road, residential infilling, and maintaining the suburban character of the area were among the most important land use issues and goals identified.

Conflicts between commercial agriculture and residential land use have been discussed during the planning process.

The land use policies and suggested actions contained in the Urban Facilities Plan resulted from consideration of issues, goals, and objectives identified by the Citizen Advisory Team, technical information, and other plans and policies that pertain to the area. In most cases, 1982 land use and 1980 Census data were used during the analysis. These data represent the most current information available.

Many of the policies contained in the Plan have one or more related suggested actions that propose specific implementation strategies. Urban Facilities Plan policies may also be implemented through policies and actions adopted as part of other functional plans, such as the T-2000 Plan and the Bikeway Master Plan.

Land Use Diagram



December 1984

River Road-Santa Clara Urban Facilities Plan



2.1 GENERAL LAND USE

Findings

1. The River Road Development Plan (1966, Lane County) and the Santa Clara Community Plan (1969, Lane County) are recognized refinement plans within the plan area boundaries.
2. The River Road Development Plan and the Santa Clara Community Plan were adopted prior to adoption of the 1990 Plan (1972) and the Metropolitan Plan (1982).
3. The Metropolitan Plan specifies that a servicing plan be developed cooperatively by Lane County and Eugene for the River Road-Santa Clara area to insure that public services are made available to provide for anticipated growth. This plan should include a citizen involvement program.
4. Development of the area to urban uses and densities consistent with the Plan will ensure the most efficient use of land in the area.
5. The Metropolitan Plan provides that refinement plans be done, when possible, to augment the Plan, particularly in areas of metropolitanwide significance. The introduction section to this element concludes that the River Road-Santa Clara area has been identified as an area of metropolitanwide significance.
6. The River Road-Santa Clara area consists primarily of low-density residential use, with commercial development located along River Road. Additional community-scale commercial uses are located along River Avenue and on Maxwell Avenue, east of the Northwest Expressway. A small amount of industrial use exists in the area, mostly along River Avenue. Public lands include schools; city, county, and River Road Park District park lands; public utility facilities; and the Regional Wastewater Treatment facility. The above uses provide residents with housing, shopping, employment, and recreational opportunities. Figure 2.1 and Table 2.1 indicate the percentage and amount of acreage of existing land uses in the plan area.
7. Residential development of the area has occurred primarily in the last four decades. Eighty-three percent of all residential development in the River Road area occurred from 1940 to 1970. Peak development in the Santa Clara area occurred from 1960 to 1980 when over 85 percent of all residential dwellings were constructed. A chronology of events that have affected land use in the River Road and Santa Clara area is included in the appendix.

Figure 2.1

Existing Land Use Within the Urban Growth Boundary

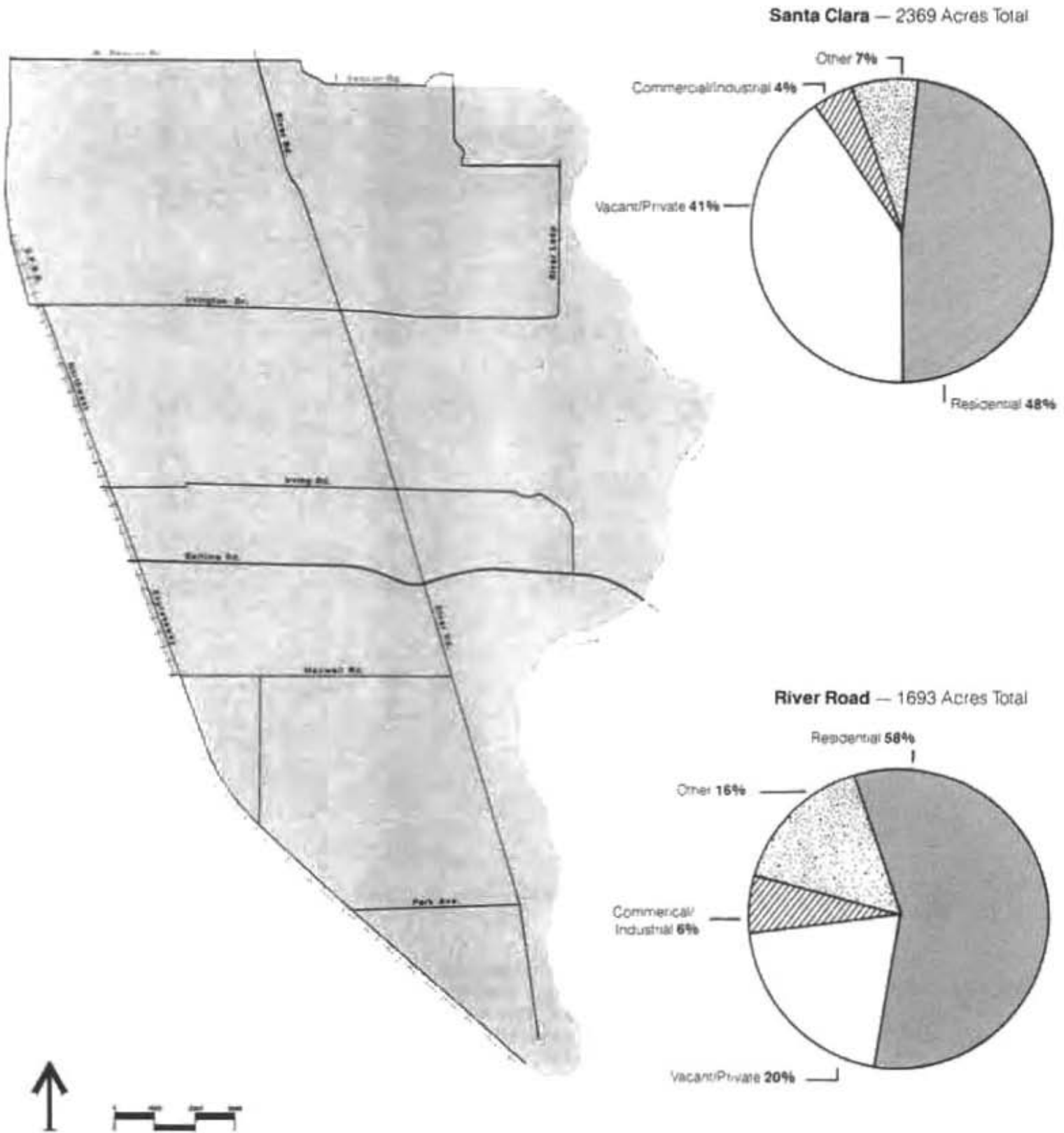


TABLE 2.1
STUDY AREA LAND USE BY TYPE AND ACREAGE (1/1/82)

<u>Land Use</u>	<u>River Road</u>	<u>Santa Clara</u>	<u>River Road-Santa Clara</u>
<u>Residential</u>			
Single-Family	892	1,059	1,951
Duplex	47	48	95
Mobile Home	12	23	35
Multiple-Family	28	4	32
Group Quarters	1	0	1
TOTAL	<u>980</u>	<u>1,134</u>	<u>2,114</u>
<u>Industrial</u>			
Industrial	5	0	5
Wholesale Trade	1	0	1
Trans.-Comm.-Util.	99	22	121
TOTAL	<u>105</u>	<u>22</u>	<u>127</u>
<u>Commercial</u>			
Retail Trade	28	19	47
Recreation	3	0	3
Services	36	29	65
Golf Courses	0	17	17
TOTAL	<u>67</u>	<u>65</u>	<u>132</u>
<u>Government</u>	41	12	53
<u>Education</u>	61	65	126
<u>Parks</u>	17	10	27
<u>Roads and Parking**</u>	79	94	173
<u>Water**</u>	1	2	3
<u>Undeveloped Private</u>			
Vacant	243	565	808
Timber	0	1	1
Agriculture	98	399	497
TOTAL	<u>341</u>	<u>965</u>	<u>1,306</u>
GRAND TOTAL	1,692***	2,369***	4,061***

* All numbers reflect rounding to the nearest whole number.

** These categories have been purged of all public-owned, non-tax lotted parcels. Only parking for commercial services and private streets are reflected in the roads and parking category.

*** Does not include acreage used for public streets or undeveloped public land.

Source: L-COG, Geographic Data System, 1982 Metropolitan Parcel File

8. Existing land uses and zoning in the River Road-Santa Clara area are shown on the maps maps on the following pages. These maps reinforce the finding that the area is primarily residential, with commercial activities along River Road. Zoning generally reflects existing uses of the land and historical land use patterns.

Policies

Suggested Actions

- 1.0 Minimize land use conflicts by promoting compatibility between land uses, especially among residential, commercial-industrial, and commercial-agricultural uses.
- 2.0 Adopt zoning that is consistent with the land use diagram and policies contained in the land use element of the Urban Facilities Plan.
- 3.0 Provide for land uses that conform to Metropolitan Plan goals and policies and that consider the provision of a full range of urban services in an efficient and cost-effective manner.

2.2 RESIDENTIAL LAND USE

Findings

1. River Road-Santa Clara is generally an area of single-family (low-density) residential development. Sixty-eight percent of the River Road-Santa Clara area is residential (refer to Figure 2.1 and Table 2.1).
2. The average lot size in River Road is 9,716 square feet and in Santa Clara is 9,143 square feet.
3. The age of structures indicates River Road developed primarily during the period between 1950 and 1960, while the vast majority of housing starts in Santa Clara date from 1960. Eighty-two percent of all housing in the River Road-Santa Clara area has been constructed since 1950. Table 2.2 provides a breakdown of the year structures were built.

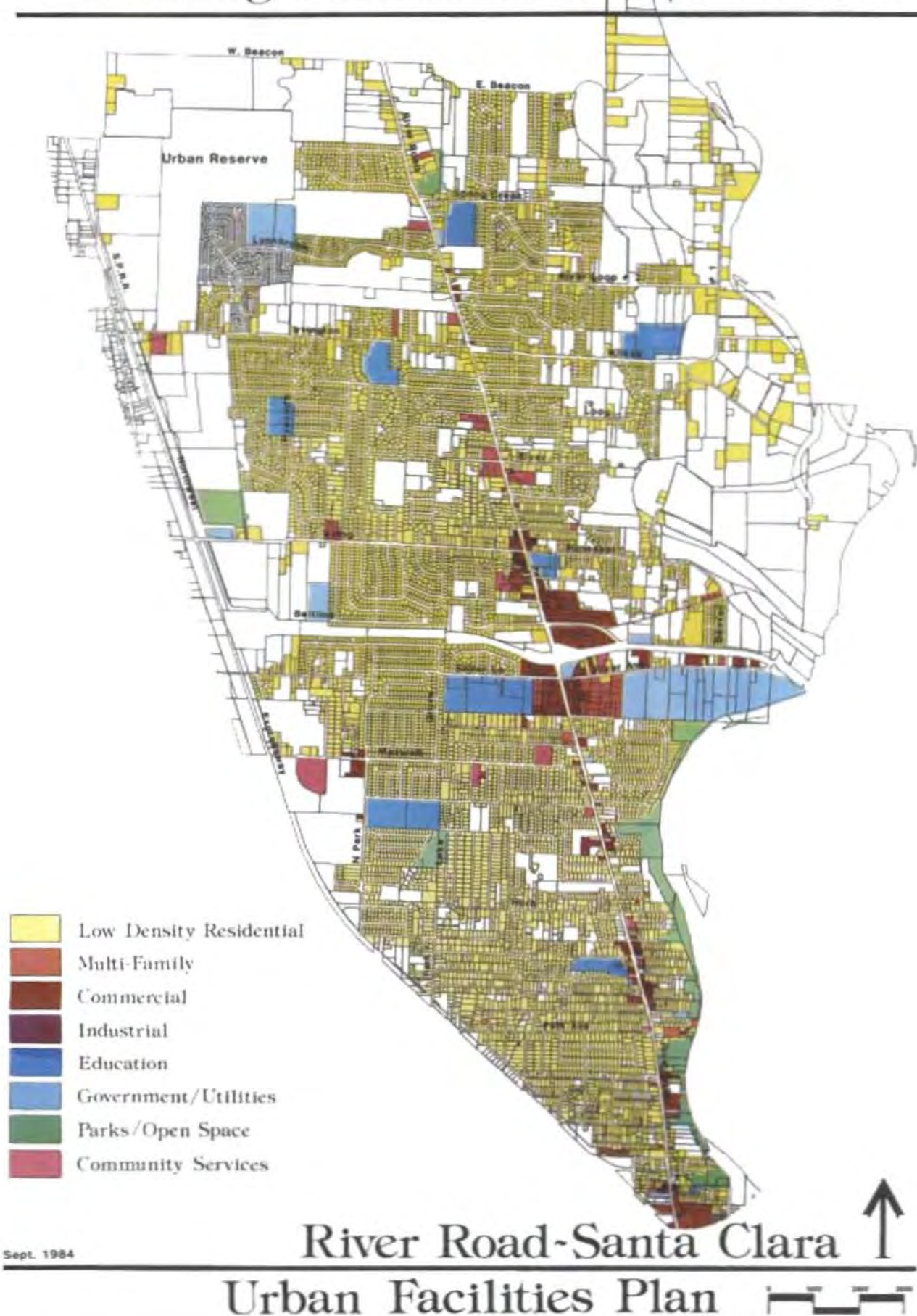
TABLE 2.2
RIVER ROAD-SANTA CLARA SINGLE-FAMILY AND DUPLEX
BUILDING PERMIT ACTIVITY BY DECADE (1/1/82)

<u>Decade</u>	<u>River Road</u>	<u>Santa Clara</u>	<u>Total</u>
1900-09	2	1	3
1910-19	13	20	33
1920-29	101	34	135
1930-39	181	56	237
1940-49	589	253	842
1950-59	1,015	217	1,232
1960-69	1,043	2,237	3,280
1970-79	216	1,276	1,492
1980-	<u>3</u>	<u>12</u>	<u>15</u>
TOTAL	3,163	4,106	7,269

Source: L-COG, Geographic Data System, 1982 Metropolitan Parcel File

4. The percent of all dwellings which are owner-occupied is high, approximately 75 percent, compared to 49 percent in Eugene and 62 percent in Lane County.
5. Household size ranges from 2.76 persons/household in River Road to 3.11 persons/household in Santa Clara (2.94 persons/household for River Road/Santa Clara). Eugene and Lane County have average household sizes of 2.35 and 2.59 persons, respectively.

Existing General Land Use Patterns



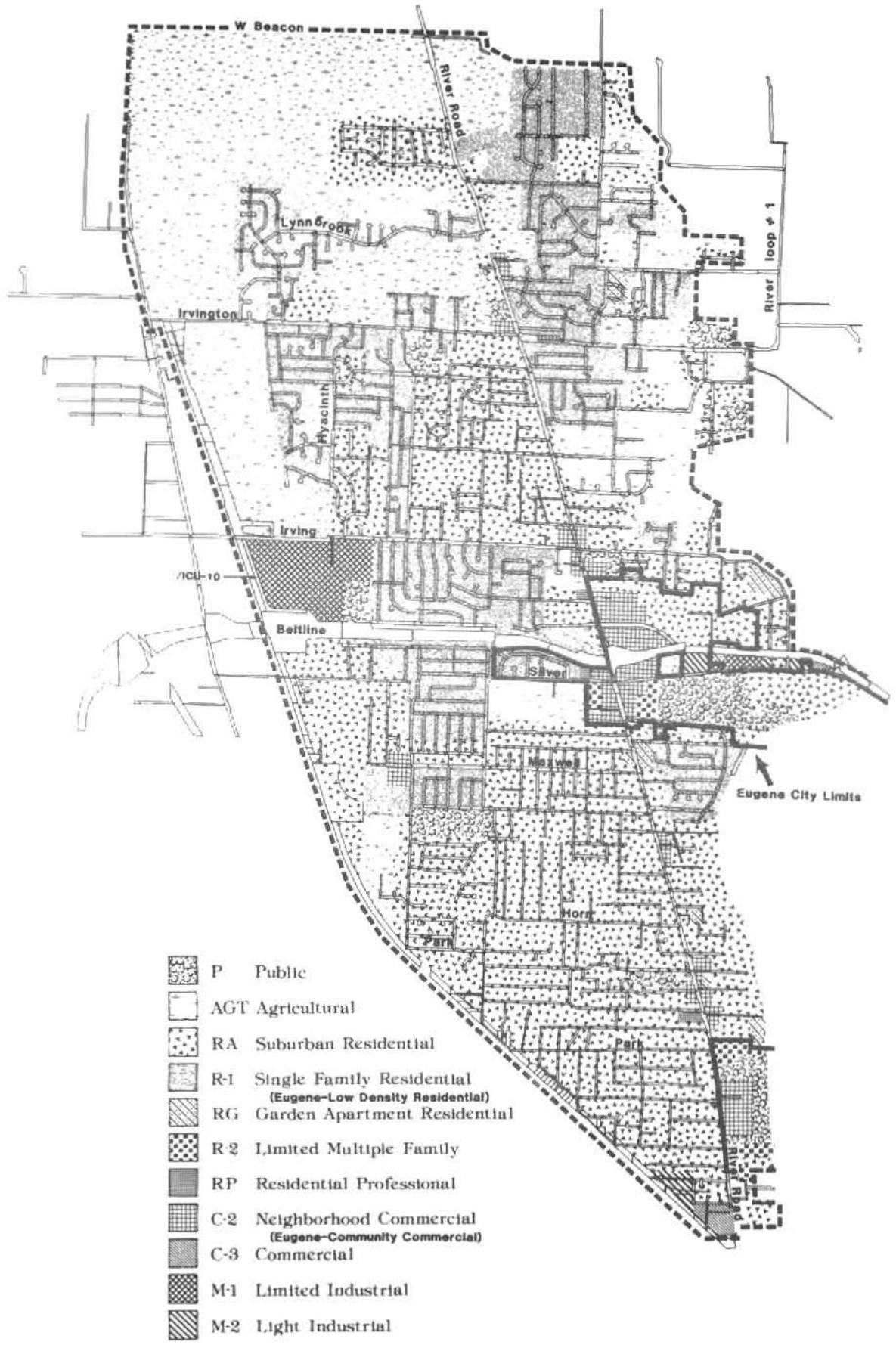
Sept. 1984

River Road-Santa Clara



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River Road-Santa Clara Urban Facilities Plan



6. Additional redevelopment and infilling could occur within existing neighborhoods as sanitary sewers become available to the area. Established residential neighborhoods will experience some change due to increased density from redevelopment and infilling. However, the majority of new development is expected to occur on relatively large vacant or underdeveloped parcels.
7. Availability of sanitary sewers in the area will have a significant effect on future development in the River Road and Santa Clara areas. The Metropolitan Plan has allocated 1,880 and 8,760 dwelling units to the River Road and Santa Clara areas, respectively. The Metropolitan Plan anticipates that 18,000 to 20,000 additional persons will eventually reside in the plan area. Additional factors, such as reduced lot size, smaller household size, housing preference, and redevelopment and infill potential could increase these numbers another 5,000 to 10,000. However, without the provision of sanitary sewers to the area, existing development standards would permit 2,000 additional dwelling units or about 5,000 persons. Therefore, housing for a minimum of 13,000 to 15,000 persons would have to be provided elsewhere in the metropolitan area.
8. Multiple-family residential development represents three percent of all residential development compared to 86 percent for single-family residential. Table 2.3 shows the distribution of residential structures by type within the plan area as compared with Eugene. The demand for medium-density residential development was estimated by projecting existing supply relative to other residential uses. Once the demand was determined, allocations of medium-density residential use were assigned to vacant parcels using the following criteria: in concentrations at intersections of the existing or planned major street and highway network and along major arterials integrated with community commercial development.

TABLE 2.3
HOUSING UNITS BY STRUCTURE TYPE

	<u>Single- Family</u>	<u>Duplex</u>	<u>Multiple- Family</u>	<u>Mobile Home</u>
Eugene	57.4%	8.8%	30.4%	3.4%
River Road	91.0%	4.8%	3.0%	1.2%
Santa Clara	93.4%	4.2%	0.4%	2.0%
River Road-Santa Clara	92.3%	4.4%	1.6%	1.7%

Source: L-COG, Geographic Data Base, 1982 Metropolitan Parcel File

9. Existing multiple-family residential development is generally located in proximity to commercial development and major transportation facilities. The majority of that development is associated with the Beltline Road and River Road development node, within the Eugene city limits.
10. Additional medium-density residential use has been designated in the Metropolitan Plan for the Belt Line Road and River Road node, the north Santa Clara development node, the Maxwell development node and the south River Road development node. Figure 2.2 and Table 2.4 indicates that 27 percent and five percent of the developable land in River Road and Santa Clara areas, respectively, are designated for medium-density residential use.

TABLE 2.4
ALLOCATIONS IN ACRES BY METROPOLITAN PLAN LAND USE
DESIGNATION OF PROJECTED LAND USE NEEDS

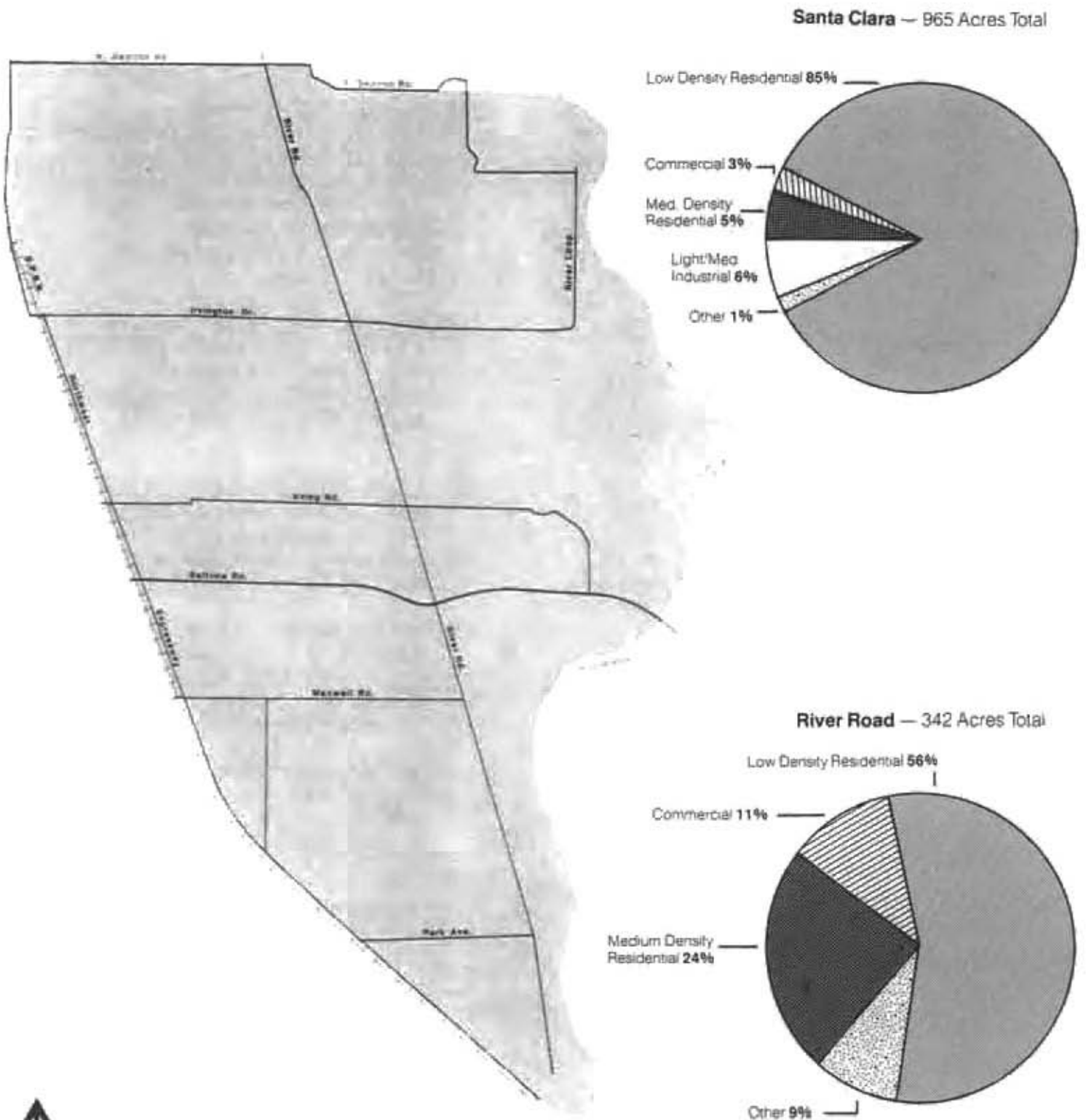
<u>Plan Designation</u>	<u>River Road</u>	<u>Santa Clara</u>	<u>River Road- Santa Clara</u>	<u>Metropolitan Totals</u>
High-Density Residential	0	0	0	230
Medium-Density Residential	83	49	132	1,380
Low-Density Residential	190	821	1,011	9,450
Commercial	39	23	62	730
Light-Medium Industrial	0	60	60	1,890
Heavy Industrial	0	0	0	345
Special Light Industrial	0	0	0	0
Special Heavy Industrial	0	0	0	385
Parks, Open Space, Government	<u>30</u>	<u>12</u>	<u>42</u>	<u> </u>
TOTAL ACRES	342	965	1,307	14,410

Source: L-COG, Geographic Data Base, 1982 Metropolitan Parcel File, Assessment and Taxation Data

11. Metropolitan Plan land use designations in the River Road-Santa Clara area reinforce the low-density residential character of the area and encourage medium-density residential development near commercial centers and transportation facilities.
12. A significant number of older mobile homes have been placed on individual parcels and are non-conforming uses.
13. Traffic hazards exist along arterial streets; i.e. River Road, Maxwell Road, and Irving Road, due to driveways that serve individual residences.

