

E U G E N E
C O M M E R C I A L
L A N D S S T U D Y
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This study was conducted by an intergovernmental staff team with project management by the City of Eugene. The team included representatives from the City of Eugene, Lane County, the Lane Council of Governments, and various project consultants. The report was published by the City of Eugene and serves as a refinement to the Eugene-Springfield Metropolitan Area General Plan.

Members of the core project team changed somewhat over the course of the study period. At the time of adoption, the following staff were part of the core project team:

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The draft Commercial Lands Study was prepared by the Eugene Planning Commission. The primary staff support was from the City of Eugene Planning and Development Department. Assistance was also provided by other city departments, Lane Council of Governments (LCOG), Lane Transit District (LTD) and other public agencies.

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Special thanks to Dorothy Anderson and Jim Ellison who served on the Planning Commission during the early stages of the draft study preparation.

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PLANNING COMMISSION IMPLEMENTATION PRIORITIES

Metropolitan Plan Changes and Rezonings

- * Designate additional commercial land to replace losses from Natural Resources Study and West Eugene Wetlands Study protection measures. (Strategy 1.1)
- * Initiate Metro Plan amendments or zone changes to correct significant plan/zone conflicts. (Strategy 2.1, Appendix C-3)
- * Within the area from the east side of Agripac to Washington Street, change the plan designation and zoning of land currently zoned for industrial use to encourage a mixture of residential, commercial and compatible industrial use. (Strategy 17.3)
- * Improve the visual qualities and economic viability of strip commercial areas by applying Site Review/SR suffix. (Strategy 23.2, Appendix C-51)

Eugene Code Changes

- * Revise the Commercial zoning districts to achieve more compatibility for neighborhood commercial uses, examine the uses permitted in the different zones to effectively guide the types and scale of uses, consider performance zoning and provide flexibility between industrial and commercial uses in the re-use and adaptation of commercial buildings. (Strategies 3.1, 3.2, 3.3, 4.1, and 23.1)
- * Strengthen the design of commercial developments, including more consideration of pedestrian and alternative mode requirements, landscaping and other site requirements, and objective design standards for commercial properties. (Strategies 14.1, 23.1, and 23.3.)
- * Revise the commercial parking regulations to require improved landscaping, expand incentives and accommodations for transit and other alternative modes, and avoid overallocation of scarce land resources to surface parking. Revisions would include changes to lighting standards and establishing a maximum number of parking lot spaces relative to the size and use of the building. (Strategies 24.2, 26.1, 26.2, 26.3, 27.1, and 27.2.)

Redevelopment/Downtown Programs

- * Remove disincentives to downtown development by eliminating or modifying off-street parking requirements in the downtown area. (Strategy 9.2)

Special Future Studies

- * Redesignate the Four Corners area to allow redevelopment to occur with a mix of retail, office, and industrial uses. (Strategy 19.2)

EUGENE COMMERCIAL LANDS STUDY

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ADOPTING ORDINANCES

ACKNOWLEDGEMENTS

I. INTRODUCTION

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What is the Purpose of the Study?

In July 1987, the Eugene, Springfield, and Lane County elected officials approved the start of a comprehensive update of the Metropolitan Area General Plan (Metro Plan). The update was to include a review of the local economy and needed changes to the supply of commercial and industrial land. In January 1989, work on the update was stopped as Springfield and Lane County pulled out of the process due to fiscal constraints. In response, the Eugene Planning Commission began work on the Eugene Commercial Lands Study in February 1989 based on the following:

- Statewide Goal 9 Economy Administrative Rule requires cities to evaluate whether the supply of commercial land meets local community economic objectives.
- With lowered unemployment rates and a growing population base, Eugene was viewed as a strong market for new and expanding commercial activities.
- The absorption rate of commercial land appeared high based on the number of requests for rezoning land to commercial use and development of vacant sites.
- Trends in commercial development appeared to be changing.
- The quality of commercial development varied, in some cases creating major community concerns.

The main goal of the study is to decide if there is a need to make any changes to the supply of commercial land or to existing City policies or regulations based on local community objectives.

Community objectives developed during the course of the Commercial Lands Study describe a vision of the City in which:

- Downtown continues to serve as a major employment center for office-based commercial, government, and specialized retail activities. It is a vital area that includes a mix of activities such as office, specialty stores, a new public library, and housing.
- Neighborhood-oriented commercial services are easily accessible to residents living in different parts of the community.
- Commercial growth strengthens the local economy and occurs in a way that fosters compact growth and preservation of environmental resources.

- Existing commercial buildings are adaptable to new uses and are reused, thus helping to lower commercial vacancy rates.
- Commercial developments are designed attractively and function well resulting in increased commercial property values.
- Higher densities towards the Eugene core result in a stronger downtown and increased use and more intense use of land in transitional areas surrounding downtown.
- Large undeveloped areas are developed with the aid of broad, conceptual plans that are designed to foster or maintain a sense of place. These plans: 1) promote a strong inter-relationship between housing, commercial areas, and open space; and 2) ensure safe travel among those using all modes of transportation, especially for those walking or bicycling. In addition, these plans establish residential densities sufficient not only to support small neighborhood shopping opportunities, but to encourage use of alternate modes of transportation and further the goal of compact urban growth.

What is the Study Scope and Contents?

The study is an examination of commercial land issues for the City of Eugene and the Eugene portion of the Urban Growth Boundary. A brief overview of each chapter is described below.

Chapter I introduces the study by describing the purpose of the study, its contents, relationship to Statewide Goal 9 Economy and other City plans, and the citizen involvement process. This chapter also includes a list of City policies and regulations influencing commercial development.

Chapter II contains a description of the supply of commercial land and the forecasted demand. The supply of commercial land is based on a review of any vacant parcels where commercial development can occur, based on its zoning or designation in the Metro Plan. The study also reviews characteristics of commercial land based on a general assessment of such factors as a site's quality, location, parcel size, and zoning. The future demand for commercial land is based on the community's economic development objectives and on the forecasted employment in various sectors such as retail trade. The study indicates what amount of commercial land is needed through the year 2010. The demand for commercial land is categorized by the amount needed for office development and other commercial uses.

Chapter III includes City policies that are intended to guide future growth and development. After considering public comments, the Planning Commission recommended the policies to the City Council for review and adoption. This chapter also contains implementation strategies or suggested methods for carrying out the policies. Strategies include suggested changes to the Metro Plan and the Eugene Code. In many cases, the implementation strategies will be further evaluated and will include an opportunity for additional public comments before action by the City Council.

The study's **Appendix** contains information that is referred to in the main chapters of the document. The material in the Appendix is arranged according to the chapter of the study the material relates to. In addition to the Appendix, the following separate documents provide additional background information directly related to the Commercial Lands Study:

Commercial Trends Report for Eugene-Springfield Metropolitan Area

Published in December 1987, the report reviews: 1) national and regional commercial trends; 2) emerging retail patterns; 3) commercial development and planning issues; and 4) methods used to forecast commercial demand.

Eugene Commercial Lands Study--Supply and Demand Analysis

Published in July 1989 with minor revisions in January 1990, the report examines the supply of the vacant commercial land as of January 1989 and the demand for commercial land in the next 20 years for the Eugene portion of