Figure 2.2

Metro Plan Land Use Designation for Private Vacant Land Within the Urban Growth Boundary



Policies

- 1.0 Recognize and maintain the predominately low-density residential character of the area consistent with the Metropolitan Plan.
- 2.0 Provide a diversity of housing types in the area. Available techniques include encouraging reinvestment and rehabilitation of existing housing stock and the use of development standards that provide for clustering or planned unit development.
- 3.0 Evaluate traffic and compatibility impacts when considering new residential development on parcels fronting arterial streets.
- 4.0 Provide adequate buffering and traffic control for existing non-residential development fronting River Road, (to minimize conflicts with surrounding residential development).

Suggested Actions

- 2.1 Provide for innovative residential development through subdivision and other code provisions, such as planned unit developments and cluster subdivisions for new residential development on large parcels.
- 2.2 Provide for smaller lot size and other development standards that reduce the cost of development and increase the opportunity for affordable housing.
- 2.3 Employ cluster subdivisions, PUD and site review, and other design processes to buffer new residential development from identified natural features.
- 3.1 Review site plans for all residential development that is in excess of one acre and fronts on an arterial street to encourage the following:
 - a. Access from residential streets
 - b. Residences oriented away from arterial streets
 - c. Compatibility with adjoining commercial development and transportation facilities

- 5.0 Permit medium-density housing (10 to 20 dwelling units/acre) in proximity to existing or planned urban facilities. Access to commercial development, transit, and alternative modes of transportation, schools and parks, and open space should be considered. Medium-density residential development will be considered for the north Santa Clara area consistent with the above criteria.
- 6.0 Design residential development which is adjacent to the Greenway, parks, and other identified natural features in a manner that ensures its compatibility with those features.
- 7.0 Allow existing mobile homes on individual parcels to remain as non-conforming uses. Future location of mobile homes shall be restricted to mobile home parks or subdivisions.
- 7.1 Inventory and designate sites that may be appropriate for mobile home park or subdivision development.

2.3 COMMERCIAL AND INDUSTRIAL LAND USE

Findings

1. Three general types of commercial development exist in the River Road-Santa Clara area. These are:
 - a. Community commercial uses, which serve the general area and permit a wide range of sales and service businesses; for example, the existing development at Belt Line and River Road.
 - b. Neighborhood commercial uses, which serve their immediate area and permit a limited range of business; for example, the neighborhood market located at the corner of North Park and Beebe.
 - c. Strip commercial uses, which are located along River Road and include neighborhood and community commercial types of businesses; for example, the existing strip development along south River Road.
2. Particular concerns exist regarding commercial-industrial development in specific areas. These areas include:
 - a. River Avenue commercial-industrial area
 - b. Strip commercial development along River Road
 - c. Maxwell commercial area
 - d. Irving Road light-medium industrial site
 - e. River Road/Belt Line Road commercial area
 - f. Commercial agriculture within the plan area
 - g. Agriculture and mining activities along the urban fringe
3. Strip commercial development patterns create a variety of land use problems due to their shape. Some of these are:
 - a. Increasing the traffic load on the street where the strip is located
 - b. Increasing traffic hazards due to individual business access points
 - c. Creating potential conflicts in appearance, light, and noise with adjacent residential uses
4. Almost all existing commercial development is located along River Road, requiring residents to visit the area regularly to purchase necessary goods and services.
5. Based on existing and projected residential development, the Metropolitan Plan allocated approximately 23 additional acres of community commercial development to the Santa Clara area. Approximately 15 acres of this allocation was assigned to the area north of Division Avenue and east of River Road, while the remaining eight acres was allotted to undeveloped land adjacent to the

existing commercial area located north of Wilkes Drive on the east side of River Road.

6. The Metropolitan Plan also allocated an additional five acres of community commercial development to a floating node located in the north Santa Clara area. The exact location of the floating node was to be determined by a refinement planning process or a local decision-making process of comparable scope.
7. Since acknowledgement of the Metropolitan Plan, 21 acres have been zoned for community commercial development north of Division Avenue and east of River Road.
8. The addition of 21 acres of commercially-zoned land at the River Road and Division Avenue commercial area and the eight acres of community commercial-designated land allocated to the existing commercial area north of Wilkes Drive is large enough to meet virtually all of Santa Clara's commercial land needs that were anticipated by the Metropolitan Plan, including the commercial portion of the floating node.
9. Land uses along River Avenue are predominantly commercial.
10. The area fronting the west side of River Road and located north of Irvington Drive contains two parcels which have been developed with non-residential uses (American Legion Hall and the Spring Creek electrical substation). Three parcels directly west of River Loop #2 and three parcels at the northwest corner of Irvington Drive and River Road are commercially zoned and are either vacant or developed for single-family use.
11. Approximately 500 acres of agricultural land exists within the River Road-Santa Clara area. A substantial percentage of this acreage supports commercial farms. Although designated for urban development, the Metropolitan Plan encourages agricultural use within the urban growth boundary as a viable and productive interim land use.

Policies

Suggested Actions

- 1.0 Maintain and enhance the compatibility of adjacent land uses through the use of appropriate buffering mechanisms, such as landscaping standards.
 - 2.0 Require site plan reviews for all new commercial and industrial development.
 - 3.0 Prohibit the linear expansion of existing strip commercial areas fronting on River Road. Existing strip commercial development may expand by infilling, redevelopment, or expansion onto contiguous property that does not front on River Road.
 - 4.0 Provide for buffering and traffic control for existing development that fronts River Road (to minimize conflicts with surrounding residential development).
 - 5.0 Minimize impacts of new commercial development intended to consolidate and improve existing strip commercial areas along River Road by requiring development standards.
- 2.1 Consider site development standards, such as parking design, building placement, and landscaping, as part of the development review process for any new commercial or industrial use located adjacent to a residential development. Large undeveloped residential parcels adjoining commercial or industrial uses may also be subject to development standards. Specific techniques which may be requested include landscaping, fencing, and building placement.
 - 3.1 Discourage future commercial rezone applications for parcels that would expand the fringes of strip commercial development along River Road.
 - 5.1 Apply the following development standards to all commercial development and redevelopment within existing strip commercial areas fronting on River Road:
 - a. Site plan review of all developments
 - b. Landscape parking lots and River Road frontage

- c. Consolidate and minimize access points onto River Road
- d. Locate new development in proximity to other existing commercial uses

6.0 New neighborhood commercial uses shall be located away from River Road in locations that facilitate the provision of commercial facilities scaled to a residential area and that allow for dispersal of commercial uses throughout River Road-Santa Clara.

7.0 Ensure compatibility between neighborhood commercial developments and the surrounding residential area by identifying and applying siting and development standards.

7.1 Apply the following siting and development standards to all neighborhood commercial development proposals in the River Road-Santa Clara area:

Siting Criteria

- a. Neighborhood commercial developments shall not be located on or adjacent to River Road, except as provided on pp. 2-31.
- b. Limit developments to two acres in size, with the exception of the Northwest Expressway subarea.
- c. Minimum one-half mile distance between developments.
- d. Sites must be located on a street classified as a minor arterial.
- e. Within walking and biking distance of a residential population of at least 2,000 persons (existing or anticipated).

- f. Sufficient frontage should exist to ensure for safe pedestrian, bicycle, and automobile access to services without conflict.

Development Standards

- a. Review site plans to ensure that the development is appropriate in scale and character with the area to be served. The site plan should also address the following concerns as they relate to the whole site and its relationship to the neighborhood and adjoining streets and services:
 - 1) Perimeter fencing, landscape screening, and parking area buffering to ensure a visually attractive development and to minimize sight and noise impacts to adjacent residential areas.
 - 2) Access, off-street parking, and circulation that provide for the safety of shoppers and minimizes noise impacts to surrounding residences.
 - 3) Lighting and signing must be oriented to abutting streets and away from adjacent residences.
 - 4) Heating and cooling equipment should be designed to minimize noise impacts to adjoining residences.

- b. Commercial uses are restricted to those goods and services that are needed on a "day-to-day" basis. Examples of such goods and services include: banks, bakeries, barber shops and beauty salons, book stores, clinics, grocery stores, delicatessens, laundromats and dry cleaners, and professional offices (physicians, dentists, accountants, etc.).

8.0 The commercial uses planned in the Metropolitan Plan for the north Santa Clara floating node are no longer needed and should be eliminated from further consideration at this time.

8.1 Amend the Metropolitan Plan land use diagram to reflect the fact that there is no longer a floating node located in north Santa Clara.

9.0 Encourage commercial agricultural operations that meet the needs of local markets as an interim use in the area. Examples include orchards and truck and berry farms.

9.1 Support the Farm Tax Deferral program for existing commercial agriculture uses.

2.4 FUTURE LAND USE

What is a Land Use Diagram?

A land use diagram depicts general future land use. The River Road-Santa Clara Urban Facilities Plan land use diagram is a refinement of the Metropolitan Area General Plan diagram. Along with the policies and suggested actions contained in the Urban Facilities Plan, the diagram provides a more detailed description of future land use in the River Road-Santa Clara area. Both the Urban Facilities Plan diagram and policies and suggested actions must remain consistent with the Metropolitan Plan and other metropolitanwide plans and policies. The Urban Facilities Plan was prepared after considering land use, zoning, property ownership data, land use policies, and suggested actions contained in the Urban Facilities Plan; availability of transportation and other public services and facilities; and other applicable plans and policies.

How is the Diagram Used?

The diagram is used, along with accompanying policies and suggested actions, policies contained in the Urban Facilities Plan, and applicable areawide goals and policies, to evaluate individual land use proposals. The land use diagram provides guidance for future development. Existing development would continue as previously approved or as non-conforming uses.

The land use diagram is not a zoning map. In many cases, more than one zoning district would be consistent with the recommended land use designation.

The Urban Facilities Plan Land Use Diagram

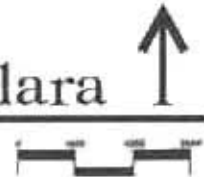
In order to consider and suggest future land use for the River Road-Santa Clara areas, 12 subareas were identified. The subareas (refer to Subareas Map) contain virtually all existing commercial, industrial, and medium-density residential development and undeveloped land designated for these categories in the study area. Policies and suggested actions applicable to the low-density residential areas are discussed in the main text of this chapter.

Subareas



- a. River Road/Railroad Avenue
- b. River Road/Knoop
- c. River Road/Hilliard
- d. River Road/Howard
- e. Maxwell/Park Avenue
- f. Riviera
- g. River Avenue
- h. River Road/Irving
- i. River Road/Division
- j. Irving Light-Medium Industrial
- k. Northwest Expressway
- l. River Road/Wilkes

River Road-Santa Clara Urban Facilities Plan



2.5 River Road Subareas

a. River Road/Railroad Avenue



Description

This subarea is intersected by three major traffic routes--the Northwest Expressway, Chambers Connector, and River Road. Approximately 25 percent of the area is developed with commercial use. It contains some medium-density development, but is predominantly single-family residential. Commercial zoning is concentrated at the Thomason and River Road intersection. The Southern Pacific Railroad is a noise generator.

Recommendations

1. Designate and zone existing medium-density development.
2. Limit River Road access to existing commercial development.
3. Apply site review for redevelopment of existing commercial areas.
4. Maintain existing land use patterns until completion of the Chambers Connector. The effects of the Chambers Connector and related road improvements on the immediate area should be examined upon completion of final design and right-of-way acquisition and any appropriate changes adopted.

b. River Road/Knoop



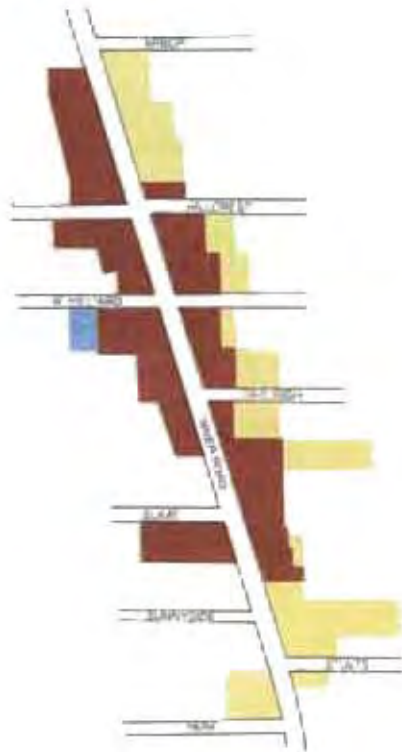
Description

This subarea is characterized by a concentration of neighborhood commercial use. In 1983, almost all of area was annexed to the City of Eugene. It has excellent access to parks and the Willamette Greenway. All but one parcel is zoned for commercial and medium-density residential use. Two non-conforming industrial uses are present.

Recommendations

1. Maintain existing land use pattern.
2. Apply site review for medium-density development in the northern portion of the subarea.
3. Limit number of River Road access points to medium-density development in the southern portion of the subarea.

c. River Road/Hilliard



Description

This subarea is characterized by strip commercial uses and contains several non-conforming uses. A 200-foot strip along both east and west River Road has been zoned for commercial use.

Recommendations

1. Rezone small split-zone tax lots to their most intensive use.
2. Maintain viability of existing residential land use.
3. Infill commercial uses between Hillcrest and Sunnyside, both east and west of River Road.
4. Recommend professional office development for the undeveloped land on the west side of River Road between West Hillcrest and Horn Lane. Only professional office development, making unified use of one or more acres shall be allowed in the area. Access shall be limited to West Hillcrest or Horn Lane. Apply site review, upon rezoning, to mitigate impacts on existing low-density residential development west of the area.

d. River Road/Howard



Description

Brunner's Commercial Nut Dryer is the largest single land use in this subarea. The area is characterized by a limited amount of single-family use, with neighborhood-commercial uses in the southern portion. All commercial uses north of Maynard are non-conforming. The entire subarea is zoned for single-family residential use, with the exception of a small commercial node in the southeast portion. It is intersected by the only non-freeway access to west Eugene and is well served by the transit station and commercial facilities to the north.

Recommendations

1. Maintain the status of non-conforming uses.
2. Maintain the status of existing medium-density land use.
3. Encourage medium-density residential development for all portions of the subarea, with the exception of the following areas: Hatten Street commercial area, the area west of River Road between Maxwell and Howard, and the area east of River Road between Owsos and Corliss.
4. Recommend professional office development on the east side of River Road between Owsos and Corliss.

e. Maxwell/Park Avenue



Description

This subarea contains a large amount of vacant, undeveloped land. The primary natural features are the slough and ponds. The majority of the area is zoned low-density residential. There is a commercial node at the intersection of Maxwell and North Park. The predominant transportation route is Maxwell --the only access to west Eugene between Beltline and the Chambers Connector. There is no access to the subarea from the Northwest Expressway. The Metropolitan Plan designates the area for medium-density residential development and a commercial node. The Southern Pacific Railroad is a noise generator.

Recommendations

1. Promote access from the Northwest Expressway onto Maxwell.
2. Recommend development of medium-density housing, while maintaining natural features, for neighborhood park and open space through use of clustering and site review.
3. Concentrate medium-density development around the commercial node, with a transition to low-density, particularly at the northern and southern boundaries of the subarea.
4. Apply site review for parcels fronting the Northwest Expressway and the Southern Pacific Railroad tracks.
5. Maintain current commercial designation to the north of the line which would be Howard Avenue if ever extended westerly. Only commercial developments making unified use of five or more acres shall be allowed in the area.

f. Riviera



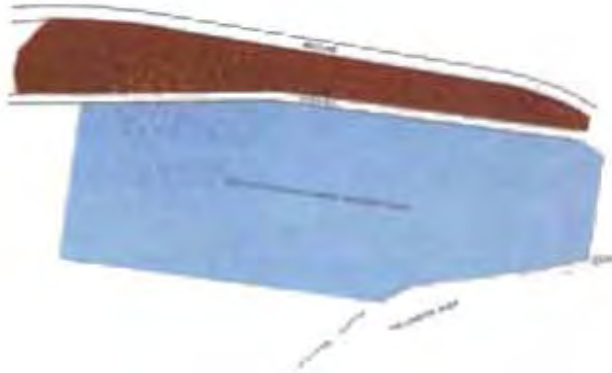
Description

This entire subarea is within the city limits of Eugene. It contains a fully-developed community commercial area unique to River Road. The area contains various commercial uses, the Lane Transit District transit station, and the largest concentration of multi-family residential development in River Road-Santa Clara. The land uses along River Avenue do not have a strong connection to each other or to the rest of the area due to lot configuration, development patterns, and the fact that access is from River Avenue.

Recommendations

1. Continue existing land use pattern.
2. Rezone single-family residential south of River Avenue to medium-density and north of River Avenue to commercial zoning.
3. Rezone all residentially developed parcels south of River Avenue and east of River Road to medium-density residential use.

g. River Avenue



Description

The Metropolitan Wastewater Treatment Plant is the dominant use in this subarea. A significant proportion of parcels north of River Avenue are vacant. The privately-owned parcels in the area are industrial. The Metropolitan Plan designation for privately-owned land is commercial. Property ownership patterns have resulted in small parcel size. Existing uses in the subarea tend to be commercially oriented.

Recommendation

1. Rezone the area north of River Avenue to commercial.

2.6 Santa Clara Subareas

h. River Road/Irving



Description

This subarea contains the northernmost strip commercial zoning along River Road. There is a fully-developed commercial node at the intersection of Irving and River Road. Major east-west access through the area is via Ruby Lane, Santa Clara Avenue, and Irving Road. The intent of past zoning decisions has been to limit retail commercial development to the node at Irving and River Road. Zoning for professional office use along west River Road has been encouraged as a buffer for residential development. A 200-foot strip along both east and west River Road has been zoned for commercial use. The subarea contains two large undeveloped parcels.

Recommendations

1. Rezone small split-zone tax lots to their most intensive use.
2. Parcels south of Santa Clara Avenue and west of River Road, that are not already developed for commercial use, should be zoned for office development.
3. Designate the large southern undeveloped parcel for medium-density development.
4. Designate the westerly portion of the large parcel south of Santa Clara Avenue and west of River Road for medium-density development, with an emphasis on development of health-related facilities.
5. Maintain the viability of existing low-density residential development.
6. Designate professional office development for five parcels north of Santa Clara Avenue and west of current commercial development on west River Road.

i. River Road/Division



Description

A large percentage of this subarea is within the city limits of Eugene. These properties were rezoned for commercial use upon annexation to Eugene. The area contains the largest amount of community commercial use in Santa Clara. It is zoned for commercial and low-density use; there exist few non-conforming parcels. There is a lack of access to interior parcels. The subarea contains a mobile home park.

Recommendations

1. Develop an integrated plan, including transportation access and urban services, for the subarea.
2. Designate medium-density development for undeveloped and under-developed property west of Ross Lane and west of Lee's Trailer Park.
3. The transition from professional office use to medium-density residential use should occur in the vicinity of a line projected south from the east boundary of the Santa Clara Elementary School property.
4. Rezone parcels north of Santa Clara Square and south of Green Lane for professional office use.

j. Irving Light-Medium Industrial



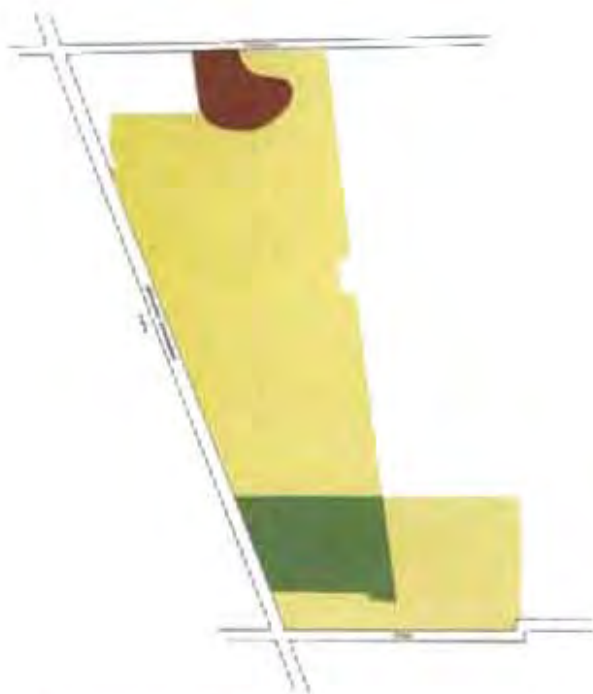
Description

This subarea is mostly undeveloped. It contains an EWEB reservoir in its southeast corner. The Metropolitan Plan designation for the area is light-medium industrial. The majority of land in the area was zoned for future industrial use in 1982. Provision of urban level services will be needed before intensification of development can occur. Principle access to the site is from Irving Road.

Recommendation

1. Use Planned Unit Development procedures to mitigate impacts on existing adjacent low-density residential development upon rezoning to industrial.
2. Only industrial developments, making unified use of ten or more acres shall be allowed in the area
3. Consider amending the Plan designation to Special-Light Industrial.
4. Amend the Eugene City Code Special Industrial District to include mention of the industrially designated site on Irving.

k. Northwest Expressway



Description

This subarea contains the largest amount of undeveloped land in Santa Clara. The northern two-thirds of the area is zoned for agricultural use, while the southern portion is zoned low-density residential and includes a private golf course. The Metropolitan Plan designation for this area is low-density residential. The slough is the primary natural feature. Several residential streets terminate at the eastern boundary, providing good access to the site. The railroad tracks are a noise generator.

Recommendations

1. Encourage development of a two- to five-acre neighborhood commercial node west of the slough for the following reasons:
 - Arterial street access
 - Access from the Northwest Expressway at Irvington Drive
 - Large parcel size in the area
 - Metropolitan Plan assumes large population growth in this area
2. Apply site review for development of parcels fronting the Northwest Expressway and Southern Pacific Railroad.

I. River Road/Wilkes



Description

This subarea is characterized by a centrally-located commercial node. Approximately half of the area is undeveloped. It contains the northern extent of neighborhood commercial use. The commercial node properties were rezoned in 1950 and late 1960. Commercially-zoned lots west of River Road are primarily in single-family use, while east of River Road the lots are in commercial use. Property at the northwest corner of Irvington and River Road was rezoned in 1980 and has not yet been developed.

Recommendations

1. Consolidate commercial development for property south of Swain Lane and bounded by the slough on the east and Greenwood Street on the south.
2. Rezone split-zone tax lots.
3. Designate medium-density development on the easterly portion of the large undeveloped parcel north of Swain Lane.
4. Designate community commercial development on the westerly portion of the large undeveloped parcel north of Swain Lane. Only commercial developments making unified use of five or more acres shall be allowed in the area.
5. Encourage commercial development contiguous to existing commercial uses east of River Road.
6. Encourage low-density zoning for property south of Brotherton, across from River Loop #2.
7. Designate neighborhood commercial development for two acres on the northwest corner of Irvington and River Road. Only commercial developments making unified use of one or more acres and with access limited to Irvington Drive, shall be allowed in the area.



Public Facilities &
Services Element

3.0 INTRODUCTION

The Public Facilities Plan is one of five elements which comprise the entire River Road-Santa Clara Urban Facilities Plan. Like the other elements (Sanitary Sewers, Land Use, Transportation, and Environmental Design), the Public Facilities Plan:

1. Was developed by a citizens group representing River Road-Santa Clara
2. Received policy guidance from an intergovernmental policy committee with representation by elected officials from all three metropolitan governments and the Metropolitan Area Plan Advisory Committee (MAPAC)
3. Was developed and should be used in the context of the Eugene-Springfield Metropolitan Plan
4. Contains policies which will serve as the basis for future public actions concerning public facilities in River Road and Santa Clara
5. Contains suggested actions which provide proposals for specific implementation strategies

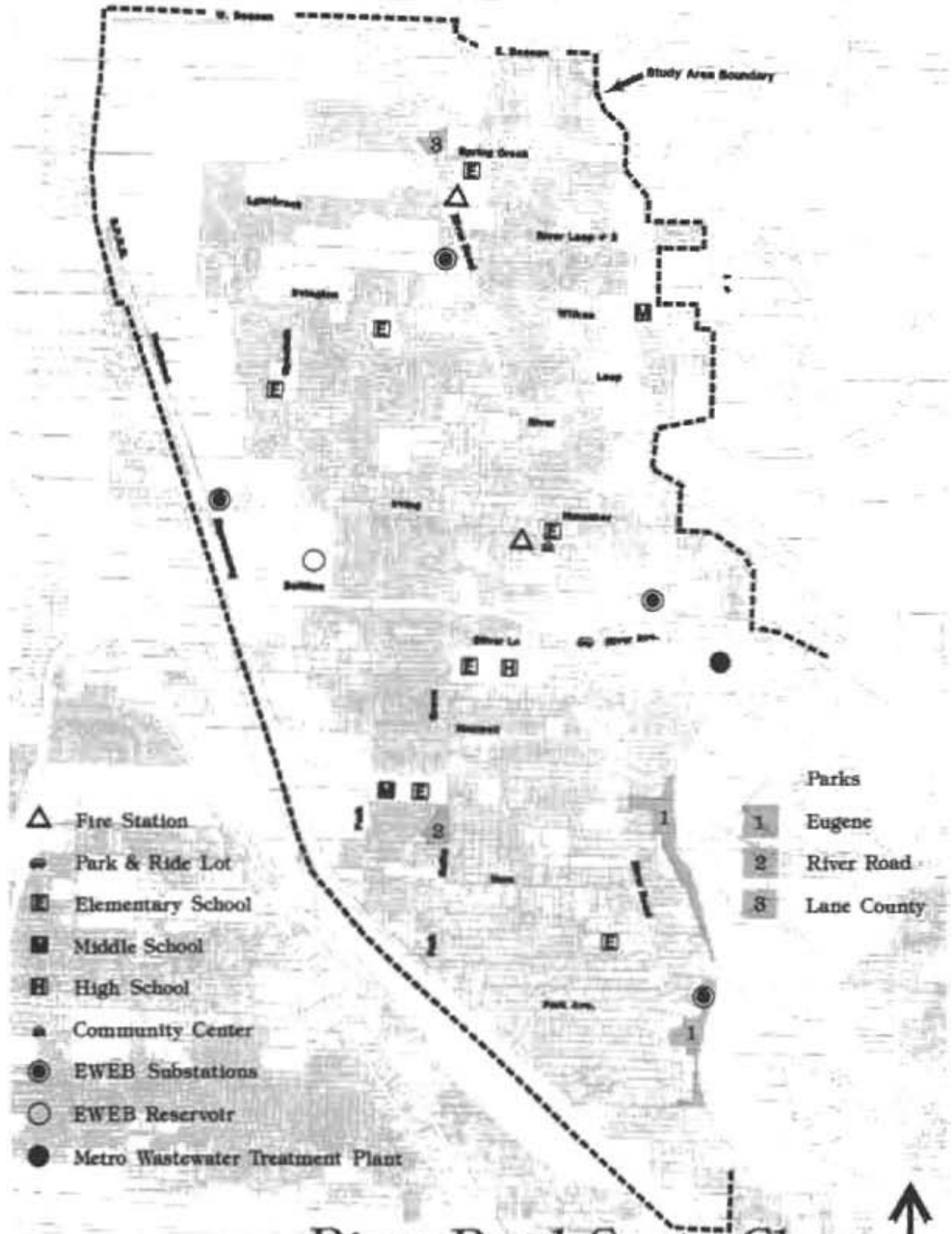
Refer to the Public Facilities Map on the following page for location of public facilities in River Road-Santa Clara.

The Public Facilities Plan contains nine components which address issues concerning the following public facilities: storm sewers, fire, public utilities, library, solid waste, street lighting, schools, police protection, and park and recreation services.

Each component contains a brief background discussion, findings based on the background, policies based on the findings, and in some cases suggested actions which reflect policy direction. The policies and suggested actions contained in the Public Facilities Element resulted from consideration of issues, goals and objectives identified by the Citizens Advisory Team. Data and other information contained in this element came from pertinent public agencies, e.g. School District 4J and the Junction City Water Control District.

The Eugene-Springfield Metropolitan Area General Plan recognizes that substantial levels of investment for public facilities have already occurred in River Road and Santa Clara. In order to capitalize on this existing investment, the General Plan envisions River Road and Santa Clara as critical components in the area's overall growth strategy. Consequently, cost-efficient construction and delivery of public facilities and services in River Road-Santa Clara will play an important role in the future growth of the metropolitan area.

Public Facilities



Sept. 1994

River Road-Santa Clara
Urban Facilities Plan



3.1 STORM SEWERS/DRAINAGE

River Road/Santa Clara drainage is primarily influenced by four drainage channels and their associated watersheds. The Santa Clara area is affected by Flat Creek, Spring Creek, and the Willamette River sloughs, while the River Road Area is drained primarily by the upper Amazon and the Willamette River.

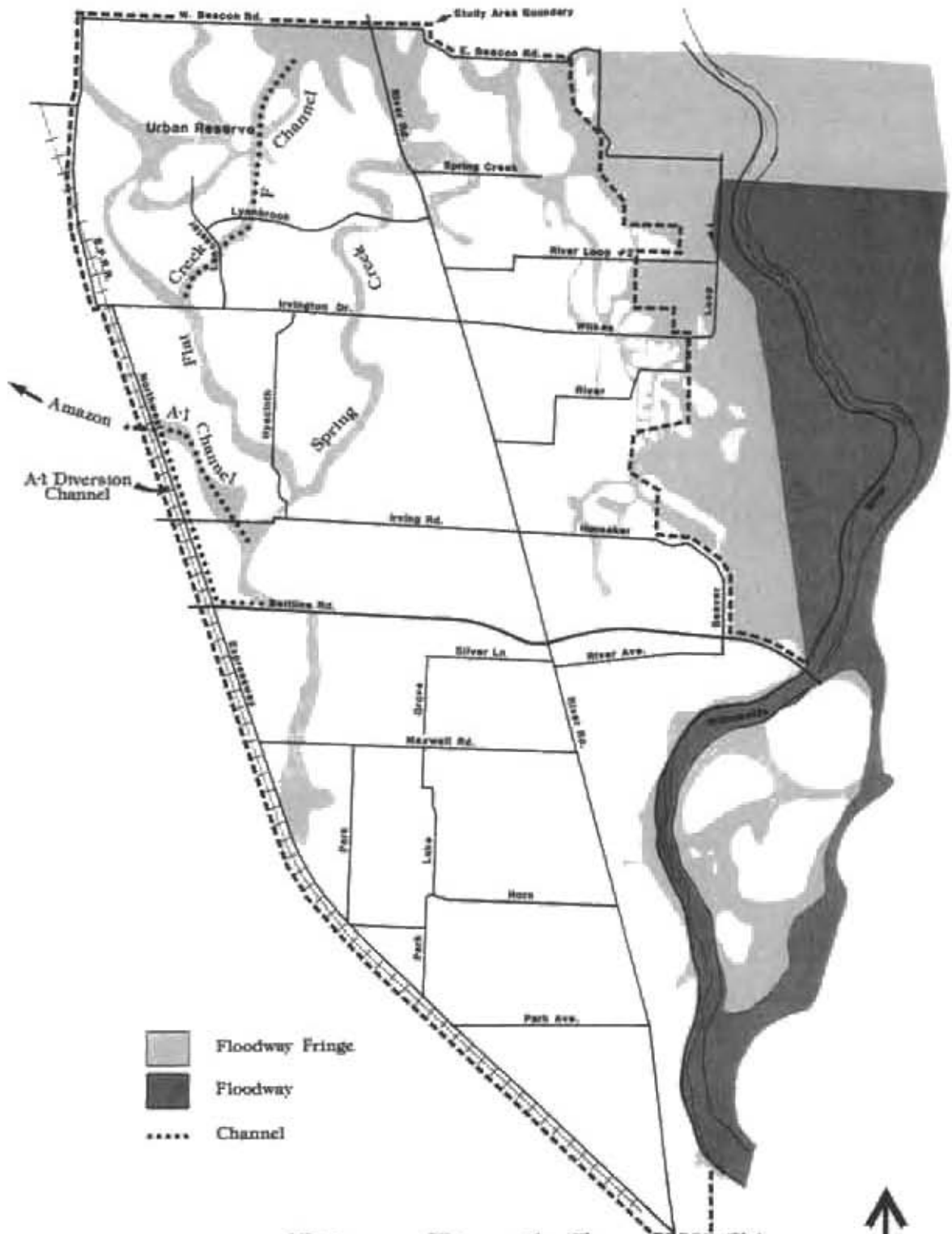
In 1965, the Watershed Work Program for the Lower Amazon and Flat Creek was prepared by representatives from Lane County, Eugene, Junction City, Benton County, and a variety of special service districts with responsibility for the study area. The study was coordinated by the U.S. Department of Agriculture's Soil Conservation Service (SCS). Construction and improvement of drainageways and ditches in the area has been funded primarily through the use of a variety of federal programs carried out by SCS. Drainageways and ditches improved by SCS have been turned over to local governments and water control districts with the proviso that they are to maintain them for flood control or irrigation purposes. The two major projects built under SCS programs within the River Road/Santa Clara area are the A-1 Channel, diverting stormwater from the River Road area into the Amazon drainage system, and the "F Ditch," providing an improved drainage channel for stormwater run-off in portions of the Santa Clara area west of River Road.




The Junction City Water Control District (JCWCD) continues to operate in portions of the study area, providing maintenance for portions of the "F" (Flat Creek) system and the "A" (Amazon Creek) system, stopping north of Irvington Drive. The JCWCD has responsibility for maintaining an estimated 60 miles of channel within the District's boundaries, much of which lies north of the River Road-Santa Clara area (see Storm Drainage Map).

Responsibility for portions of the former Amazon Water Control District has been assumed by the City of Eugene, which has taken over maintenance of the A-3 channel and portions of the A-2 and A channels. Lane County has also played a role in constructing portions of the Amazon drainage system south of Beltline Road, stepping in to provide the needed drainage facilities when other existing districts in the River Road area were unable to provide the necessary funding.

In April 1975, a Storm Sewer and Drainage Study for River Road-Santa Clara was completed for Lane County by the engineering firm of CH2M Hill. This study provided the first comprehensive inventory of drainage facilities in the area. The study also recommended a series of enclosed drainage systems be implemented as development occurs. A number of subdivision plats have been approved by Lane County since that time and have provided enclosed drainage systems and rights-of-way and improvements for open drainage systems that generally conform to the recommendations of that study. According to the findings of that study, some of the local drainage improvements constructed before 1975 are located at a higher elevation than will eventually be needed to provide adequate protection from stormwater run-off and flooding as the area develops.

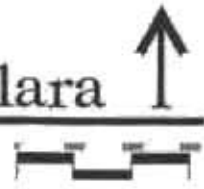
Storm Drainage



-  Floodway Fringe
-  Floodway
-  Channel

August 1985

River Road-Santa Clara
Urban Facilities Plan



Findings

1. Funds for construction/improvement of drainageways along Amazon and Flat Creek have been provided through the SCS, which is in the process of closing out the Amazon/Flat Creek project.
2. There is currently no comprehensive financing method for installation of storm drainage systems in the River Road-Santa Clara area, though some additional funds may be available through the SCS's Resource, Conservation and Development Program.
3. The "F" ditch recently constructed between Lassen and a point just north of Irvington Drive has been designed for a ten-year flood.
4. Portions of the Flat Creek drainageway which lie south of the recently completed "F" ditch are not improved or maintained and are extensively overgrown, with the result that their capacity is estimated to be below that needed for a ten-year flood.
5. The JCWCD spends an estimated \$30,000 per year to maintain drainageways under its jurisdiction, and levies an annual tax for ditch cleaning.
6. The JCWCD has acquired right-of-way (50 to 60 feet) and maintenance strips (usually 15 feet) for maintenance of drainageways acquired and improved through the SCS.
7. There is no jurisdiction with responsibility for maintenance of many of the natural drainageways in the area.
8. While Lane County maintains roadside ditches and information on them, there is no centralized information base or inventory for other drainage facilities in the area.
9. Lane County improved portions of the A-1 channel extending from Emerald Park west into the adjacent subdivisions and north to Beltline Road, but capacity of the drainageway has been reduced due to the lack of maintenance.
10. For portions of the "F" system located south of Irvington (and thus outside of the JCWCD), Lane County has required right-of-way for drainageways as part of approved subdivision plats.
11. Open storm drainage systems located within developed residential subdivisions have proven to be difficult to maintain, and in some cases no longer function, in part due to their use as disposal areas for brush, grass, and other materials from adjacent development.
12. Some portions of the Willamette Sloughs in east Santa Clara have been filled in through activities of adjacent sand and gravel operations.
13. The source for Spring Creek has been blocked.

14. Enclosed drainage systems constructed prior to 1975 have been developed at insufficient depth and drain into natural ditches. Because of their depth, it will be difficult to connect them with planned future drainage improvements and they will be inadequate to handle anticipated runoff from future development.

Policies

1. If annexation or incorporation occurs affecting the JCWCD, those areas inside the City shall be withdrawn from the JCWCD and responsibility for maintenance of the affected drainageways shall be assumed by the appropriate city.
2. If a large annexation in the River Road-Santa Clara area occurs, enclosed storm drains shall be eventually installed to replace roadside ditches.
3. As annexation or incorporation occurs, a comprehensive drainage plan for the area shall be developed in cooperation with Lane County and other appropriate agencies.
 - a. Identify and implement means of improving maintenance of existing drainage systems serving the area, recognizing that without maintenance the existing system will become inadequate.
 - b. Identify those portions of the open storm drainageways which can be retained and those which should be eliminated and provide sufficient right-of-way or easements for their continued maintenance.
 - c. Where needed, require new development to provide enclosed storm drainage systems to supplement the existing drainageways.
 - d. Develop a funding mechanism to address needed drainage improvements before significant additional development can take place.
 - e. Examine policy and engineering alternatives to provide the most cost-effective storm drainage system for the area.
 - f. Inventory those portions of the natural drainage system that have been filled in or blocked and identify means and associated costs of reopening them.
 - g. Provide a comprehensive inventory of dedicated rights-of-way, existing enclosed systems, improved open drainageways, and unimproved portions of the drainage system.
4. Responsibility for maintenance of natural drainageways outside the study area shall be delegated to the appropriate jurisdiction following completion of the master drainage plan for the study area.

5. In the event of incorporation or annexation, an agreement for transition of maintenance responsibility between Lane County and the appropriate city will be needed.
6. In the event of incorporation or annexation, the responsible general purpose government shall:
 - a. Adopt ordinances prohibiting dumping in open drainage channels.
 - b. Provide for maintenance of major drainage channels.

3.2 FIRE

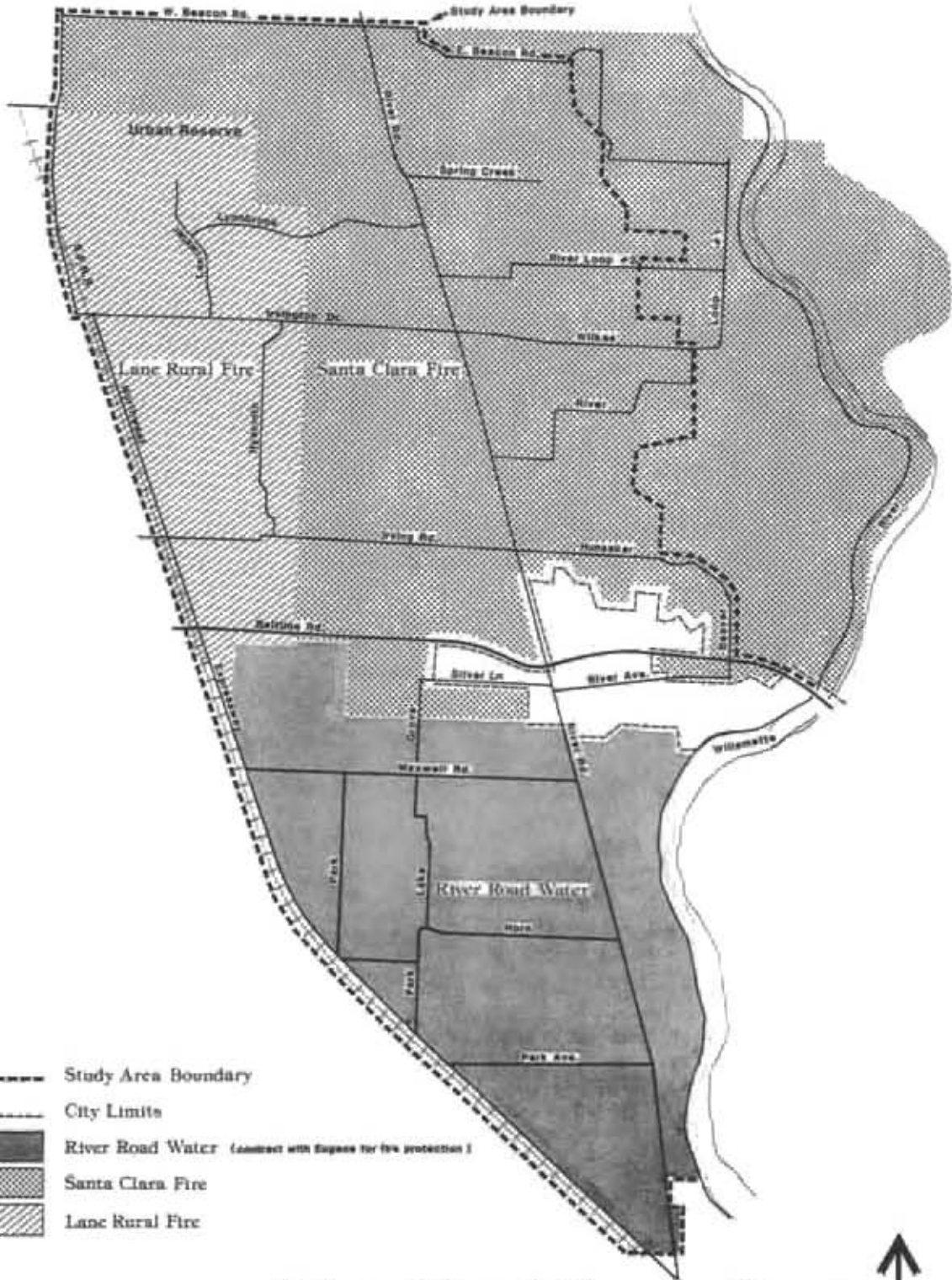
This section includes data on existing fire and life safety services which are provided to the area, existing policies which affect the provision of those services, and some of the major issues which currently affect this subject. The major conclusions are summarized in the findings.

Existing Facilities

Three fire departments presently provide fire and life support services to the River Road-Santa Clara plan study area (refer to Fire District Map). The Eugene Fire and Emergency Services Department (Eugene Fire) provides fire protection and emergency medical services (EMS) to the River Road Water District under a contractual arrangement and to all properties inside the Eugene city limits. Most of River Road south of Beltline is served by Eugene Fire. It also provides additional EMS facilities to the Santa Clara area. Dispatching services are provided to the entire area by the Eugene Public Safety Dispatch Center and are partially financed by the Lane Rural Fire Protection and Santa Clara Fire districts. Four Eugene fire stations can provide service to the study area, depending on the type of equipment needed and the location of the call. These stations are located at Eugene City Hall (Station 1), 1045 West 1st (Station 2), 4664 Barger (Station 7), and 697 Goodpasture (Station 9). The staff and equipment of Eugene Fire provide an urban level of fire and life safety services.

The Santa Clara area north of Beltline is also served by two other fire departments. The Santa Clara Fire Department (Santa Clara Fire) provides fire protection and EMS support to the area east of Stark, and the Lane Rural Fire District #1 (Lane RFD) provides the same types of services to the area west of Stark. Santa Clara Fire has two stations, located at 2600 River Road and 3939 River Road, while Lane RFD has a station located at 29999 Hallett. Both Santa Clara Fire and Lane RFD are volunteer departments. Santa Clara Fire has two paid staff and a volunteer force of about 30. Lane RFD has a paid staff of four and 24 volunteers in the Santa Clara area. Santa Clara Fire serves an area that extends east to the Willamette River, including Big Island, and north of east Beacon Drive. Lane RFD serves a large amount of land outside the study area, stretching north to Junction City and west to the Coast Range. The staff, volunteers, and equipment of Santa Clara Fire and Lane RFD presently provide a level of service which is adequate to meet area needs.

Fire Districts



August 1988

River Road-Santa Clara

Urban Facilities Plan

Insurance companies assign a numerical rating to areas based upon the estimated quality of their fire protection service and facilities. Large cities with excellent fire hydrant systems, specialized equipment and numerous fire stations can receive a rating of 1, which is the highest. Areas with no organized fire protection service of any kind receive a rating of 10, which is the lowest. The areas served by Eugene Fire have a 3 rating, with Lane RFD having a 4 rating and Santa Clara Fire having a 5 rating for most of its service area inside the study area. Properties in the planning area that do not have fire hydrant service are rated 8.

All departments provide EMS facilities to the area, with two levels of service available--basic and advanced life support. Examples of basic life support activities include CPR and general first aid. Advanced life support activities include administering medication and providing heart attack-related care. Eugene Fire provides the full range of EMS facilities to its service area. Santa Clara Fire and Lane RFD provide basic life support services and heart attack care through trained volunteers. User fees substantially offset costs incurred by public agencies for EMS. Other forms of advanced life support services are provided to the Santa Clara area by Eugene Fire.

Existing Contracts

A number of cooperative agreements presently exist between the area's fire departments. Santa Clara Fire and Lane RFD have an automatic aid agreement which insures that either department will assist the other if needed. These mutual response agreements allow both districts to augment their existing staffing and equipment configurations. Eugene Fire has entered into a contract with Santa Clara Fire and Lane RFD to provide for an orderly transition of service responsibilities to annexed properties. This agreement specifies that Eugene will pay Santa Clara Fire and Lane RFD their regular assessment or the fire protection rate charged to outlying districts, whichever is smaller, after property in their service areas are annexed to Eugene. In return, these departments will continue to provide fire protection service to these annexed properties. If either party gives notice of intent to terminate the agreement, the contract will remain in force for five more years. All fire departments have obligations under the agreement relating to such issues as adequate staffing. If these obligations are not fulfilled, the department has 30 days to correct the problem before the agreement is terminated.

Issues And Concerns

This section will summarize the major issues concerning fire and life safety that currently exist in the River Road-Santa Clara area.

1. Fire Station Location

Both Lane RFD and Eugene Fire have no fire stations in the plan area. Two actions would improve this situation. Eugene Fire Station 9, on Goodpasture Road, can only reach the area by going on Beltline. The Owasso Bridge, across the Willamette River, was designed to provide direct access to the River Road area from this station. The access to this bridge, on both ends, is complete and

emergency apparatus can use it. Eugene Fire has also considered the possibility of moving Station 2 (on West 1st) to the River Road area when a fairly large amount of land has been annexed to Eugene. The new station would most likely be located in the River Road area on a major street, but no firm site-specific plans have been made at present.

2. Volunteer Firefighters

Both Lane RFD and Santa Clara Fire have expressed concerns regarding their long-term use of volunteer firefighters and EMS staff. Lane RFD will examine the possibility of adding additional paid staff as annexations reduce its potential area from which to draw volunteers. Santa Clara Fire presently has about a 25 percent volunteer shortage caused by annexations in its service area and uncertainty regarding long-term servicing responsibility.

3. Transfer of Services

All fire departments have had discussions regarding current or potential transfers of service areas. Lane RFD and Santa Clara Fire held a number of meetings, beginning in mid-1982, to discuss the possibility of consolidating a number of services, such as maintenance. These talks stopped in 1983 as the proposed incorporation of Santa Clara and other urban transition issues created too much uncertainty to warrant the expense of time and effort. Eugene Fire has had informal discussions with Santa Clara Fire on its long-term status as a volunteer department.

4. Impacts of Annexation or Incorporation on Santa Clara Area Fire Districts

Santa Clara Fire and Lane RFD would be affected by annexations if the City of Eugene chooses to assume servicing responsibility for annexed areas, as discussed in the "Existing Policies" section. They would be affected by incorporation if the new City Council and city voters approved a withdrawal from their boundaries. Both districts would continue to exist after annexation or incorporation unless they decided to dissolve.

If either District's service boundaries were reduced, fewer properties would be assessed for operating and long-term costs, thereby requiring an increase in tax rates. Neither District is obligated to transfer property or divide assets if boundaries change, unless compensation is made. State law specifies that the assets of rural fire districts cannot be divided if the remaining portion of the District receives a less favorable fire insurance rating (refer to Appendix "A" for additional information on this subject).

5. Service to Areas Outside the Plan Area

Lane RFD and Santa Clara Fire provide fire protection and EMS facilities to a substantial amount of land outside the study area. Lane RFD serves industrial and commercial property along Prairie Road, which provides an adequate amount of assessments to the District. Santa Clara Fire serves land outside the urban growth boundary (UGB) which is in agricultural and rural residential use. The assessments on this land would probably not be adequate to maintain fire protection service if Eugene Fire or a new city began providing fire protection to parcels inside the UGB. If this occurs, the possibility of Lane RFD or Eugene Fire assuming responsibility for this area would be examined.

Findings

1. The River Road-Santa Clara plan area is served by Eugene and Santa Clara Fire and Lane RFD. Santa Clara Fire is the only one that has fire stations in the area. Lane RFD has a station just west of the plan area.
2. The long-term viability of complete volunteer staffing for the Lane RFD and Santa Clara Fire may be questionable.
3. All fire departments which serve the area have personnel and equipment which are adequate to meet present fire and life safety needs. Eugene Fire provides a higher level of service, as measured by the fire insurance rating and level of EMS facilities.
4. Lane RFD and Santa Clara Fire have contracts with the City of Eugene that provide for an orderly transition of service responsibility and funding as property is annexed.
5. The annexation or incorporation of Lane RFD or Santa Clara Fire territory within the Plan area would not require the Districts to divide property or transfer assets to a city. However, if a District dissolved its property and assets could be divided, no change in fire insurance ratings would result.
6. Annexation or incorporation will result in either no change to fire districts or smaller service areas with higher district tax rates.

Policies

1. As annexation occurs, Eugene shall provide for a level of fire and emergency services comparable to that received in the remainder of the city.
2. Land development patterns in the area shall accommodate the provision of fire and emergency services.
3. As annexations or incorporation occur in the area, maintain or enhance present response times and levels of service to non-annexed areas.

4. Area residents are concerned about maintaining fire protection to areas outside the study boundary. Service providers shall monitor the level of service provided to all areas.

Suggested Actions

- 1.1 Monitor the ability of all fire and emergency service providers to provide adequate service to annexed or incorporated areas.
- 1.2 As annexations occur in the area, the City of Eugene should begin examining potential sites for a fire station in the area south of Beltline.
- 2.1 In reviewing development requests, insure that adequate water facilities are available to provide fire protection.
- 2.2 Street layouts in new developments should facilitate emergency vehicle access, taking into account other transportation design considerations.

3.3 PUBLIC UTILITIES

Discussion of electrical and water distribution service is contained within this section. Other utilities, such as natural gas and telephone service, are not discussed because the companies delivering the services are private corporations. Three public bodies are involved in distribution of water and electricity in the River Road-Santa Clara area: 1) the Eugene Water and Electric Board (EWEB), 2) the River Road Water District, and 3) the Santa Clara Water District.

Electrical Service

Most of the River Road-Santa Clara area is within the service boundary of EWEB. This is one of a few areas in the metropolitan region where EWEB provides electrical service beyond Eugene's city limits. A small portion of northern Santa Clara is served by the Emerald People's Utility District (EPUD).

Four EWEB substations are located in the River Road-Santa Clara area: Prairie, Spring Creek, Santa Clara, and River Road. Only residential distribution facilities are located in the EPUD service area.

Water Service

The Santa Clara Water District and the River Road Water District, both operating as special purpose governments, provide water service in River Road-Santa Clara.

The Santa Clara Water District formed in 1956. Portions of the boundaries of the Santa Clara Water District: 1) extend outside the urban growth boundary, and 2) are near the Willamette River. The Santa Clara Water District currently contracts for all functions, e.g., water, distribution, administration, and street light maintenance with EWEB.

The River Road Water District was created in 1941. This District provides water service, street lighting, and fire protection to the River Road area. The District purchases water from EWEB but retains its own employees for billing and maintenance activities. The District owns its own street lights and contracts with EWEB for its maintenance.

EWEB sells water to this District. The District, in turn, distributes the water through its own system. The District also provides fire protection through a contract with the City of Eugene. Finally, the District, through a contract with EWEB, provides street lighting on selected streets within its service area. The River Road Water District is currently negotiating with EWEB to assume an operational role similar to that performed for the Santa Clara Water District.

Overall, the existence of River Road and Santa Clara Water Districts is addressed by Policy 5, page III-G-5, of the Metropolitan Plan, which calls for reduction in the number of existing special service districts. The incorporation of a new city would cause the extinguishment of the two special purpose districts. Consequently, the existing contracts between EWEB and the Districts for water supply/distribution would become void (one party to the contracts would no longer exist), and the responsibility for new contracts or other arrangements for water supply and distribution would shift to the new jurisdiction. If the entire area is annexed to Eugene, the water districts would extinguish and the responsibility for water supply and distribution would transfer to EWEB.

Findings

1. EWEB provides a majority of the electrical service to the River Road-Santa Clara area, with only a small portion of the area served by EPUD.
2. There are four EWEB substations located in River Road-Santa Clara.
3. EWEB has been providing services to the River Road-Santa Clara area since the River Road Water District was formed in 1941.
4. EWEB has provided water supply and storage for the River Road Water District.
5. In the Santa Clara area, EWEB has provided all water supply, storage, distribution, maintenance, and billing services for the Santa Clara Water District.
6. The acknowledged Metropolitan Plan calls for the reduction in the number of special service districts operating within the metropolitan area.
7. In the event of the incorporation of a new city and withdrawal of territory from the existing water districts, contracts between the affected water districts and EWEB would be void and responsibility for new contracts or other arrangements for water supply would shift to the new jurisdiction.

8. If the entire area is annexed, the existing water districts would be extinguished or their territory withdrawn, and responsibility for water supply/distribution would transfer to EWEB.

Policies

1. In accordance with the acknowledged Metropolitan Plan, special purpose water districts within the urban growth boundary ultimately shall be extinguished.
2. EWEB shall continue to provide electrical service to its existing service area unless a newly-incorporated city, working through the Public Utility Commission, obtains service from another utility.
3. In the event of incorporation of a new city, the new jurisdiction shall be responsible for ensuring uninterrupted delivery of water to the newly incorporated area.

3.4 LIBRARY SERVICE

Existing library service to the River Road-Santa Clara area is provided: 1) by direct service from the Lane County bookmobile, and 2) through access to the City of Eugene Library.

These library resources are made possible, in part, through a countywide library service levy first introduced in 1976. In a spring election in 1984, county voters reaffirmed their support for this service with the passage of the library serial levy for the next three years, with revenues to approximate \$1,530,000.

For Fiscal Year 1985-86, the distribution of funds will cover: 1) election costs, 2) Council of Librarians activities, 3) Lane County bookmobile services, and 4) library services provided by the seven incorporated cities and districts with public libraries. Distribution to cities and districts is based on the share of the levy paid by their residents. In Fiscal Year 1985-86, the City of Eugene received 40.89 percent of the levy remaining after election and council costs were paid.

Areas not located within a city or district with library services are served by the Lane County bookmobile. Revenues for this service come from serial levy taxes paid by residents outside the seven incorporated cities and districts with public libraries. The Lane County bookmobile serves the River Road-Santa Clara area every other Saturday:

For River Road, 9:30 to 11:30 a.m., at the corner of River Road and Howard.

For Santa Clara, Noon to 4 p.m., at the corner of River Road and Irving.

The bookmobile contains a mobile inventory of 4,000 books. Lane County Library Services maintains a total inventory of 18,000 books that are available to bookmobile patrons. Currently, 20 percent of the bookmobile's patrons come from the River Road-Santa Clara area.

Service to the area from the City of Eugene Library occurs in two ways: 1) the bookmobile service draws on other libraries, including Eugene's, through interlibrary loans for additional volumes requested by bookmobile patrons; and 2) River Road-Santa Clara residents can obtain a non-city resident library card for a user fee of \$35 per year or \$20 per six months for either a family or an individual.

The City of Eugene Library maintains an inventory of approximately 240,000 volumes. The library currently provides an estimated 2,000 library cards to River Road-Santa Clara residents. These cards are family cards, resulting in an estimated 4,600 users from the River Road-Santa Clara area, compared with 30,000 cards issued to Eugene residents. Eugene also operates a bookmobile service to areas within the City, a service which could be extended to the River Road/Santa Clara area if the area decides to annex to Eugene.

Future Library Services

Libraries are identified in the adopted Metropolitan Area General Plan as one of the services which shall be provided to urban areas within limitations imposed by demonstrated need and budgetary priorities. Two surveys were conducted during 1984 by the Lane County Library Services to determine residents' needs and preferences for library services. They consisted of a survey of bookmobile patrons and a random sample survey of registered voters in Lane County.

In the patron survey, River Road-Santa Clara expressed a preference for a countywide library card. The only other area to choose this option rather than the existing bookmobile service was the Bailey Hill area. This preference reflects the suburban orientation of patrons in these areas and their use of the existing services of the City of Eugene Library. An additional 17 percent of River Road-Santa Clara patrons expressed a preference for a branch library in their area, while the preference expressed by patrons surveyed countywide was the existing service provided by their libraries and the Lane County bookmobile.

River Road-Santa Clara residents would be extended full use of the City of Eugene Public Library upon annexation and full or partial refund of the non-city user fees would be considered. In addition, Eugene would extend its bookmobile service to sites currently served by the Lane County bookmobile.

Findings

1. River Road-Santa Clara residents are currently served by the Lane County bookmobile and constitute 20 percent of the bookmobile patrons.
2. Nearly 20 percent of River Road-Santa Clara residents also make use of the City of Eugene Public Library by paying non-resident user fees.

3. River Road-Santa Clara residents will have full use of the City of Eugene Public Library upon annexation and may receive full or partial refund of current non-resident user fees.
4. Bookmobile service provided by the Eugene Public Library would be extended to the River Road-Santa Clara area upon annexation to cover service formerly provided by the Lane County bookmobile.
5. In the event of incorporation, Lane County Library Services would continue its current level of service to the River Road-Santa Clara area.

Policies

1. As annexation occurs, Eugene shall immediately make available library service equal to that received by the remainder of the city.
2. Any new city formed in the area shall provide a level of library service equal to or better than currently provided to the area through the Lane County bookmobile.

3.5 SOLID WASTE SERVICE

The River Road-Santa Clara area receives solid waste collection service through private contractors. In addition, residents/property owners can make use of the 12 Lane County solid waste transfer sites and six sanitary landfills. However, the Glenwood transfer site, located at 3100 East 17th in Eugene, is closest to the area and is used by the majority of River Road-Santa Clara residents and property owners. Because of required travel distance (about ten miles), the Glenwood site can be inconvenient for area residents. The next closest solid waste site is located at Franklin, which is about 12 miles to the northwest in the Cheshire area.

The State Environmental Quality Commission (EQC) and the Environmental Protection Agency (EPA) have identified the metropolitan area as an Air Quality Maintenance Area (AQMA), an area which has the potential for being in non-compliance with air quality standards. For instance, the metropolitan area is in non-attainment for federal standards regarding particulate matter, and open burning contributes particulate matter to the airshed. While the City of Eugene prohibits outdoor burning, it is presently permitted in the River Road-Santa Clara area on a limited basis. Burning is permitted during a certain period of the year and, within that period, "burn days" (days within the burn period which meet certain standards) are designated by the Lane Regional Air Pollution Authority (L-RAPA) and EQC. However, materials which emit high levels of smoke as a result of burning are prohibited from disposal by this method. Only yard trimmings can be disposed of by this method.

Outdoor residential burning is controlled in the area through a permit system. Permits are issued through the agency that provides fire protection to the area, which can be either the Eugene Fire and Emergency Services Department, the Santa Clara Rural Fire Department, or the Lane Rural Fire Protection District.

Commercial and industrial burns are prohibited, while agricultural burning is controlled by another set of State Department of Environmental Quality (DEQ) regulations.

Disposal of certain types of refuse, e.g., leaves, could be handled through alternatives to burning, such as composting or public leaf pick-up programs like those currently in use in the City of Eugene.

The combination of private refuse collection, public solid waste disposal sites, and the ability to burn certain types of refuse (tree trimmings, brush, etc.) provides a highly flexible system of solid waste disposal for the River Road-Santa Clara area.

Findings

1. The River Road-Santa Clara area has the ability to dispose of solid waste through refuse collectors, use of public solid waste transfer sites, and burning (allowed by permits) of certain types of materials.
2. There is no current plan to provide a solid waste transfer station in the western portion of the metropolitan area.
3. The Glenwood Solid Waste Transfer Site is closest to the River Road-Santa Clara area.
4. The Eugene-Springfield metropolitan area is designated as an Air Quality Maintenance Area (AQMA) by the Environmental Quality Commission (EQC).
5. In response to air quality problems in the metropolitan area, the City of Eugene bans outdoor burning of refuse.
6. Outdoor burning of certain types of materials in River Road-Santa Clara is allowed through a permit system.
7. In River Road-Santa Clara, outdoor burning is an important means of disposal for materials such as brush and tree trimmings.
8. In order to maintain and improve air quality standards, the Lane Regional Air Pollution Authority indicates that a prohibition of outdoor burning should be applied in the River Road-Santa Clara area as soon as possible.

Policies

1. If a transfer site in the western portion of the metropolitan area is desired, a cost-benefit analysis shall be conducted to determine its effectiveness before any siting plans are considered.
2. If a major annexation of River Road-Santa Clara to the City of Eugene occurs, a "phase-in" of outdoor burning prohibitions shall occur.

3. Upon annexation, the City of Eugene shall phase-in a leaf pick-up program and chipper service in River Road-Santa Clara.
4. In the event of an incorporation, the new jurisdiction shall consider developing outdoor burning prohibitions and a leaf pick-up program and chipper service.

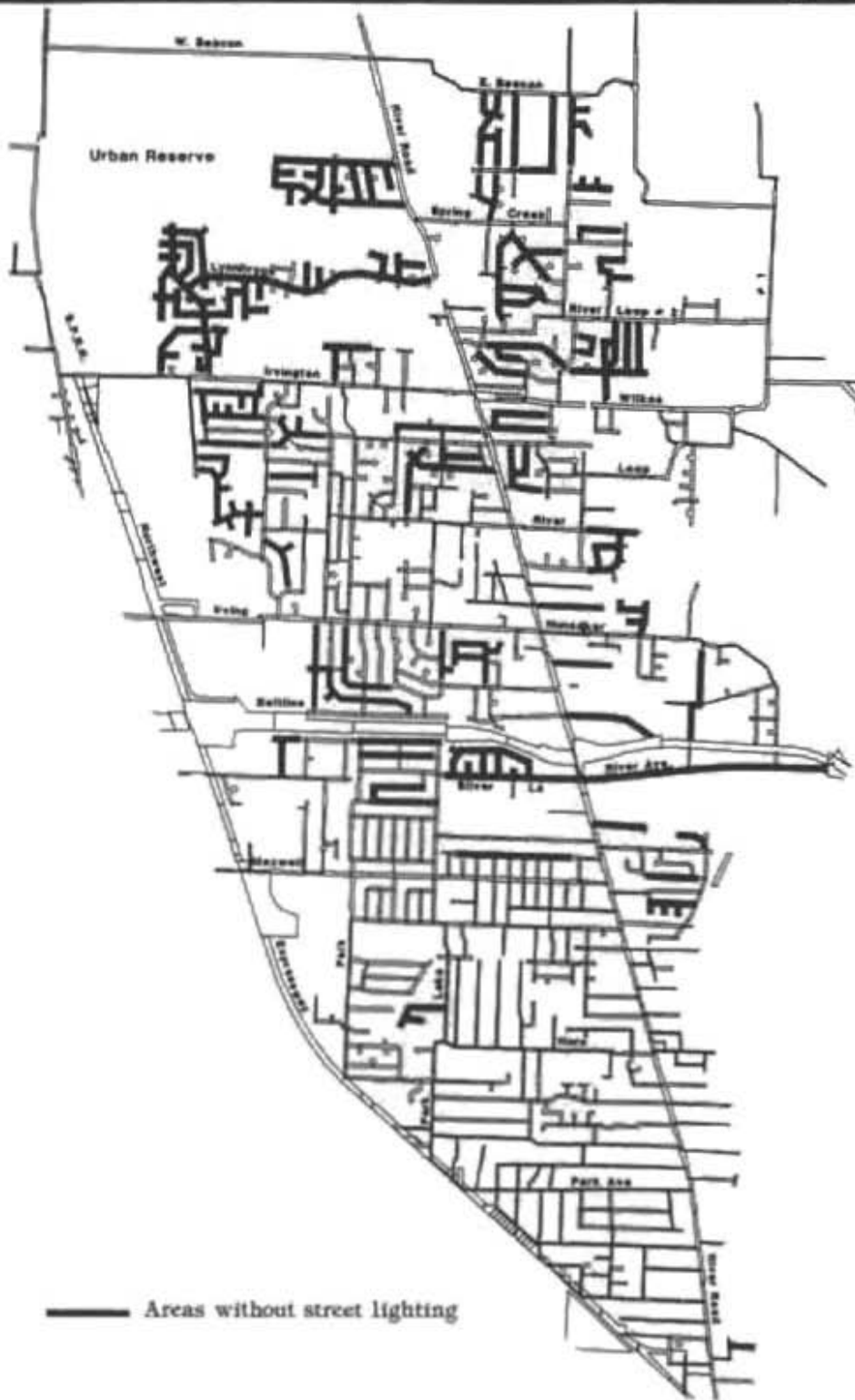
3.6 STREET LIGHTING

The street lights in the River Road-Santa Clara area are owned by the River Road Water District (RRWD) and the Santa Clara Water District (SCWD), respectively. Both Water Districts contract with EWEB for installation and maintenance of street lights in their respective service areas. Lane County and the City of Eugene own and maintain street lights related to major arterials within their respective jurisdictions. The River Road Park and Recreation District leases the area lights located in Emerald Park from EWEB. EWEB provides maintenance in exchange for the lease fee. Refer to the map on the following page for a general distribution of street lights in River Road-Santa Clara. The street lights in the River Road-Santa Clara area were converted to energy-efficient high pressure sodium by EWEB during FY 1982-83 at the request of the two Water Districts. The conversion was made as part of a Bonneville Power Administration grant.

Within the City of Eugene, the policy for installing new street lights is based on safety considerations and available funding. Installation of street lights is funded in the City's operating budget from general fund revenues. Priority areas for street light installation are identified through various methods. Neighborhood groups, Public Works Department staff, and individuals can initiate requests for installation of new lighting. After a request for new street lighting is received, a study is made of the area to determine need and set priorities. The study includes such issues as identification of properties affected by the proposed lighting, identification of existing lighting in the area, and determination of the availability of power sources and poles to support the lights. Lighting priorities are determined primarily by traffic safety issues. Locations with a high potential for traffic conflicts or streets with high volumes of traffic would have high traffic safety priority. Normally, these conditions would be found at street intersections or on arterials. Areas with high nighttime pedestrian use also have a high priority. Additionally, areas with a high crime rate are given some priority preference. Lighting installations in new subdivisions are usually delayed until the development is substantially completed. Lighting requests are kept on file, and this information is used to develop street lighting projects.

When funding for street light projects becomes available, lighting requests are included in the project in the order of priority established by the lighting studies. A letter is sent to each property owner affected by a proposed lighting installation. If any property owner objects to the proposed street light, further contact is made by City staff to propose alternatives or possible alterations. If there is opposition to the installation and there are no serious traffic safety issues involved, the City may choose not to install the light.

Street Lighting



February 1986

River Road-Santa Clara
Urban Facilities Plan



The RRWD Board reviews requests for street light installation that they receive through neighborhood petitions. All petitions are considered by the District Board. The Board uses only traffic safety criteria to determine whether a request for street light installation will be granted. Funding for street light installation is generated by levying a street lighting fee which covers operation and maintenance, cost of electricity, and capital installation.

The SCWD Board reviews requests for street light installation that it receives through neighborhood petitions. Eighty percent of the residents on a street must sign a petition in order for it to be considered by the District Board. Very rarely are any requests for new street lights denied. There appears to be no backlog of requested lights. The SCWD funds street light installation with a percentage of the revenues received from user fees.

The City of Eugene does not install or maintain street lights outside its city limits. However, as annexations occur, Eugene assumes ownership of street lights and maintenance responsibility.

Issues and Concerns

River Road-Santa Clara residents are interested in maintaining SCWD's current policy on prioritizing street light installation upon annexation to the City of Eugene.

Findings

1. The RRWD, SCWD, and the City of Eugene own the street lights within their respective jurisdictions. Lane County owns street lights along some major arterials.
2. Emerald Park leases the street lights located on Emerald Park property from EWEB.
3. The RRWD and SCWD contract with EWEB for installation and maintenance of street lights in the RRWD and SCWD service areas.
4. Street lights in the RRWD and SCWD service areas are energy-efficient high-pressure sodium.
5. The City of Eugene does not presently install or maintain street lights outside city limits.
6. If annexation or incorporation occurs, the SCWD would retain ownership of its street lights until such time as the annexed or incorporated area is withdrawn and transferred to the City of Eugene or the new city.

Policies

1. Any new city formed in the area shall provide a level of street light installation and maintenance equal to or better than currently provided to the area through EWEB.

3.7 SCHOOLS

The study area includes portions of three school districts: Eugene 4J, Bethel-Danebo 52, and Junction City 69. The Eugene School District contains the largest area and consequently the most students. Located within the Eugene District are the following schools: Elementary--Awbrey Park, Spring Creek, Santa Clara, Howard, and River Road; Middle School--Kelly and Madison; and Senior High--North Eugene. Silver Lea Elementary School was closed in 1983 due to low enrollment, and is still owned by the District. Within the Bethel-Danebo District, Irving Elementary School serves students from within the study area and as far away as Alvadore. Students from the study area are bussed to Shasta Middle School or Cascade Middle School, and to Willamette High School. The Junction City School District serves a small area south of Beacon Drive, generally between River Road and Prairie Road. Students from that area are bussed to Junction City. Presently, there are no students from the area attending Junction City schools. Refer to the School District Map for District boundaries and school locations.

Attendance

Within the study area, approximately 4200 students attend Eugene 4J Schools. Irving Elementary School currently has about 246 students, many of whom are bussed to the school from outside the study area.

The recent trend for Eugene District 4J as a whole has been one of steady decline in overall enrollment. It is expected that this trend will continue in the near future. A reversal of the trend is expected during school year 1988-89. Including Silver Lea School, District 4J elementary schools within the study area are currently operating at a 58 percent occupancy rate. The middle schools and senior high school have an occupancy rate of 66 and 69 percent, respectively. The schools have a capacity for about 6500 students. Certainly, sufficient space is available for increased enrollment. Besides the unused Silver Lea School, the District does own a parcel on the north side of Wilkes Drive which would be available for possible expansion.

Bethel-Danebo District 52 expects a steady increase of students at Irving Elementary School. With a capacity of 290, it has additional space available for the near future. Shasta Middle School has a capacity of about 500 students and has a current enrollment of 461. Willamette High School has a capacity of 1500 and a current enrollment of 911. All districts adjust attendance boundaries in order to balance attendance, depending on vacancies of various schools.

In addition to serving the educational needs of the community, schools and school grounds also provide facilities for recreational and other educational opportunities. For example, School District 4J permits youth sport groups to utilize its playgrounds and gymnasiums for soccer, volleyball, and basketball leagues. Community schools are currently located in Madison and Kelly Middle Schools for child and adult evening classes. The schools are cooperative, interagency facilities, with costs shared by various groups. In the City of Eugene, the City helps defray some of the costs. Next year, Awbrey Park School is scheduled for a

community school. These accommodations appear to add to the overall identity of neighborhoods and aid in improving the quality of life for local residents, especially in light of the lack of park land in the Santa Clara area.

Location Characteristics and Safety

Within District 4J, attendance areas for all schools cross River Road. Santa Clara Elementary is located on River Road adjacent to a commercial area. Otherwise, all other schools are located in residential areas. Crossing River Road creates hazards for students and the traveling public. Also, Beltline Road creates a physical barrier to north-south movements. District 4J indicates no auto-pedestrian accidents in the recent past. The District does not provide street crossing guards, but parents of Awbrey Park students are voluntarily providing that service at the intersection of River Road and Spring Creek Drive. Other concerns and hazards are created by a variety of situations, such as lack of observance of traffic laws, substandard street and sidewalk improvements, and lack of public safety enforcement. Areas of concern include the intersections of Grove and Maxwell Streets, River Road and Wilkes, River Road and Hunsaker, and River Road and Hilliard Street.

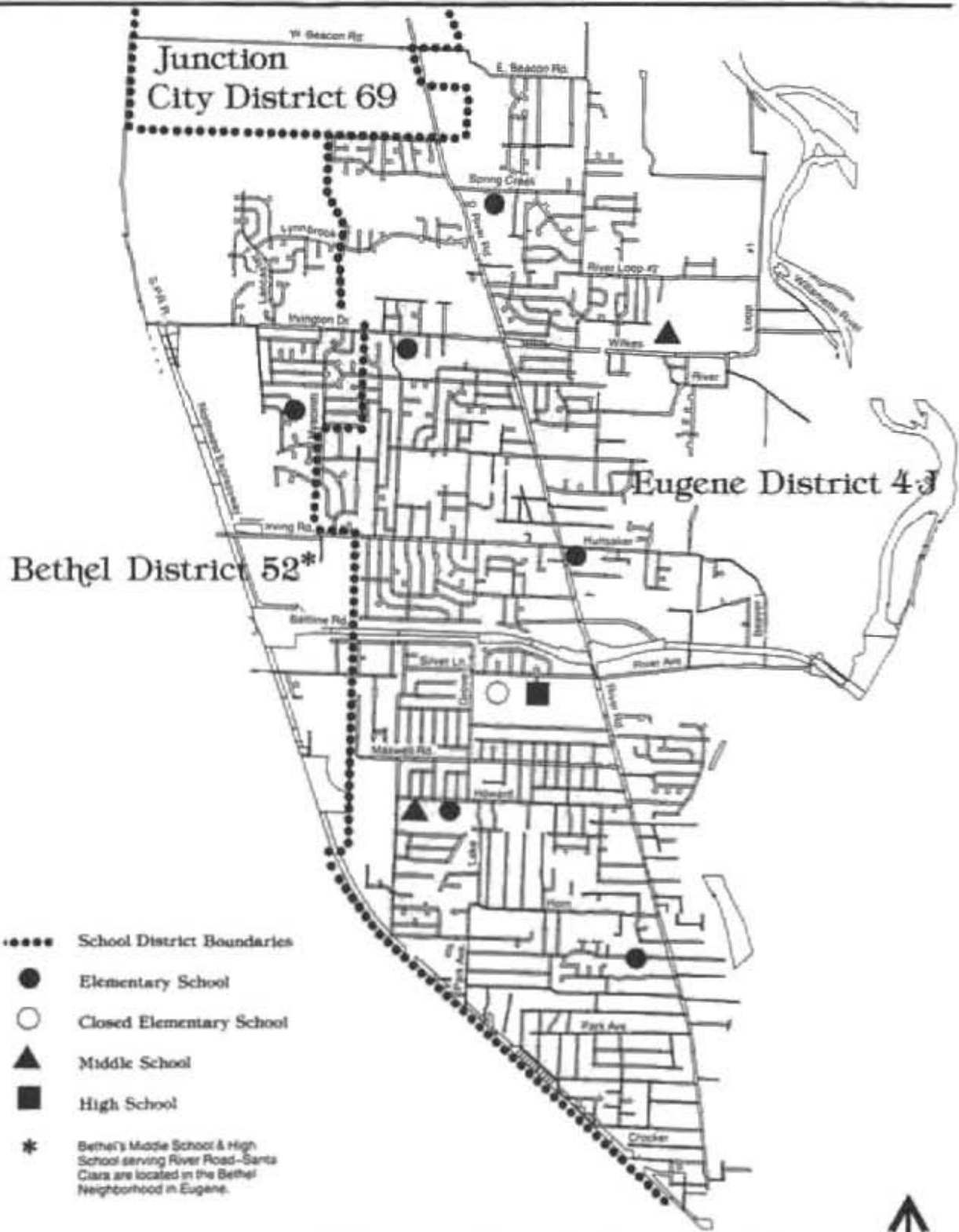
District Boundaries

As noted above, the area is served by three school districts (see map), and students attend schools both within and outside the study area. For land use and servicing purposes, the study area has been viewed as a relatively cohesive area. Policy #1, page III-G-5, of the Metropolitan Plan, encourages the adjustment of district boundaries where a single, otherwise internally cohesive area is divided into more than one school district. Certain economies can no doubt be achieved by adjusting District boundaries, and dialogue between districts should be encouraged. Realignment of school district boundaries is the responsibility of the Educational Service District and would only occur if affected districts approved. School district boundaries do not appear to be affected by other municipal service decisions. School districts can and do operate independent of municipal governments.

Findings

1. The River Road-Santa Clara area is served by three school districts: Eugene 4J, Bethel-Danebo 52, and Junction City 69.
2. A total of seven elementary schools, two middle schools, and one senior high school are located within the study area. In the Bethel District, middle school and high school students attend schools outside the study area; otherwise, students attend schools in their respective neighborhoods.
3. Silver Lea Elementary school was closed in 1983 due to low enrollment.
4. All schools have sufficient capacity to meet enrollment needs in the near future.

School Districts



February 1986

River Road-Santa Clara 
 Urban Facilities Plan 

5. School district boundaries can be adjusted. The Metropolitan Plan encourages adjusting boundaries where a single, otherwise internally cohesive area is divided by school districts.
6. Student safety hazards are created by a variety of conditions, such as lack of observance of traffic laws, substandard street and sidewalk improvements, and lack of public safety enforcement.
7. School grounds and facilities are used for other activities, i.e. sports and evening classes.

Policies

1. Future road improvements providing sidewalks and bicycle lanes shall consider safety needs of students, especially at intersections near schools and along busy streets.
2. School districts are encouraged to examine district boundaries in light of servicing economies, especially bussing, and their effect on maintaining a cohesive community identity.
3. Encourage the continued multiple use of school facilities.

3.8 POLICE PROTECTION

The River Road-Santa Clara area is served and patrolled by the Lane County Sheriff's Department, the Oregon State Police and, in areas annexed to the City of Eugene, by the Eugene Police Department (EPD).

The Sheriff's Department patrols the area five days a week, from Thursday through Monday, during the hours of 11:00 a.m. to 7:00 p.m. There are generally two patrol cars serving this part of northern Lane County, with the possibility of increased service in the future. Lane County provides sheriff patrol to the areas outside the cities only to the extent allowed by the Sheriff's budget. Historically, Lane County has provided a level of service higher than is presently offered. In the last few years, the level of service has ranged from no patrol to limited patrol. Neighborhood Watch programs exist in both the River Road and Santa Clara areas, with many area residents actively involved.

The Oregon State Police patrol the area outside the city limits with one, and sometimes two, patrol cars, depending on the day and schedule. They patrol 24 hours a day, seven days a week. If there is an emergency, the State Police will respond if called or if the Sheriff's Department or EPD transfer a call to them.

The EPD patrols those areas in River Road-Santa Clara that are in the Eugene city limits, including the shopping centers just north and south of Beltline and the part of River Road that was recently annexed to Eugene. Tiels Market is the visual stopping point for EPD patrols in the River Road area. The two areas mentioned above are combined with abutting portions of Eugene to form complete patrol districts. The EPD will respond in an emergency if requested by either the Oregon State Police or Lane County Sheriff's Department.

The EPD will provide patrol and other police services to areas that annex to Eugene. If a new city is incorporated, it would either provide its own police services or could contract with the County Sheriff's Department to provide police services. As new development occurs as a result of annexation or incorporation, additional police services will be needed in the Plan area.

Findings

1. The Eugene Police Department, Oregon State Police, and Lane County Sheriff's Department all patrol portions of River Road-Santa Clara.
2. The Eugene Police Department patrols only those areas within the Eugene city limits. A more intensive level of police services is provided to those portions of the Plan area that are presently annexed to Eugene.
3. The Oregon State Police patrols areas outside the Eugene city limits on a 24-hour basis.
4. Neighborhood Watch programs are active in both the River Road and Santa Clara areas.
5. The overall level of police protection that is currently being received by the unincorporated portions of the Plan area is substantially below historical levels.

Policies

1. As annexation occurs, Eugene shall provide for a level of police service comparable to that received in the remainder of the City.
2. The residents of unincorporated portions of the Plan area should work closely with Lane County to ensure adequate police protection for their areas.

Suggested Actions

- 3.1 Residents should continue the use of Neighborhood Watch programs and other forms of low-cost assistance to public safety agencies.

3.9 PARK AND RECREATION SERVICE

The River Road Park and Recreation District generally serves most of the River Road area south of Beltline. The District was formed in 1954 and operates the River Road Park and Senior Center at Emerald Park. The park area is 9.7 acres in size and includes a swimming pool, wading pool, fitness center, spas, picnic shelter, and playground area. The District has the following staff:

- 12 full-time
- 4 permanent part-time hourly
- 30-40 part-time hourly (depending on time of year)
- 20-25 contractual (depending on time of year)

The City of Eugene owns approximately 67 acres of park land along the west bank of the Willamette River. A bikepath follows the course of the river, beginning at the Greenway Bike Bridge near Valley River Center and continuing to a point south of Beltline. The Owosso Bike Bridge provides a crossing at this location. The Razor Park sports fields, located in the east River Road area, are not yet completed.

There is a general lack of park and recreation facilities in the Santa Clara area (see Table 1). Neighborhood parks provide a focus for neighborhood social, recreational, and fitness activities within the neighborhood area to be served. Neighborhood parks are typically from 2.5 to 15 acres in size. Lane County owns Awbrey Park, a five-acre (neighborhood) park located in Santa Clara. The park contains picnic facilities and a playground area. Two boat landings are also county-owned. Hileman Landing, an 85-acre area, is located at the terminus of Hileman Lane on both sides of the Willamette River just north of Big Island. Whitely Landing (known locally as Chapman Landing) is only two acres in size and is located at the terminus of Chapman Drive. There is also a privately-owned golf course in the Santa Clara area--Eagles on the Green.

Spring Creek and Flat Creek are small drainage channels located in northwest Santa Clara. These and other sloughs may serve as potential open space corridors. All have negligible water flow, except during heavy rain. There is a pond located adjacent to the Northwest Expressway, in an area where gravel excavation once took place. Schools in the area provide some facilities for recreational opportunities. For example, School District 4J permits youth sport groups and the River Road Park and Recreation District to utilize school facilities for their respective programs.

TABLE 3.1
EXISTING PARK ACRES
IN RIVER ROAD-SANTA CLARA

<u>Population</u>	<u>Existing Park Acres</u>	<u>NRPA Standards</u>	<u>Eugene Standards</u>	<u>Deficit Acres</u>
<u>River Road</u> 11,000	76	110	165	34-89
<u>Santa Clara</u> 14,228	9	142	213	133-204

Source: Lane Council of Governments, Geographic Data Base, 1985.

Potential Parkland Acquisition Areas

There are several areas that may be appropriate as future recreation sites in River Road-Santa Clara. These areas are currently under a variety of ownerships, including Lane County, School District 4J, and the City of Eugene.

Lane County

Excess Northwest Expressway right-of-way, including the borrow pits immediately south of Maxwell Road

School District 4J

Beacon Drive (14 acres) site just outside the urban growth boundary in northeast Santa Clara, presently in limited agricultural use

Admiral Street (15 acres) site south of Wilkes Drive, presently in limited agricultural use

Silver Lea Elementary School open space area

City of Eugene

Wastewater Treatment Plant--the portion of the site fronting the River

Miscellaneous Land (in private ownership)

Land adjacent to Awbrey Park

Land adjacent to Madison Middle School, presently in agricultural use

Willamette Greenway--acquisition of lands adjacent to the River north of Beltline

Sand and Gravel Extraction Areas--long-term recreational potential following reclamation

Open space along the east side of the Northwest Expressway

Transfer of Services

The River Road Park and Recreation District and the City of Eugene have had discussions regarding operation of Park District facilities if the District is dissolved by annexation of its territory to the City of Eugene. If annexation occurs, ORS 222.510 provides that the District would be extinguished and the City would assume its liabilities, assets, obligations, and functions.

The River Road Park and Recreation District and the City of Eugene have entered into two intergovernmental agreements which specify the process

of transition from district to city operation of the park and recreation service.

The first agreement provides for in-lieu-of tax payments from the City of Eugene to the District for small incremental annexations which affect the District. These payments are intended to compensate the District for any loss in assessed value and to allow annexed River Road area residents to continue receiving services at their community park.

The second agreement provides for the transition of Park District facilities and staff if the area annexes to Eugene. The major provisions of this agreement are as follows:

- A three-year transition period in the event of annexation, with the Park Board serving as the transition committee or appointing members to it
- Budgets for the three-year period would be adjusted upward or downward at the same rate as any increase or decrease in the City's general fund
- The cash carryover remaining at the end of the fiscal year in which annexation occurs would be put in a trust fund and could only be spent at Emerald Park within two years
- The City of Eugene agrees to maintain, for the foreseeable future, all the equipment and fixtures existing at the time of annexation
- The City agrees that all employees of the District would become city employees, and all, except the superintendent and one or two clerical employees, are guaranteed to be allowed to remain at the Emerald Park facility if they elect to do so during the three-year transition period.

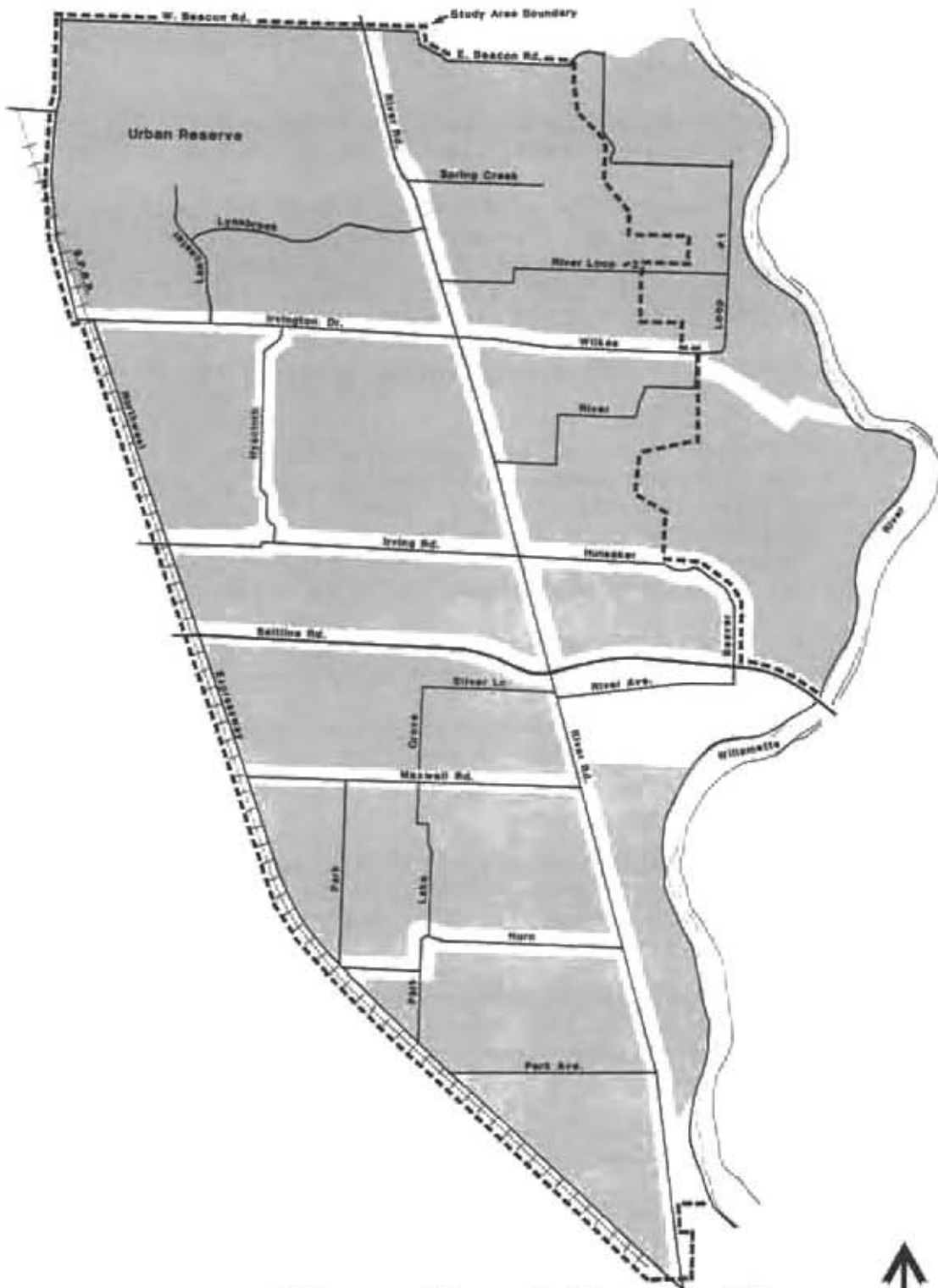
This agreement provides assurances that the existing level of staffing and services will be continued. The City has also agreed to amend its Parks and Recreation Master Plan to include the River Road area and to continue to develop and expand park and recreation programs and facilities in the River Road area.

It is uncertain what type of park and recreation services would be provided to the River Road-Santa Clara area if a new city were to incorporate. The map on the following page depicts park planning subareas that may be utilized in developing a park master plan for the area if annexation occurs.



Findings


1. River Road Park and Recreation District operates the Emerald Park facility, which generally serves the area south of Beltline.

Park Subareas



August 1985

River Road-Santa Clara 
Urban Facilities Plan 



Environmental
Design Element

4.0 INTRODUCTION

The Environmental Design Element of the River Road-Santa Clara Urban Facilities Plan is intended to provide policy direction which will guide public decisions concerning environmental conditions in River Road-Santa Clara. This element addresses issues which affect the environment of the area, and ultimately its quality of life (refer to Design Elements Map).

The River Road-Santa Clara area provides a unique environment which is comprised of a series of natural and constructed elements which the residents value. Among these elements are: the significant number of street trees and other vegetation in the area; the series of vegetated sloughs that meander through it; the area's proximity to the Willamette River and the indigenous wildlife living along its banks; and the diversity introduced by truck farms, orchards, and other agricultural activities. Furthermore, some features in the area, like the Willamette River on the east and the Northwest Expressway-Southern Pacific Railroad on the west, form clear boundaries and help to define the area. Like other portions of the metropolitan area, the environmental conditions in River Road-Santa Clara will be an important component in the growth of the community and the entire metropolitan area.

Many of the issues addressed in this element of the plan are also addressed in other elements. For example, the vegetated sloughs are identified here as an important environmental resource for the area (see Storm Drainage Map in Section 3.1 of the Public Facilities and Services Element). They have also been identified as significant area features in discussions on Storm Sewer/Drainage and as potential open space corridors in the Park and Recreation Service section of the Public Facilities and Services Element.

4.1 RELATIONSHIP OF THE AREA TO THE RAILROAD

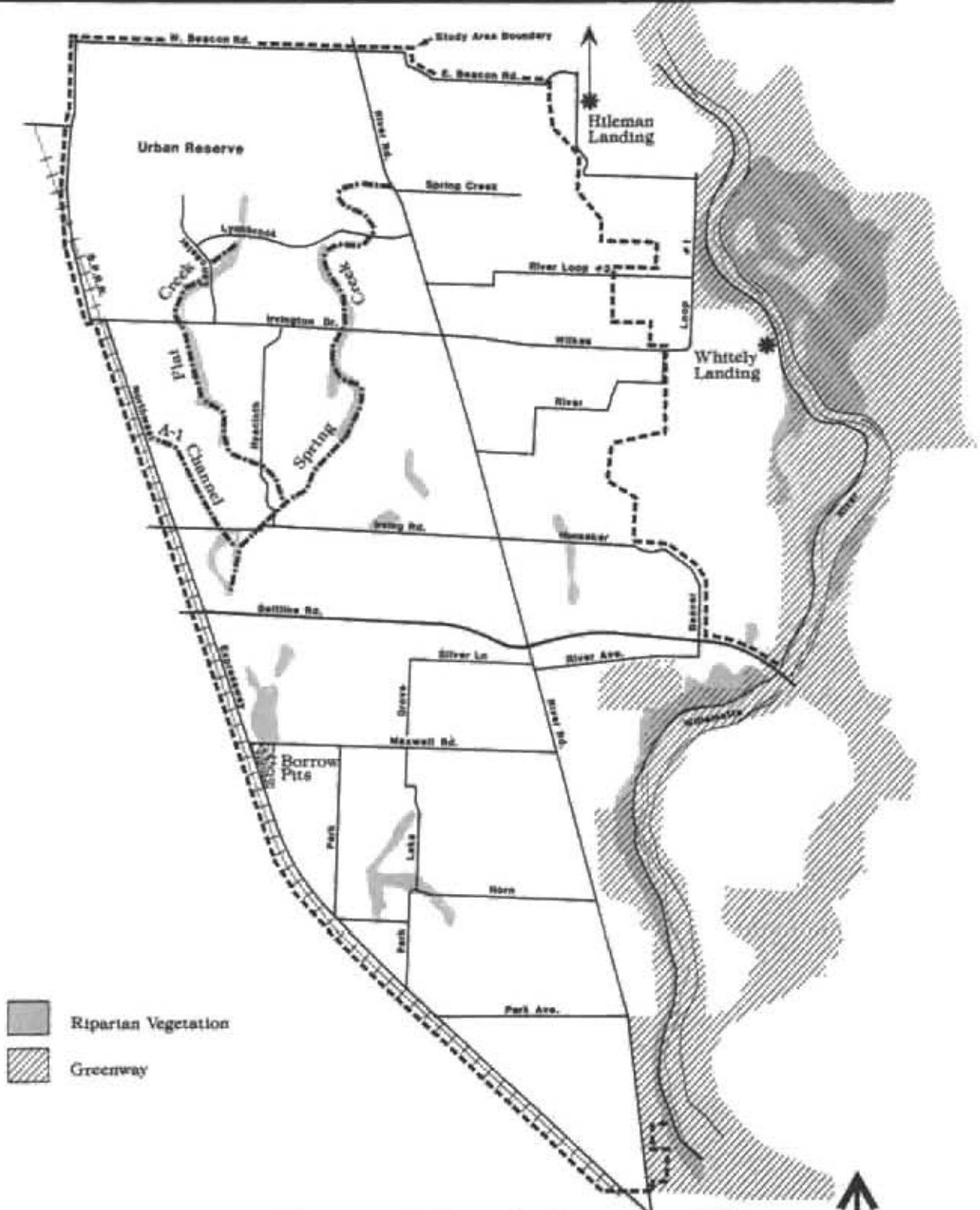
Findings

1. The Northwest Expressway and the Southern Pacific Railroad create noise and visual impacts on adjacent development.
2. Trees along the Northwest Expressway can provide a visual barrier between the Southern Pacific Railroad and residential portions of River Road-Santa Clara.
3. The Southern Pacific Railroad and local fire departments have plans and procedures in place to deal with spills of toxic materials.

Policies

1. New residential development taking place in areas adjacent to the Northwest Expressway and the Southern Pacific Railroad shall be designed so as to minimize noise and visual impacts generated by these facilities.

Design Elements



- Riparian Vegetation
- Greenway

August 1985

River Road-Santa Clara ↑ Urban Facilities Plan



2. Examine the possibility of providing landscaping and a noise barrier along the east side of the Northwest Expressway as a means of buffering adjacent residential areas.

Suggested Actions

- 1.1 Apply the site review subdistrict to large, vacant parcels adjacent to the Northwest Expressway.
- 1.2 Review site plans for all residential development located in the vicinity of the Northwest Expressway to encourage the following:
 - a. Minimize noise impacts through the use of such techniques as solid noise walls, building setbacks, earth berms, and construction techniques
 - b. Provide landscaping as a visual buffer from highways and rail lines.

4.2 URBAN/AGRICULTURAL FRINGE AREAS

Findings

1. Agricultural operations abut existing residential areas.
2. Agricultural operations and adjacent residential development are sometimes mutually incompatible.
3. Agricultural operations often provide habitat for animals which are a nuisance to areas developed at urban densities.
4. Agricultural operations often use sprays and create dust which impact residential areas.
5. Both Lane County and City of Eugene zoning ordinances provide for operating farms in Agricultural zoning districts.
6. Portions of Santa Clara are currently zoned AGT (Agricultural) through Lane County's zoning ordinance.
7. In the event of annexation to Eugene, the City's AG, Agricultural Zoning District, could be applied to appropriate portions of River Road-Santa Clara.
8. Provisions governing the keeping of animals are generally equivalent to Lane County's and Eugene's zoning ordinances.
9. Policy 9, page III-C-8, of the Metropolitan Plan, directs that efforts be made to "examine ways of buffering and protecting agricultural lands on the urban fringe from the effects of urban development."

10. There is no vector control in River Road-Santa Clara. This is a source of concern for residents due to the presence of open drainage ditches.

Policies

1. Residential developments shall be designed to minimize potential conflicts with adjacent agricultural operations.
2. In the event of annexation or incorporation, agricultural zoning shall be maintained on land to which it is currently applied until the property is needed for urban levels of development.

Suggested Action

- 1.1 Potential techniques to be used during subdivision or partition review include setbacks from existing agricultural activities.

4.3 REUSE OF BORROW PITS AT MAXWELL AND NORTHWEST EXPRESSWAY

Findings

1. The existing gravel pits at Maxwell and the Northwest Expressway are owned by Lane County and provide a future recreational opportunity.

Policies

1. Lane County shall investigate the possibility of developing the Maxwell gravel pits for recreational use or open space.

4.4 STREET TREES

Findings

1. Street trees are an important element of the environmental character of River Road-Santa Clara.
2. Street trees exist along some streets in the area.
3. There is no coordinated street tree program in River Road-Santa Clara.

Policies

1. Implement policy 1-11 of the TransPlan. This policy states: "Provide landscaping on street construction or reconstruction projects."
2. Encourage street tree planting in the study area.

Suggested Actions

- 1.1 Provide landscaping as part of all street construction or reconstruction in the River Road-Santa Clara area. Particular

emphasis should be placed on the planting, preservation, or replacement of street trees when appropriate locations exist. Landscaped areas, in median strips, shall be adequately maintained by the responsible jurisdiction.

- 2.1 Review all site plans for new development to encourage the planting of street trees.

4.5 SIGNS/UTILITIES

Findings

1. Lane County does not have an ordinance governing the size of on-premise signing.
2. Eugene's sign ordinance will be in effect in areas which are annexed to the City.
3. In the event of annexation, signs which do not conform to pertinent district standards would be placed on an amortization schedule.
4. Signing characteristics have an effect on the visual environment.
5. Use of underground utilities can have a positive visual impact on an area.
6. Underground utilities can be installed with the least financial impact in new developments.

Policies

1. In the event of annexation or incorporation, a sign ordinance comparable to the City of Eugene's shall be applied to the River Road-Santa Clara area.
2. With the exception of high voltage transmission lines, require the installation of underground utilities in developing areas.
3. Landscape buffers shall be provided for power substations in the study area by the responsible utility.

Suggested Actions

- 2.1 Review all site plans for new developments to require the installation of underground utilities.

4.6 HISTORIC STRUCTURES

Findings

1. There is no detailed inventory to assist in determining if there are historic structures in River Road-Santa Clara.

2. Upon annexation, areas are included in an historic structures survey as part of Eugene's overall historic preservation program.

Policies

1. Inventory structures, landmarks, sites, and areas of cultural, historic, or archaeological significance.
2. Encourage the preservation and restoration of structures, landmarks, sites, and areas of cultural, historic, or archaeological significance.

4.7 HOME OCCUPATIONS

Findings

1. There are a variety of home occupations, i.e. operating businesses in a home, in River Road-Santa Clara, and these businesses are important to the community's economy.
2. Regulations governing operations and signing of home occupations are generally equivalent in Lane County and the City of Eugene.

Policies

1. Continue to allow and regulate home occupations.

4.8 RIVER ACCESS

Findings

1. Public access to the Willamette River is an important part of the environmental character of River Road-Santa Clara and is consistent with Statewide Goal 15, Willamette Greenway.
2. Hileman and Whitely landings are two important river access points.
3. Development of recreational facilities at Hileman and Whitely landings would make both areas more useable to the general public.

Policies

1. Increased public access to the Willamette River shall be a high priority in recreation land acquisition.
2. Lane County shall be strongly encouraged to develop improved recreational facilities at Hileman and Whitely landings.

Suggested Actions

- 1.1 Improve access to the Willamette River on the west side of the Beltline Bridge for recreational use.

4.9 VEGETATED SLOUGHS

Findings

1. The series of vegetated sloughs and drainage ways, including the "F" Channel, "A" Channel, Willamette Sloughs, and Spring Creek, make a significant contribution to the the environmental character of River Road-Santa Clara by providing wildlife habitat and by serving as scenic resources.
2. Development occurring along drainageways and sloughs can occur in a manner which protects these environmental resources.
3. The spring which originally fed Spring Creek has been filled-in.
4. Some portions of the Willamette's sloughs have been blocked.
5. Improvement in the water quality and flow of some sloughs is an important part of maintaining them as positive environmental elements of the community.

Policies

1. During the development of a comprehensive drainage plan, existing vegetated sloughs shall be evaluated and mapped to establish those sections considered to be significant environmental resources for the plan area.
2. Future development along vegetated sloughs shall be reviewed to determine additional requirements, if any, to maintain and improve the sloughs as environmental assets.

Suggested Actions

- 2.1 Apply a Site Review district to appropriate areas along Amazon Creek, Spring Creek, Flat Creek, and the Willamette Sloughs, once a comprehensive drainage plan has identified which portions of the sloughs are to be retained and improved.
- 2.2 Site Review conditions should recognize both scenic and wildlife characteristics of the area.



Transportation Element

5.0 INTRODUCTION

This section contains an inventory of existing transportation facilities and services in the River Road-Santa Clara area. Also, it considers area transportation policies and plans that pertain to the study area.

5.1 BACKGROUND AND PROCESS

In January and February 1984, the CAT identified several transportation issues important to the area. These issues were based on the experience of area residents and the review of the 1977 River Road Community Needs Survey. The following issues have not been prioritized:

- River Road widening and improvements
- Traffic safety and congestion associated with River Road
- Bike path access and circulation
- Pedestrian access and safety near schools and major activity areas
- Adequacy of transit and alternative transportation modes in the area
- Excess traffic on residential streets
- Connection between Beaver Street extension at Wilkes Drive and River Loop #2
- Need for Beltline bridge widening
- Access from Maxwell Road to the Northwest Expressway
- Need for railroad overpass at Irving Road
- Maintenance responsibility for county roads

These issues encompass two levels of transportation planning. Transportation facilities and services that serve the larger community are included on one level. Examples of regional transportation planning involved in the above list of issues would include River Road widening, the Beaver Street extension, and area transit facilities and services. Generally, this level of transportation planning has been considered in the metropolitan transportation plan, formerly the Eugene-Springfield Area 2000 Transportation Plan and now known as the Eugene-Springfield Metropolitan Area Transportation Plan (TransPlan).

The second level of transportation planning considers the movement of goods and people, more or less, within the River Road-Santa Clara area. Residential, collector, and minor arterial streets and bike/pedestrian paths fall into this category.

5.2 GOALS

In January 1984, the CAT agreed upon the following transportation goals to guide its planning process:

- Provide a street network for River Road-Santa Clara that minimizes traffic impacts and increases safety.
- Limit the use of the single-occupant auto by providing transit and paratransit facilities, services, and programs to the area.

- Promote the use of alternative modes of transportation through development of bike paths and pedestrian ways that efficiently serve the area.
- Provide for installation of sidewalks, especially near schools and major activity areas.
- Encourage access and circulation patterns that minimize traffic on residential streets.
- Provide for adequate parking.

In addition to the above goals, the CAT also identified several objectives to further focus the planning effort:

- Identify and consider land use and transportation decisions that will decrease traffic impact on River Road.
- Investigate policies that ensure an acceptable level of street maintenance and repair.
- Promote development of consistent policies and procedures regarding street improvements and jurisdictional responsibility.
- Explore existing mechanisms for financing street improvements and maintenance and consider other methods that might be used for these improvements.
- Maintain and enhance Willamette River public access points.

5.3 REVIEW OF EXISTING PLANS AND POLICIES

A. Eugene-Springfield Metropolitan Area General Plan (Metropolitan Plan)

The Metropolitan Plan is the guiding land use plan for the metropolitan area. Acknowledged in August 1982 by the Land Conservation and Development Commission, the Metropolitan Plan includes transportation goals, objectives, and policies as they relate to land use. The Plan recognizes the T-2000 Plan and the Metropolitan Bikeway Master Plan as the basis for guiding surface transportation improvements in the metropolitan area. The Metropolitan Plan will be updated to reference the TransPlan as the metropolitan transportation plan, and the Metropolitan Bikeway Master Plan will become part of the TransPlan.

B. Eugene-Springfield Metropolitan Area Transportation Plan

A draft of a new metropolitan area transportation plan, called TransPlan, was adopted by Eugene, Springfield, Lane County, Lane Transit District, and Lane Council of Governments in mid-May 1986. TransPlan is reviewed annually.

TransPlan is designed to serve the land uses and employment levels specified in the Metropolitan Plan. Also, TransPlan is not tied to a specific year but is designed to serve the Metropolitan Plan's population level of 293,700. TransPlan addresses all modes of transportation used for travel within the Eugene-Springfield metropolitan area.

TransPlan contains a series of policies, as well as specific projects and recommendations, for individual Plan elements: streets and highways, bicycle, transit and parking. Several elements of the Plan contain projects or recommendations related to the River Road-Santa Clara area.

Plan Assumptions

One of the basic assumptions of TransPlan is that there will be a decrease in reliance on the single-occupant auto for many area trip purposes. TransPlan establishes a goal of accommodating eight percent of future area trips on transit, and an additional 15 percent (over current use) will be shifted to other modes of travel (five percent each for carpooling, walking and bicycling). Many of the project recommendations and Plan policies are designed to help achieve these goals.

Policies

TransPlan supports the two goals of the Metropolitan Plan's Transportation element with a series of policies related to eight objectives covering the following area: Land Use and Development Patterns, Transportation Systems Management, Planning and Coordination, Funding, Implementation, Parking, Alternative Modes, and Intercity Transit. Several of TransPlan's policies relate to transportation issues in the River Road-Santa Clara area.

Street and Highway Element

TransPlan identifies almost \$271 million of street and highway improvements for the metropolitan area. These projects are divided into three phases: short, medium, and long. A short-range project is expected to be needed within five years of Plan adoption, a medium-range project is a 5- to 10- or 12-year need, and a long-range project is projected to be needed from 10 or 12 years to the end of planning period (when a population of 293,7000 is reached). In most cases, short-range projects have identified funding sources.

River Road-Santa Clara area projects included in TransPlan are listed in Appendix A. Short-range projects in the River Road-Santa Clara area include:

- Reconstructing River Road from Federal to Irving and from Railroad Boulevard to Maxwell
- Constructing of the Chambers Connector between River Road and 6th and 7th Avenues
- Constructing Roosevelt Boulevard between Garfield and the Chambers Connector
- Reconstructing Maxwell Road from River Road to Prairie
- Connecting Maxwell Road with the Northwest Expressway
- Improving the Delta Highway/Beltline Road interchange

The above projects are included in the FY 1985-86 to FY 1989-90 Lane County Capital Improvement Program (CIP). Funding for some of the projects is uncertain at present.

Transit Element

TransPlan assigns transit a major role for accommodating future travel demands of Eugene-Springfield area residents. To serve the expected large numbers of future transit riders, TransPlan recommends a bus-only transit system that features feeder routes in neighborhoods with trunk routes providing express service along major corridors.

Of particular interest to the River Road-Santa Clara area is the identification of the intersections of Beltline Road at Delta Highway and River Road at Chambers Street as the general locations of minor transit stations.

Paratransit is also assigned an increased future role in TransPlan. Paratransit encompasses various types of ridesharing, such as carpooling, vanpooling, taxi service, and subscription bus service. Several of TransPlan's policies are designed to provide incentives for greater paratransit use in the metropolitan area. Although no projects in the River Road area are specifically identified for paratransit use, TransPlan's policy guidance for increasing such use applies throughout the metropolitan area.

Bicycle Element

When adopted, TransPlan and its Bicycle element will replace the Eugene-Springfield Metropolitan Bikeway Master Plan. Although the Eugene-Springfield metropolitan area is a national leader in bicycle commuting to work (according to the 1980 Census), TransPlan assumes that future bicycle usage will increase over present levels. TransPlan's Bicycle element contains recommendations for on-street bike lanes, signed bike routes, and independent paths.

TransPlan identifies several new bicycle facilities for the River Road-Santa Clara area, including on-street lanes on Maxwell, Irving, Hunsaker, Irvington, Wilkes, the Northwest Expressway, and the West Bank Bike Path along the Willamette River.

Parking

The Parking element of TransPlan identifies three areas where spot shortages of parking could occur. The three areas are: downtown Eugene, downtown Springfield, and the Sacred Heart Hospital/University of Oregon area. Although the Parking element did not specifically address the River Road-Santa Clara area, residents who work or shop in these three areas of the community may be impacted by potential parking shortages.

Evaluation Report of the T-2000 Plan

The Evaluation Report was prepared in May 1984 as the first step in updating the T-2000 Plan. The purpose of the Evaluation Report was threefold. It was designed to:

1. Document progress made on the T-2000 Plan's projects and policies during the last five years
2. Evaluate the T-2000 Plan using the most recent travel information and the land use specified in the Metropolitan Plan
3. Seek guidance from the community on the key assumptions and principles which will guide the update of the T-2000 Plan

With respect to the River Road-Santa Clara area, the Evaluation Report indicates that growth projections for the area under the Metropolitan Plan are similar to those assumed for the T-2000 Plan. This means that the T-2000 Plan's projects are likely to accommodate travel demands in the area. Stated another way, using the Metropolitan Plan land use assumptions, the River Road-Santa Clara area is expected to have fewer serious traffic problems than other parts of the community, assuming completion of all projects and recommendations of the T-2000 Plan.

C. Lane County Transportation Plan and Master Road Plan

Adopted in June 1980, this Plan contains goals and objectives intended to focus on county transportation planning efforts. The Plan also includes policy and program recommendations and a master road program (portion of Lane Code, Chapter 15) that establishes definitions and recommends future right-of-way widths for all county roads classified as arterials or collectors. (The code, as printed, does not include some collectors in Santa Clara, but they have been added to the County Road Plan.)

D. Lane County Capital Improvement Program

The FY 1986-87 to FY 1990-91 Lane County CIP lists the following capital expenditures for streets and highways in the River Road-Santa Clara area:

TABLE 5.1
LANE COUNTY ROAD PROJECTS
FY 1986-87 TO FY 1990-91

<u>Fiscal Year</u>	<u>Projects</u>	<u>Expenditures</u>
FY 1986-87	River Road, Fir Lane to Maxwell (Right-of-way)	230,000
	Chambers Connector (Construction) 2nd Avenue to 8th Avenue) Phase II	1,500,000
	Irvington Drive (pave shoulders)	50,000
FY 1987-88	River Road, Fir Lane to Maxwell (Construction)	2,400,000
	Chambers Connector, River Road to 2nd Avenue Phase II	1,400,000
FY 1988-89	Maxwell Road (Right-of-way)	115,000
	River Road, Federal to River Loop 2 (Construction)	1,600,000
FY 1989-90	Maxwell Road (Construction)	<u>1,400,000</u>
	TOTAL	\$ 8,255,000

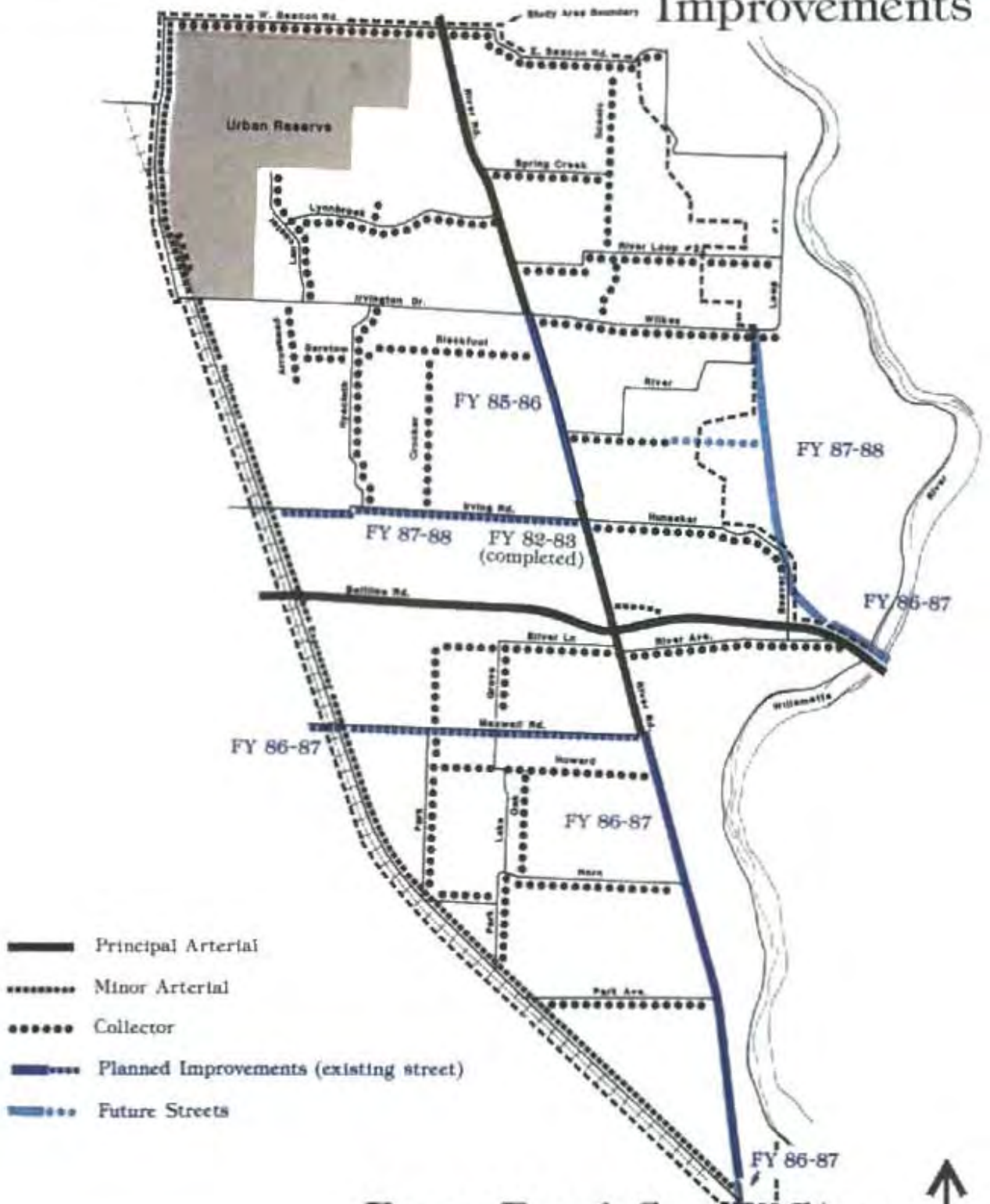
Source: Lane County Capital Improvements Program, FY 1986-87 to FY 1990-91

The projects listed above have direct or indirect impacts on transportation into, out of, or through the River Road-Santa Clara area. The sum of these capital improvements is \$10,479,000. Refer to the Street Classification Map for the location of these projects. The highest traffic loads are experienced on River Road, Division Avenue, and the west ends of Maxwell and Irving Roads (refer to the Traffic Volumes Map).

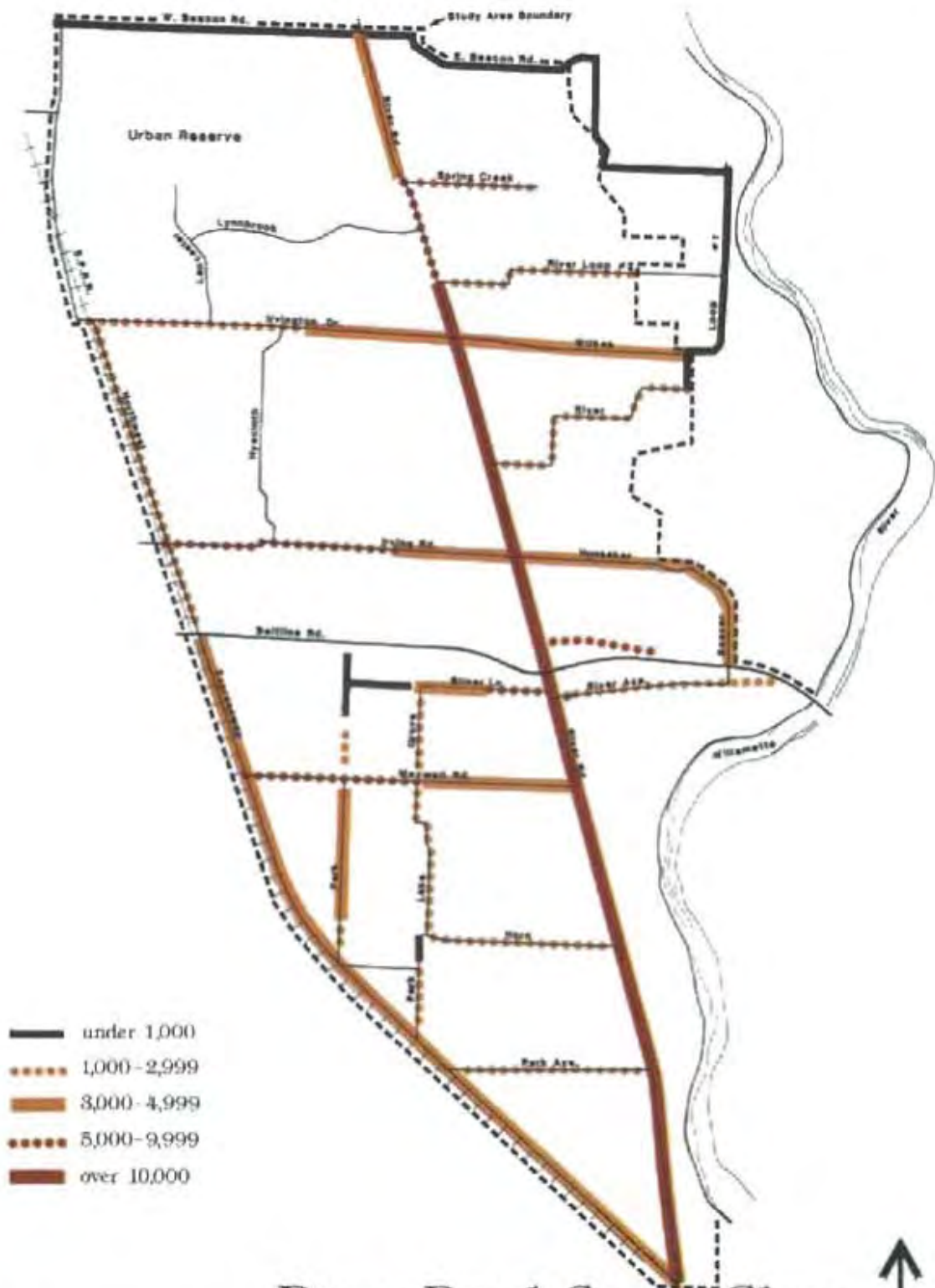
E. Metropolitan Bikeways Master Plan

This Plan was jointly adopted by Lane County, Eugene, Springfield, and Lane Council of Governments in November 1975. It contains definitions for types of bikeways and recommends specific project priorities in three phases. Recommendations for projects remaining to be completed include the following:

Street Classification & Proposed Major Improvements



Traffic Volumes



December 1984

River Road-Santa Clara
Urban Facilities Plan



TABLE 5.2
RIVER ROAD-SANTA CLARA BICYCLE PROJECTS

<u>Phase</u>	<u>Completion Date</u>	<u>Street</u>	<u>Recommendations</u>
I	1980	Irving Road (River Road to Prairie Road)	Widen and stripe shoulders
		Maxwell Road (River Road to Prairie Road)	Improve street and stripe
II	1985	Lake Drive (Howard to West Hilliard)	Pave and stripe shoulders
		West Hilliard/Hilliard (Lake Drive to West Bank Path)	Pave and stripe shoulders
III	1990	Irvington Road (River Road to Prairie Road)	Pave and stripe shoulders
		Hunsaker/Beaver (River Road to Beltline bridge)	Pave and stripe shoulders
		River Avenue (River Road to Beltline)	Pave and stripe shoulders
		West Bank Path (East Rosewood to Beltline bridge)	Independent bikeway
		Grove Street (Silver Lane to Howard Drive)	Stripe lanes on existing street
		Silver Lane (River Road to Grove Street)	Stripe lanes on existing street

Source: Metropolitan Bikeways Master Plan, November 1975

F. Eugene Bikeways Master Plan

This Plan was adopted in November 1974 and essentially duplicates the recommendations of the Metropolitan Bikeways Plan which was adopted a year later. The West Bank bike path was recommended to continue north of Beltline along the Willamette River in the Eugene Plan.

G. Eugene Sidewalk Program

This Program, adopted in July 1980, developed a comprehensive sidewalk program aimed at promoting pedestrian safety, encouraging walking as a mode of transportation, and providing a complete pedestrian system for Eugene. Beyond providing recommendations to guide a comprehensive sidewalk program, specific areas were identified and prioritized for sidewalk construction. The 1,000-foot analysis technique used in determining the need for sidewalks in proximity to high attractor areas will be used in this process.

Among the recommendations included in the Program is one (page 7, number 9) which requires that all future paving projects in existing developed areas include sidewalk construction as part of the paving project. Both Lane County and Eugene Codes require sidewalk installation with all new development.

Recommendation number 5 calls for implementing recommendations found in the School District 4J Safety Task Force Final Report which pertain to sidewalks. Findings in that Report indicated the following in the River Road-Santa Clara area:

<u>School</u>	<u>Findings</u>
River Road Elementary	Walkway on West Hilliard too narrow
Howard Elementary	Too narrow along Howard Avenue, better signing and wider shoulders on Maxwell Road
Silver Lea Elementary (presently closed)	Pedestrian/bikeway connection between Hamilton and Grove or Kourt
Santa Clara Elementary	Narrow walkways on Irving/Hunsaker
Spring Creek Elementary	No changes on Irvington
Awbrey Park Elementary	Crossing guard at River Road at Lynnbrook
Colin Kelly Middle	No pedestrian walkways on Park Avenue
Madison Middle	Walkway needed on River Loop #1, pedestrian/bikeway needed on Crocker and Stark

5.4 EXISTING TRANSPORTATION FACILITIES

Streets and Highways

There are approximately 94.5 total miles of maintained roads and streets in the study area. Of those miles, Lane County (Department of Public Works) maintains about 90 miles. The map on the following page shows those streets with curbs and gutter and/or sidewalk improvements. About 48 miles (53 percent) of the 90-mile county-maintained roads have curb and gutter improvements. Approximately 80 percent of the streets within the Santa Clara area are improved, having at least curbs and gutters. The County's visual inspection program rates the condition of county-maintained roads as follows:


TABLE 5.3
 CONDITION OF COUNTY ROADS IN RIVER ROAD-SANTA CLARA

<u>Rating</u>	<u>Percent of Total</u>	<u>Approximate Miles</u>
Very good	1	1
Good	38	34
Fair	53	48
Poor	<u>8</u>	<u>7</u>
TOTAL	100	90

Source: Lane County Public Works Department, 1985

Sidewalks Curbs & Gutters



River Road-Santa Clara 
Urban Facilities Plan 

Included in the 4.5 miles of dedicated public roads which are not county-maintained is Beltline Road, a principal arterial. In 1978, Lane County and the Oregon Department of Transportation traded jurisdiction of River Road and Beltline, with the State now having jurisdiction for Beltline.

Remaining mileage of dedicated roads outside Lane County's maintenance responsibility include public roads which have never been accepted by Lane County because they do not meet basic minimum standards (refer to County Roads Map).

The following table summarizes Lane County Public Works' expenditures in the River Road-Santa Clara area for the previous five fiscal years (FY 1978-79 through 1982-83). Both operation and maintenance annual costs and capital expenditures are summarized.

TABLE 5.4
LANE COUNTY OPERATIONS AND MAINTENANCE EXPENDITURES
IN RIVER ROAD-SANTA CLARA

<u>Fiscal Year</u>	<u>Operation/Maintenance Expenditure</u>	<u>Capital Expenditure</u>
1978-79	\$ 274,000	\$ 267,000
1979-80	308,000	1,458,000
1980-81	466,000	462,000
1981-82	215,000	1,604,000
1982-83	<u>134,000</u>	<u>2,329,000</u>
5-Year Total	\$1,397,000	\$6,120,000
Yearly Average Expenditure	\$ 279,000*	1,224,000

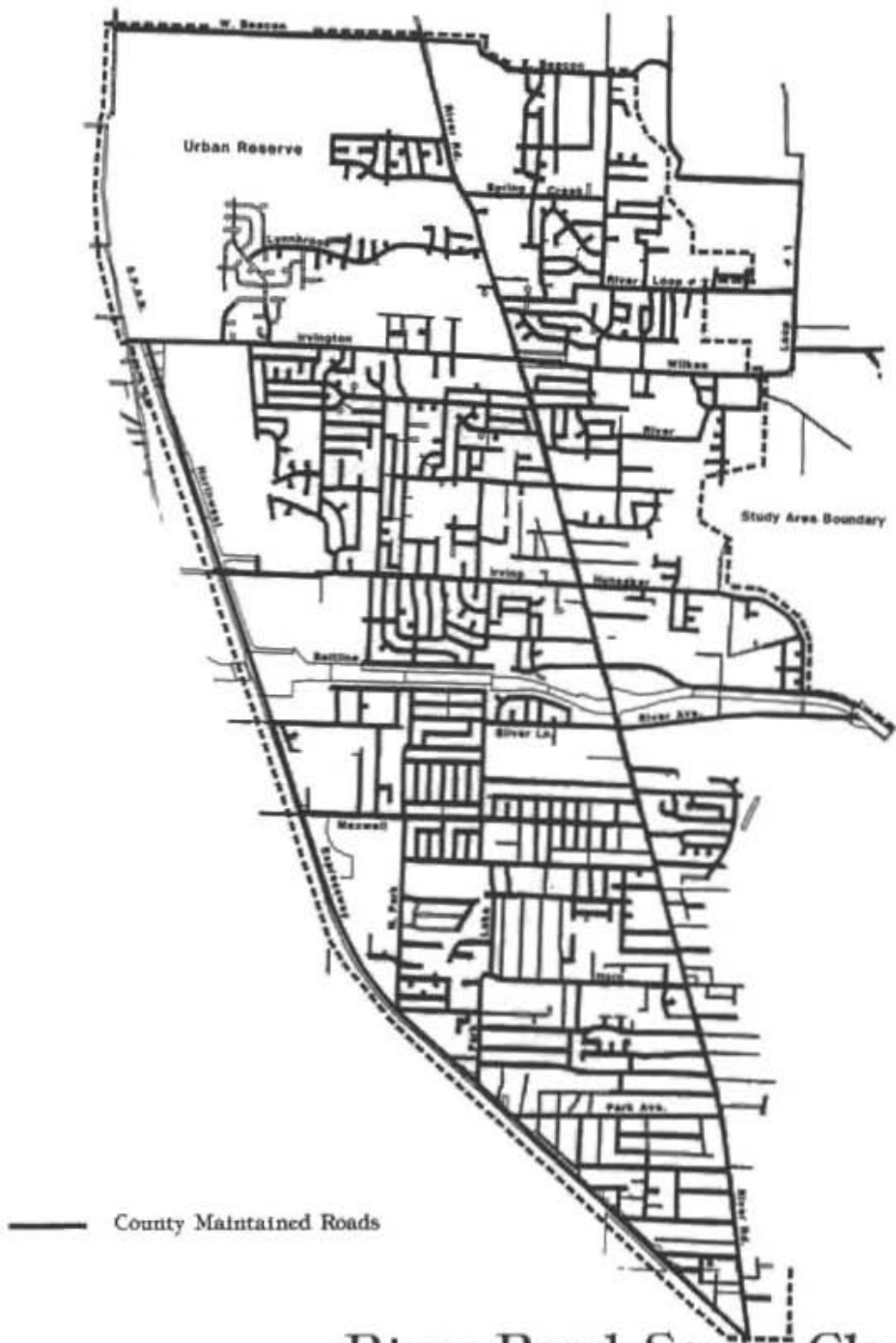
Source: Lane County CIP, 1984

* Yearly operation and maintenance costs average \$3,100 per mile.

Maintenance activities include ditch and culvert cleaning; traffic sign investigation, installation, and repair; paint striping; street sweeping; minor pavement repair and overlay; vegetation control; right-of-way construction permits and inspection; citizen complaint investigations; and other routine operational functions.

Capital costs include major construction or reconstruction and major overlays. One of the major capital costs during the past three fiscal years has been the widening of River Road.

County Maintained Roads



— County Maintained Roads

River Road-Santa Clara

Urban Facilities Plan

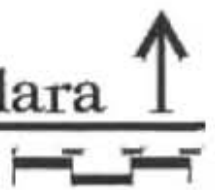


TABLE 5.5
CAPITAL COST OF RIVER ROAD WIDENING

<u>Fiscal Year</u>	<u>Capital Costs</u>
1980-81	\$ 43,251
1981-82	1,193,678
1982-83	<u>2,229,497</u>
TOTAL	\$3,466,426

Source: Lane County CIP, 1984

That total represents 57 percent of the capital five-year budget of \$6.12 million expended by Lane County in the River Road-Santa Clara area.

A. Transit/Paratransit Service

The River Road-Santa Clara area is considered to be within the urban service area (Zone 1) and, therefore, is characterized by lower fares and more frequent service. Generally, each route runs on a one-half hour schedule during normal operating hours. Most buses are wheelchair-accessible.

LTD also operates three park and ride locations in the River Road area. The Riviera Transit Station was completed in 1983 and provides a 150-car park and ride lot, as well as transfer to Valley River Center and other River Road-Santa Clara routes. As envisaged, the major transfer transit station will provide the opportunity to travel more directly by bus throughout the metropolitan area.

Eugene also provides a paratransit program that promotes carpooling, vanpooling, and rideshare promotion. The program is federally funded and serves the metropolitan area. The staff works closely with the area's large employers to promote the Ride Share Program.

B. Bike/Pedestrian Movement

Bicycle

Existing bikeways in the area are limited compared to those in other parts of the metropolitan area. River Road is signed and striped from Railroad Avenue to Beacon Drive. Bike path signing and some shoulder widening has been provided on Owosso and Copping, connecting River Road to the West Bank Path. The Owosso bike/pedestrian bridge will provide bike and pedestrian access to Goodpasture Island when completed. Two independent bike/pedestrian paths exist along the north side of Wilkes Drive, between River Road and Madison Middle School, and along the west side of River Road, between Lynnbrook and Spring Creek. These paths provide school access.

Pedestrian

Refer to the previous map for the level of street improvements in River Road-Santa Clara. Approximately 80 percent of all streets in Santa Clara have at least curbs and gutters, and a significant portion have sidewalks. Notably, the area's arterial streets are generally unimproved, as well as most residential streets south of Maxwell Road. As noted earlier, Lane County and Eugene both have code provisions that require sidewalks in conjunction with new development.

5.5 SOCIO-ECONOMIC AND TRANSPORTATION DATA

The information provided below was taken from the 1980 U.S. Census and may be useful for evaluating transportation issues.

The occupation of employed persons 16 years or over is outlined in the table below. River Road-Santa Clara's largest occupational group is technical workers (34.8 percent). The largest percentage of Eugene residents are managerial workers (32.1 percent).

TABLE 5.6
OCCUPATION FOR EMPLOYED PERSONS 16 YEARS OR OVER BY PLACE OF RESIDENCE

	<u>Managerial</u>	<u>Technical</u>	<u>Service</u>	<u>Farming</u>	<u>Precision</u>	<u>Operators</u>
Eugene	32.1%	31.5%	14.6%	1.7%	8.8%	11.2%
River Road	19.6%	34.2%	13.9%	0.9%	13.9%	17.4%
Santa Clara	19.5%	35.3%	11.6%	2.3%	14.5%	16.8%
River Road- Santa Clara	19.5%	34.8%	12.6%	1.7%	14.3%	17.0%
Lane County	23.8%	29.0%	14.3%	3.7%	12.2%	17.0%

Source: 1980 U.S. Census

Employment in 1980 is outlined in the table below by industry and place of work for River Road-Santa Clara and Eugene. In River Road-Santa Clara, the largest percentage of workers are employed in lumber and wood products. In Eugene, the largest percentage of employment is in retail.

TABLE 5.7
1980 EMPLOYMENT BY INDUSTRY BY PLACE OF WORK

	<u>River Road</u>	<u>Santa Clara</u>	<u>River Road-Santa Clara</u>	<u>Eugene</u>
Agriculture	0.6%	3.7%	2.9%	1.1%
Construction	13.2%	10.1%	10.8%	3.8%
Food Processing	0.0%	0.0%	0.0%	1.6%
Lumber & Wood	0.3%	35.6%	27.1%	4.4%
Other Durable	3.7%	2.6%	2.6%	3.1%
Trans/Util/Comm	0.9%	5.0%	4.0%	6.1%
Wholesale	1.7%	7.4%	6.1%	6.5%
Retail	24.0%	6.2%	10.5%	24.0%
Finance/Insur/Real Est	2.1%	2.3%	2.2%	5.6%
Service	23.6%	15.4%	17.4%	22.8%
Education	22.4%	11.3%	14.0%	12.6%
Government	0.0%	0.4%	0.3%	6.8%
Other Non-Durable	7.4%	0.0%	1.8%	1.7%

Source: 1980 U.S. Census

Transportation

The most common forms of transportation to work are indicated in the table below. The vast majority of workers in River Road-Santa Clara, Eugene, and Lane County drive alone to work. The percentages of carpoolers and riders of public transportation are similar for River Road-Santa Clara, Eugene and Lane County.

TABLE 5.8
MEANS OF TRANSPORTATION TO WORK BY PLACE OF RESIDENCE

	<u>Drive Alone</u>	<u>Carpool</u>	<u>Bus</u>	<u>Walk</u>	<u>Other</u>
Eugene	61.7%	13.2%	5.2%	7.8%	12.1%
River Road	70.1%	13.5%	4.6%	2.2%	9.6%
Santa Clara	73.8%	16.0%	4.2%	1.2%	4.8%
River Road-Santa Clara	72.2%	14.9%	4.4%	1.6%	6.8%
Lane County	66.5%	15.8%	3.6%	5.4%	8.7%

Source: 1980 U.S. Census

Figures from the 1980 Census also indicate that for trips to work, both River Road and Santa Clara are comparable to Eugene in persons per private vehicle (1.11).

The Census data also provide the following breakdown of work place destinations for River Road and Santa Clara. The figures below represent workers living in the River Road-Santa Clara area who work inside the Eugene-Springfield Standard Metropolitan Statistical Area.

TABLE 5.9
RIVER ROAD-SANTA CLARA RESIDENTS' PLACE OF WORK

<u>Place of Work</u>	<u>River Road</u> <u>(3,907)</u>	<u>Santa Clara</u> <u>(5,294)</u>
Eugene Central Business District	433 (11%)	527 (10%)
Remainder of Eugene	2,333 (60%)	3,133 (59%)
Springfield Central Business District	78 (2%)	45 (1%)
Remainder of Springfield	224 (6%)	411 (8%)
Remainder of Lane County	829 (21%)	1,178 (22%)

Source: 1980 Census data

5.6 FINDINGS

General

1. The Eugene-Springfield Area 2000 Transportation Plan (T-2000) is the general guiding transportation policy document for the study area. It contains policies and projects intended to support all modes of transportation. The T-2000 Plan is supplemented by the Metropolitan Bikeways Master Plan, the Eugene Bikeways Master Plan, and Eugene's Sidewalk Program.
2. The 1980 Census data for transportation to work showed that, in general, people in River Road and Santa Clara:
 - Drove alone to work more than people in Eugene
 - Carpooled more than people in Eugene
 - Used alternative modes less than Eugene residents (transit, bicycle, or walking)

Streets and Highways

1. The T-2000 Plan identified six major metropolitan corridors for improvement. One of these corridors is the "River Road Corridor" which identifies four major projects. These projects are: 1) River Road, Chambers Connector to Irvington; 2) Chambers Connector, River Road to 6th/7th; 3) North Delta Extension, Delta Highway to Wilkes (the plan was amended in 1980 to provide an option to the North Delta Extension which included widening of the Beltline Bridges and ramp modifications to the Delta/Beltline interchanges); and 4) Northwest Expressway. Of these projects, River Road has been improved from Irving to Maxwell; the Northwest Expressway has been

constructed from River Road to Irving; the Chambers Connector is under design and right-of-way is being acquired, with expected completion of the project in 1987/88; and portions of the ramp work at the Delta/Beltline interchange have been completed.

2. The existing street and highway network within the study area is generally under the jurisdiction of Lane County (90 miles out of 94.5 in the study area). Beltline is a State of Oregon facility.
3. Beltline and River Road are the only principal arterials in the study area and carry the bulk of the traffic volume.
4. Lane County's visual inspection of road conditions in the study area indicate that over 60 percent of the roads are in fair or poor condition.

Transit and Paratransit

1. The study area is served by LTD and by the Takepart Program (which is a metropolitan area carpool, vanpool, and ridesharing support agency).
2. T-2000 identified a major LTD transit transfer station near River Road and Beltline. This project has been completed.
3. There are currently four bus routes serving the study area. These bus routes are generally on a 1/2-hour schedule and are mostly handicapped-equipped.
4. There are three park and ride lot locations which are on LTD routes and which may be used by bus patrons as well as carpools.

Bicycle and Pedestrian

1. The T-2000 Report cites the importance of bicycle and walking as a means of reducing the number of automobile trips on the street and highway system and promotes provision of facilities to accommodate the pedestrian and bicycle rider.
2. The Bikeways Map indicates existing bicycle routes and those proposed in the Eugene and Metropolitan Bicycle Plans. Of the bicycle facilities proposed in the two plans, the west bank and River Road, from Irving to Maxwell, have been completed.
3. In general, most of the streets north of Maxwell are built to urban standards with sidewalks, curbs, and gutters. Conversely, in general, most of the streets south of Maxwell do not have curbs, gutters, or sidewalks.
4. The Eugene Sidewalk Program quotes a Federal Highway Administration Report that states that 75 percent of all pedestrian trips are 1,000 feet or less. In the River Road area south of Beltline, the majority of streets without sidewalks are within 1,000 feet of uses

which are likely to attract pedestrians (parks, schools, and commercial).

5. The 1980 Census indicated that fewer people walked and biked to work in the study area than in Eugene or in the nation as an average.

5.7 POLICIES AND SUGGESTED ACTIONS

1. All street improvement projects should support and recognize that different streets serve different functions.
 - 1.1 In designing and building transportation projects, including signalization, place a high priority on projects which improve access to underutilized facilities and increase their use.
 - 1.2 As part of the design process for improvements to collectors and arterials, undertake an analysis to assist in determining such project elements as the number of lanes and location of turn refuges and signals.
 - 1.3 Provide adequate capacity on street projects to accommodate future growth.
2. Support alternatives to the automobile including mass transit, bicycle, walking, and carpooling.
 - 2.1 Develop a safe and accessible bicycle system; in designing improvements to the collector and arterial system, consider bicycle amenities as part of the design.
 - 2.2 Consider adding the following bicycle routes to the Metropolitan Bicycle Plan:
 - On street bike paths on collectors in the River Road area
 - Crocker to Donegal to Durham to Santa Clara
 - North Park to Park
 - Extending the Greenway bicycle system north of Beltline Road with a connection to Hunsaker, Dibblee Lane, Wilkes Drive, River Loops 1 and 2, and East Beacon Drive
 - Owosso to Corliss Lane
 - 2.3 In reviewing future subdivision requests in the study area, consider dedicating bicycle and pedestrian connectors to streets which are not connected.
 - 2.4 Work with schools to consider the safety needs of students walking to and from school and provide pedestrian facilities and crossings at collectors and arterials in appropriate locations.
 - 2.5 Work with LTD on designing a bus route system which is accessible to a majority of the population and which provides rapid service during the commuting peaks.

3. The City of Eugene or a newly-incorporated city and Lane County shall jointly develop an equitable transition policy for the maintenance and upgrading of the street system.
4. In the context of countywide transportation improvement needs, Lane County shall place a high priority on the provision of a new easterly access to the area north of Beltline, including consideration of a possible extension of Beaver Street. Any street access in this area should provide access to Dibblee Lane, Wilkes Drive, River Loop #2, and Beltline Road.
 - 4.1 After determining which facility should most likely serve the area, the County should then pursue the acquisition of a right-of-way.
5. Recognizing that funding of specific transportation projects must be considered in the context of the needs of the entire County, transportation projects of particular interest to area residents which shall be considered include:
 - The extension of River Loop #2 westward in order to better serve Lynbrook
 - Improvement to Maxwell to provide access to the Northwest Expressway
 - Development of an Irving Road railroad overpass

APPENDIX A

Lane Rural Fire District

The most substantial impact to Lane RFD caused by annexation or incorporation within its service boundaries will be felt by its Irving Station. Only seven percent of the area served by the Irving Station is within the Plan area, but this same area currently provides about 85 percent of the station's volunteers. These volunteers may cease to offer their services after their property is annexed or incorporated. This could result in Lane RFD examining alternative staffing techniques.

A number of financial impacts could happen to Lane RFD as a result of large-scale annexation or incorporation. If personnel need to be hired to replace volunteers, District costs will increase. If a substantial amount of District-assessed value was lost due to incorporation or phased withdrawal after annexation, the remaining District residents would be required to pay off current financial obligations. The most visible debt of Lane RFD is a ten-year serial levy for new equipment that was passed in 1980.

Santa Clara Rural Fire District

Santa Clara RFD serves land outside the Plan boundary which is in agricultural and rural residential use. About 50 percent of its service area and ten percent of its total assessed value is outside the Plan area. State law provides for automatic withdrawal from fire districts when territory has been annexed to an existing city. In the event of an incorporation, Santa Clara RFD would continue to operate without any changes until the new City Council took action to withdraw the portion of its boundaries within the new city limits. State statutes also provide that this type of withdrawal is subject to referendum. In any event, Santa Clara RFD would not be required to divide assets or transfer property to a city unless compensated for them. State law also states that any plan for division of assets of rural fire protection districts, like Santa Clara RFD, may not be completed if the remaining part of the district would have a less favorable fire insurance rating.

The portion of Santa Clara RFD's service area which is neither annexed or incorporated will continue to function as a rural fire protection district. Only residents or property owners within the remaining district could continue to serve as district directors. Several service options would be open to the remaining portion of Santa Clara RFD, including continued operation, using the existing fire stations as service points. A new station or stations could be built within the remaining service area to provide quicker response times. Other options include dissolving the district and providing no fire protection, merging with Lane RFD or the Junction City Fire Department, or contracting with a city of another fire district for service.

Santa Clara RFD's tax base would not be affected by a withdrawal of territory. As long as part of the district remains intact, its tax base remains the same. However, its total assessed value does decrease with withdrawal of territory. If all of Santa Clara RFD's service area within the study area was withdrawn, the district would lose about 90 percent of its total assessed value. This means that about ten percent of the current district's assessed value could

potentially be taxed for the entire district tax base. Of course, this would dramatically increase the tax rate of the property remaining within Santa Clara RFD boundaries.

The remaining part of Santa Clara RFD may need to recruit and train a new volunteer force. As with Lane RFD, existing volunteers may no longer wish to serve once outside district boundaries. If new volunteers could not be found, the new Santa Clara RFD board would need to examine other service delivery approaches.

APPENDIX B
RIVER ROAD-SANTA CLARA TRANSPORTATION IMPROVEMENT PROJECTS

SHORT-RANGE PROJECTS

Delta Highway/Beltline Road Interchange:

- Replace/revise existing ramps
- Provide additional lanes on Beltline

Cost: \$2,600,000

Jurisdiction: Lane County

Chambers Connector, River Road to 8th Avenue:

- Construct four- to five-lane connector arterial
- Provide signalization improvements
- Provide curbs, sidewalks, and bike lanes
- Construct grade-separated RR crossing

Cost: \$10,700,000

Distance: 0.94 miles

Jurisdiction: Lane County

River Road, Railroad Boulevard to Maxwell:

- Widen to three to five lanes
- Provide curbs, sidewalks, and bike lanes

Cost: \$3,400,000

Distance: 1.98 miles

Jurisdiction: Lane County

River Road, Federal to Irvington:

- Widen to three to five lanes
- Provide curbs, sidewalks, and bike lanes

Cost: \$1,100,000

Distance: 0.78 miles

Jurisdiction: Lane County

Maxwell Road, River Road to Prairie:

- Upgrade to two- to three-lane urban facility
- Provide curbs, sidewalks, and bike lanes

Cost: \$1,350,000

Distance: 0.92 miles

Jurisdiction: Lane County

Roosevelt Connector, Garfield to Chambers:

- Construct three-lane overpass
- Provide curbs, sidewalks, and bike lanes

Cost: \$800,000

Distance: 0.25 miles

Jurisdiction: Lane County

Maxwell Connector, Maxwell at Northwest Expressway:

- Provide access to/from Northwest Expressway to/from Maxwell Road
- Provide bike lanes

Cost: \$250,000

Distance: 0.10 miles

Jurisdiction: Lane County

MEDIUM-RANGE PROJECTS

Beltline, River Road to Delta Highway:

- Widen road to six lanes
- Construct new or widen existing Willamette River Bridges
- revise or remove Division/River Avenue ramps
- Reconstruct/relocate Division Avenue from Division Place to Beltline

Cost: \$13,700,000

Distance: 1.50 miles

Jurisdiction: Oregon Department of Transportation

Irving Road, River Road to Prairie:

- Upgrade to two- to three-lane urban facility
- Provide curbs, sidewalks, and bike lanes

Cost: \$1,300,000

Distance: 1.55 miles

Jurisdiction: Lane County

Irvington Drive, River Road to Prairie:

- Upgrade to two- to three-lane urban facility
- Provide curbs, sidewalks, and bike lanes

Cost: \$1,300,000

Distance: 1.47 miles

Jurisdiction: Lane County

River Avenue, River Road to Division:

- Upgrade to two-lane urban facility
- Provide curbs, sidewalks, and bike lanes

Cost: \$1,100,000

Distance: 1.26 miles

Jurisdiction: Lane County

Hunsaker/Beaver, Division to River Road:

- Upgrade to a two-lane urban facility
- Provide curbs, sidewalks, and bike lanes

Cost: \$800,000

Distance: 1.10 miles

Jurisdiction: Lane County

LONG-RANGE PROJECTS

Valley River Bridge, River Road to Goodpasture Island:

- Construct new four-lane bridge crossing of Willamette River
- Connects River Road south of Park Street to Valley River Center/Goodpasture Island area
- Develop connector roads from bridge to Goodpasture Island
- Provide intersection improvements at:
 - Chambers and Roosevelt
 - River Road and Intersection with Bridge
- Acquire right-of-way in short-range

Cost: \$10,000,000

Distance: 0.40 miles

Jurisdiction: Eugene

River Road, Irvington to Beacon:

- Widen to three lanes
- Provide curbs, sidewalks, and bike lanes
- Consider phasing project at Spring Creek

Cost: \$1,500,000

Distance: 1.21 miles

Jurisdiction: Lane County

Beaver Street Arterial, Hunsaker to Wilkes:

- Construct new two- to three-lane collector/arterial
- Provide sidewalks and bike lanes

Cost: \$1,600,000

Distance: 1.50 miles

Jurisdiction: Lane County

Irving Road, Prairie to Highway 99:

- Upgrade to a three-lane urban facility
- Provide curbs, sidewalks, and bike lanes

Cost: \$470,000

Distance: 0.47 miles

Jurisdiction: Lane County

Division Avenue, Division Place to River Road:

- Provide curbs, sidewalks, and bike lanes
- Add one eastbound lane and sidewalk

Cost: \$300,000

Distance: 0.38 miles

Jurisdiction: Lane County

Wilkes Drive, River Road to River Loop 1:

- Upgrade to a two- to three-lane urban facility
- Provide curbs, sidewalks, and bike lanes

Cost: \$780,000

Distance: 0.93 miles

Jurisdiction: Lane County

Prairie Rd, Irvington to Carol:

- Upgrade to a three-lane urban arterial
- Provide curbs, sidewalks, and bike lanes

Cost: \$500,000

Distance: 0.60 miles

Jurisdiction: Lane County

CP:pbR4/UFP

ORDINANCE NO. 19631

AN ORDINANCE AMENDING THE RIVER ROAD/SANTA CLARA URBAN FACILITIES PLAN REGARDING PROVISIONS FOR PLAN ADOPTION, IMPLEMENTATION, AND AMENDMENTS AND UPDATES.

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

1. In May, 1987, the Eugene City Council adopted the River Road/Santa Clara Urban Facilities Plan (Plan) as a refinement to the Eugene-Springfield Metropolitan Area General Plan. The Plan was also adopted by Springfield and Lane County in 1987.

2. The Plan as adopted does not provide for amendment processes.

3. In early 1988 the Planning Directors of Eugene, Springfield, and Lane County agreed on a proposed amendment to the Plan that addresses future amendment and update processes. Under the proposed amendment, as set forth in Exhibit A hereto, future amendments to the Plan would not require formal action by the City of Springfield nor Lane County, if the amendments affected property solely within the City of Eugene.

4. The Eugene Planning Commission held a public hearing on the proposed Plan amendment on March 14, 1988, and on April 26, 1988 forwarded its unanimous recommendation for approval to the Eugene City Council.

5. The proposed Plan amendment has also been considered and recommended for approval by the Springfield and Lane County Planning Commissions, and was adopted by the Springfield City Council on July 18, 1988 and the Lane County Board of Commissioners on May 10, 1989.

6. The Council has considered the recommendations received from the staff and Planning Commission and the actions taken to date by the other metropolitan area jurisdictions. The Council finds that if the proposed amendment is adopted the River Road/Santa Clara Urban Facilities Plan would no longer require participation by the City of Springfield or Lane County in future amendments that affect areas solely within the City of Eugene. Any Plan amendment requiring an amendment to the Eugene-Springfield Metropolitan Area General Plan will continue to follow the amendment processes set out in the Metro Plan, which requires consideration and adoption by all three metropolitan area jurisdictions.

7. Based on the recommendation of the Planning Commission, public testimony at the Council's hearing of August 14, 1989, and the preceding findings, the Council has determined that the amendments to the River Road/Santa Clara Urban Facilities Plan are consistent with the Eugene-Springfield Metropolitan Area General Plan, as acknowledged by LCDC, and consequently, conform to applicable Statewide Goals, and should be adopted.

NOW, THEREFORE,

THE CITY OF EUGENE DOES ORDAIN AS FOLLOWS:

Section 1. Based on the above findings, which are hereby adopted, and upon the hearings before the Planning Commission and City Council, the River Road/Santa Clara Urban Facilities Plan as previously adopted by City of Eugene Ordinance No. 19471 is hereby amended by incorporating therein the language as set forth in Exhibit A attached hereto and incorporated herein by reference.

Section 2. Except as herein amended, all other provisions of the River Road/Santa Clara Urban Facilities Plan remain in full force and effect.

Passed by the City Council this

14th day of August, 1989



City Recorder

Approved by the Mayor this

14th day of August, 1989



Mayor

EXHIBIT A

PLAN ADOPTION, IMPLEMENTATION, AND AMENDMENT PROCESSES

The River Road/Santa Clara Urban Facilities Plan (Plan) is a long-range policy document and service plan for the River Road/Santa Clara area. It has been developed and adopted by the three local jurisdictions in recognition of the River Road/Santa Clara area's critical role in the growth of the metropolitan area.

Implementation of the plan will occur over time and in a variety of circumstances. Over the years, minor amendments or comprehensive updates to the plan may be needed. To the extent that minor amendments are needed, they will address changes in circumstances not anticipated in the plan, new information related to a Statewide Goal, or changes in public policy.

Any amendment to the River Road/Santa Clara Urban Facilities Plan that has broad implications for the entire Plan area or for property outside the City of Eugene requires approval by both the Eugene City Council and the Lane County Board of Commissioners. Any amendment that affects property within the City of Eugene requires approval of the Eugene City Council with an opportunity for Lane County to submit comments. All Plan amendments will be referred to the City of Springfield for its review and comment. Amendments to the Plan do not require action by the City of Springfield.

Within five years of the Plan's adoption, the City of Eugene and Lane County will evaluate whether a comprehensive update of the River Road/Santa Clara Urban Facilities Plan is warranted. When such an update is conducted, participation by the City of Springfield will not be required. Springfield may choose to comment on any draft changes as with other local refinement plans within Eugene's jurisdictional boundaries.

ORDINANCE NO. 19632

AN ORDINANCE AMENDING THE RIVER ROAD/SANTA CLARA URBAN FACILITIES PLAN REGARDING IMPLEMENTATION OF THE RIVER ROAD/RAILROAD BOULEVARD SUBAREA STUDY.

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

1. In May, 1987, the Eugene City Council adopted the River Road/Santa Clara Urban Facilities Plan (Plan) as a refinement to the Eugene-Springfield Metropolitan Area General Plan. The Plan was also adopted by Springfield and Lane County in 1987.

2. A recommendation in the Plan calls for an examination of land uses in the vicinity of the Chambers Connector, once the impacts of this highway improvement are known.

3. In response to this recommendation, in November, 1987 the Eugene City Council directed staff to undertake a study of land uses in the River Road/Railroad Boulevard area.

4. Public meetings on the study were held in the River Road area on April 13, May 9, and May 23, 1988, with notice mailed to all residents and property owners within the study area boundaries.

5. The Eugene Planning Commission held a public hearing on the subarea study on June 7, 1988, and on July 5, 1988 adopted recommendations for implementation of the study by amending the Plan.

6. The Lane County Planning Commission held a public hearing on the subarea study and adopted recommendations for amending the Plan on November 15, 1988.

7. The Lane County Board of Commissioners held a public hearing on the subarea study on February 8, 1989, and adopted amendments to the Plan on May 24, 1989.

8. The Council has considered the recommendations received from the Planning Commission and the actions taken by the other metropolitan area jurisdictions. The Council finds that amendments to the Plan are needed to provide additional guidance for land uses in the River Road/Railroad Boulevard subarea, and to clarify the original intent of the Plan.

9. Based on the recommendation of the Planning Commission, public testimony at the Council's August 14, 1989

public hearing, and the preceding findings, the Council has determined that the amendments to the River Road/Santa Clara Urban Facilities Plan are consistent with the Eugene-Springfield Metropolitan Area General Plan, as acknowledged by LCDC, and consequently conform to applicable Statewide Goals, and should be adopted.

NOW, THEREFORE,

THE CITY OF EUGENE DOES ORDAIN AS FOLLOWS:

Section 1. Based on the above findings, which are hereby adopted, and upon the hearings before the Planning Commission and City Council, the River Road/Santa Clara Urban Facilities Plan is hereby amended by incorporating therein the amendments set forth in Exhibits A and B attached hereto and incorporated herein by reference.

Section 2. Except as amended herein and by City of Eugene Ordinance No. 19631, all other provisions of the River Road/Santa Clara Urban Facilities Plan remain in full force and effect.

Passed by the City Council this

14th day of August, 1989



City Recorder

Approved by the Mayor this

14th day of August, 1989



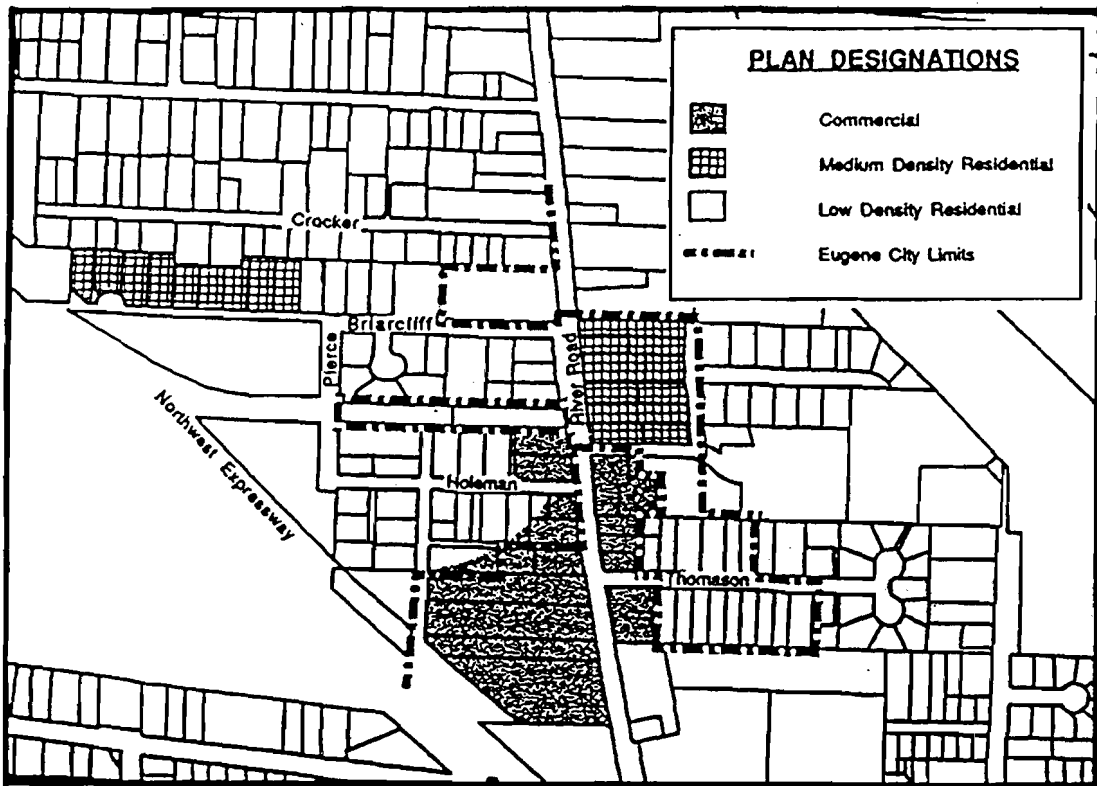
Mayor

EXHIBIT A

Diagram Amendment to RR/SC Urban Facilities Plan - replaces Page 2-24

2.5 River Road Subareas

A. River Road/Railroad Boulevard



RECOMMENDATIONS

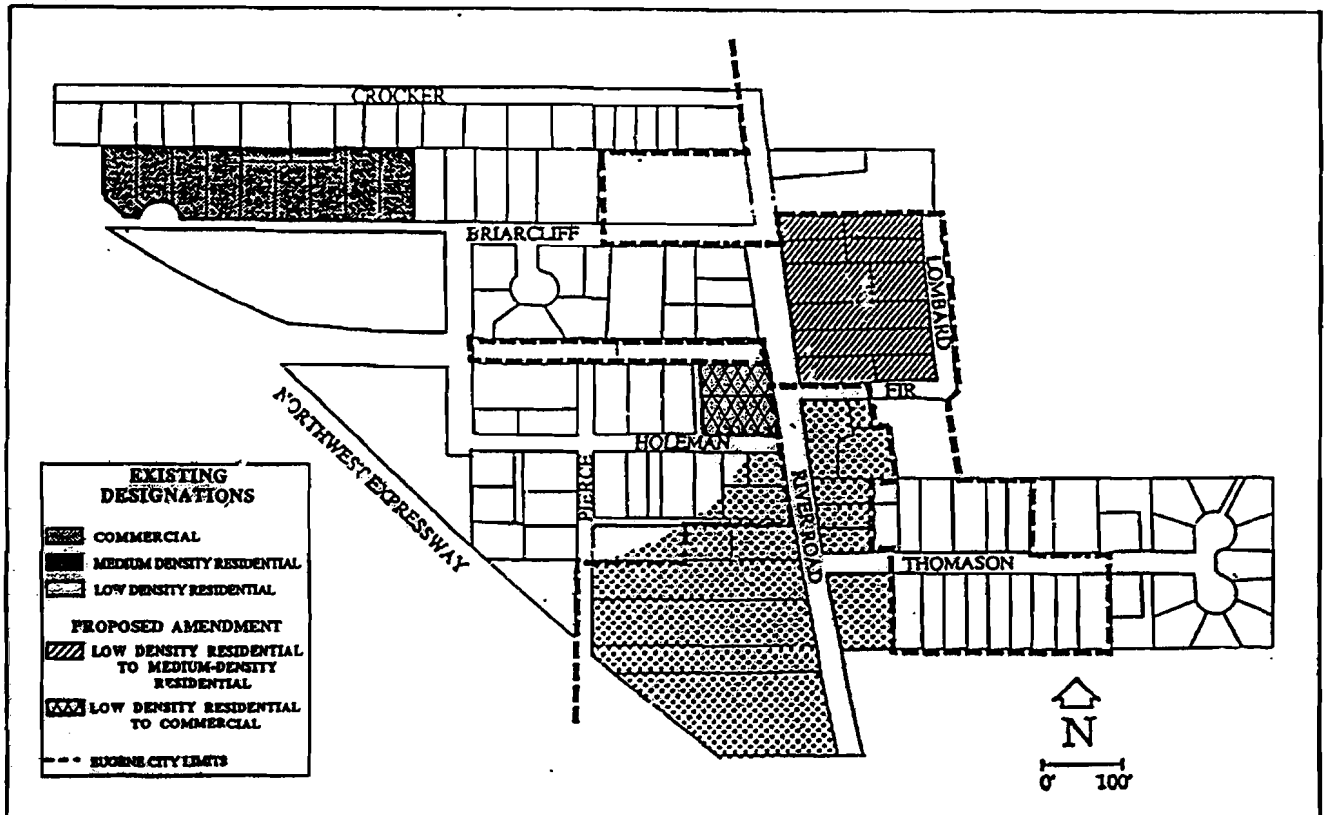
1. Designate and zone existing medium density development.
2. Limit River Road access to existing commercial development.
3. Apply site review for redevelopment of existing commercial areas.
4. Maintain existing land use patterns until completion of the Chambers Connector. The effects of the Chambers Connector and related road improvements on the immediate area should be examined upon completion of final design and right of way acquisition and any appropriate changes adopted.
5. The area south of Fir Lane and east of River Road is appropriate for commercial and low density residential uses.
6. Medium density residential development along the east side of River Road north of Fir Lane is appropriate, and requires a minimum development area of 2/3 of an acre.
7. Rezone the apartments on the west end of Briarcliff Drive from industrial to medium density residential use.
8. Delay for six months rezoning of the vacant parcels south of Briarcliff and adjacent to the Northwest Expressway from industrial to low density residential use.
9. Designate the two parcels north of Holeman Avenue and west of River Road for commercial use.

Exhibit A1

Proposed Diagram Change to RR/SC Urban Facilities Plan

2.5 River Road Subareas (See Page 2-24)

A. River Road /Railroad Boulevard



EXISTING RECOMMENDATIONS

1. Designate and zone existing medium-density development.
2. Limit River Road access to existing commercial development.
3. Apply site review for redevelopment of existing commercial areas.
4. Maintain existing land use patterns until completion of Chambers Connector. The effects of the Chambers Connector and related road improvements on the immediate area should be examined upon completion of final design and right of way acquisition and any appropriate changes adopted.

PROPOSED NEW RECOMMENDATIONS

5. The area south of Fir Lane and east of River Road is appropriate for commercial and low-density residential uses.
6. Medium-density residential development along the east side of River Road north of Fir Lane is appropriate, and requires a minimum development area of 2/3 of an acre.
7. Rezone the apartments on the west end of Briarcliff Drive from industrial to medium density residential use.
8. Delay for six months rezoning of the vacant parcels south of Briarcliff and adjacent to the Northwest Expressway from industrial to low density residential use.
9. Designate the two parcels north of Holeman Avenue and west of River Road for commercial use.

EXHIBIT B

Text Amendments to RR/SC Urban Facilities Plan August 1989

- 1) Replace the fourth paragraph on page 2-1 with the following:

The land use element contains four components: general, commercial-industrial, residential and Land Use Diagram (see following page). Findings, policies, and suggested actions are provided in each of these elements. The land use diagram is a graphic depiction of the policies and suggested actions contained in the refinement plan and through the diagram, subarea diagrams, subarea descriptions and subarea recommendations, provides a more detailed guide to future land use than that shown in the Metropolitan Plan Diagram.

- 2) Replace the second and third paragraphs on page 2-22 with the following:

How is the Diagram Used?

The diagram is used, along with accompanying policies and suggested actions, policies contained in the Urban Facilities Plan, descriptions and recommendations contained under each of the subareas, and applicable areawide goals and policies, to evaluate individual land use proposals. The land use diagram provides guidance for future development. Existing development would continue as previously approved or as non-conforming uses.

The Urban Facilities Plan Land Use Diagram

In order to consider and suggest future land uses for the River Road-Santa Clara areas, 12 subareas were identified. The subareas (refer to Subareas Map) contain virtually all existing commercial, industrial, and medium-density residential development and undeveloped land designated for these categories in the study area. Policies and suggested actions applicable to the low-density residential areas are discussed in the main text of this chapter. The recommendations found under the descriptions for each of the subareas provide direction for future public policy and are to be used along with policies and suggested actions in the plan in setting future public policy and in guiding decision-making for the area.

Exhibit B

Proposed Text Amendments to RR/SC Urban Facilities Plan

- 1) On page 2-1 of the River Road/Santa Clara Urban Facilities Plan, the Land Use Element of the Plan is introduced. In that introduction, insert the following language (additions are underlined).

The land use element contains four components: general, commercial-industrial, residential and Land Use Diagram (see following page). Findings, policies, and suggested actions are provided in each of these elements. The land use diagram is a graphic depiction of the policies and suggested actions contained in the refinement plan and through the diagram, subarea diagrams, subarea descriptions and subarea recommendations, provides a more detailed guide to future land use than that shown in the Metropolitan Plan Diagram.

- 2) On page 2-22 of the River Road/Santa Clara Urban Facilities Plan, the role of the Land Use Diagram is discussed. In that discussion, insert the following language (addition underlined).

How is the Diagram Used?

The diagram is used, along with accompanying policies and suggested actions, policies contained in the Urban Facilities Plan, descriptions and recommendations contained under each of the subareas, and applicable areawide goals and policies, to evaluate individual land use proposals. The land use diagram provides guidance for future development. Existing development would continue as previously approved or as non-conforming uses.

The Urban Facilities Plan Land Use Diagram

In order to consider and suggest future land uses for the River Road-Santa Clara areas, 12 subareas were identified. The subareas (refer to Subareas Map) contain virtually all existing commercial, industrial, and medium-density residential development and undeveloped land designated for these categories in the study area. Policies and suggested actions applicable to the low-density residential areas are discussed in the main text of this chapter. The recommendations found under the descriptions for each of the subareas provide direction for future public policy and are to be used along with policies and suggested actions in the plan in setting future public policy and in guiding decision-making for the area.

ORDINANCE NO. 19893

AN ORDINANCE AMENDING THE RIVER ROAD/SANTA CLARA URBAN FACILITIES PLAN REGARDING THE CHANGE IN LAND USE DESIGNATION FOR CERTAIN PARCELS FROM LIGHT-MEDIUM INDUSTRIAL TO LOW-DENSITY RESIDENTIAL (RA 92-2, JOHNSON, ET AL).

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

A. In May, 1987, the Eugene City Council adopted the River Road/Santa Clara Urban Facilities Plan (Plan) as a refinement to the Eugene-Springfield Metropolitan Area General Plan. The Plan was also adopted by Springfield and Lane County in 1987, and subsequently amended in part on August 14, 1989.

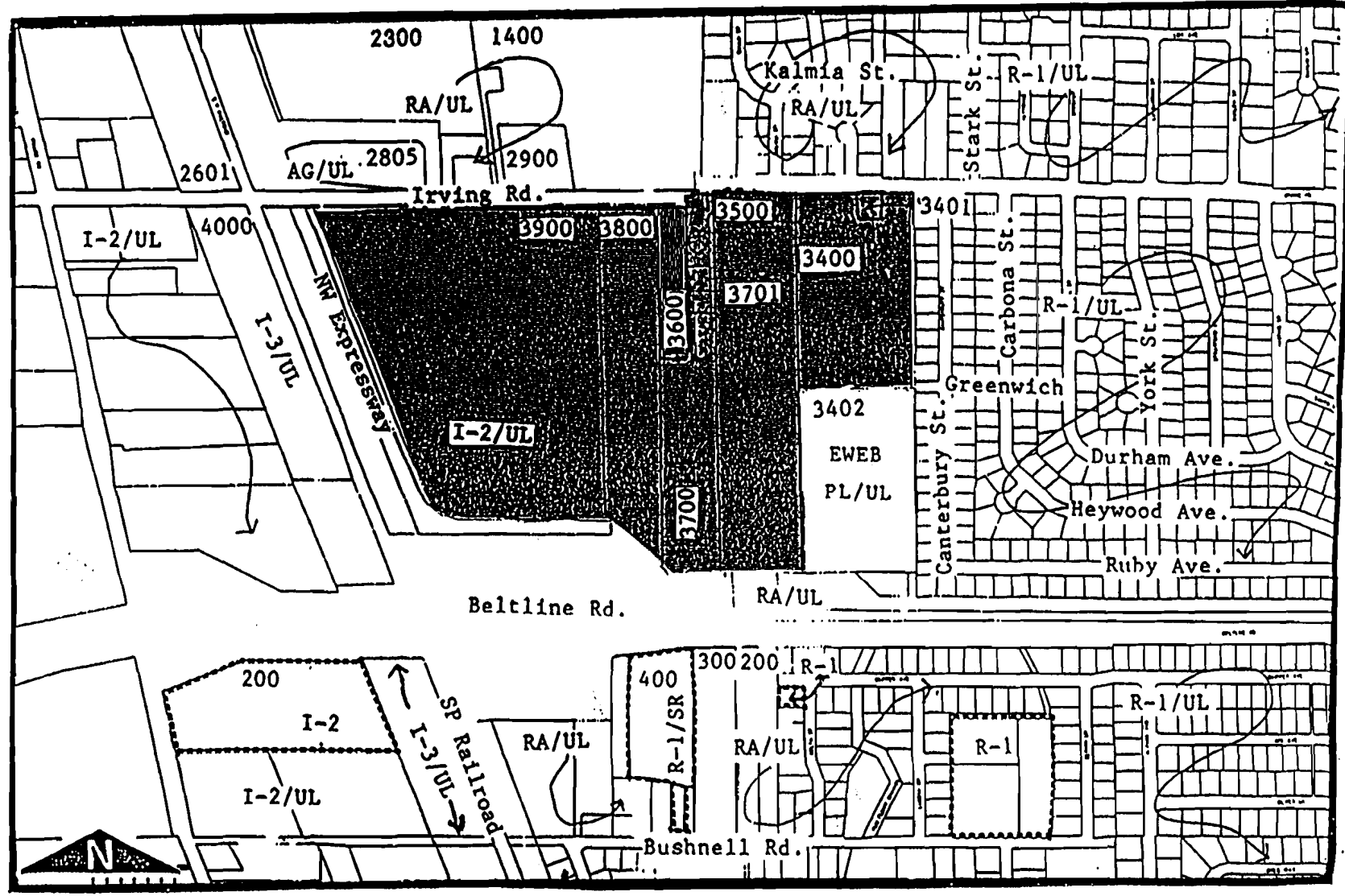
B. On July 28, 1992, Louis W. and Anne I. Johnson and six other property owners filed a request with the City of Eugene for an amendment to the River Road/Santa Clara Urban Facilities Plan (Plan) to change the land use designation for approximately 78 acres consisting of Tax Lots 3400, 3401, 3500, 3600, 3700, 3701, 3800, and 3900, Assessor's Map 17-04-10-0 0 from light-medium industrial to low-density residential.



C. Notice of the request was sent to the Santa Clara Neighborhood Group, to all owners and occupants within a 400-foot radius of the area identified above, and published in the Springfield News and Register Guard prior to the joint public hearing on the request before the Planning Commissions of Eugene, Springfield and Lane County on September 29, 1992.

D. The Eugene Planning Commission recommended approval of the proposed amendments on October 12, 1992, and the Lane County Planning Commission recommended approval of the proposed amendments on October 20, 1992.

E. The Council has considered the recommendations received from the Planning Commission and the actions taken by Lane County. The Council finds that the amendments to the Plan are in compliance with the criteria for refinement plan amendments as set forth in Subsection 9.145(2) of the Eugene Code, 1971.

F. Based on the recommendation of the Planning Commission, public testimony before the planning commissions and at the joint elected official hearing of December 9, 1992, the preceding findings, and the findings attached as Exhibit A hereto, the Council has determined that the proposed amendments to the River Road/Santa Clara Urban Facilities Plan are consistent with remaining portions of that Plan, with the Eugene-Springfield Metropolitan Area General Plan, as acknowledged by LCDC, and consequently conform to applicable Statewide Goals, and should be adopted.



 Area of Request
 City Limits

Johnson, et al (MA 92-2) and (RA 92-2)

Amendment to the Metropolitan Area General Plan and the River Road-Santa Clara Urban Facilities Plan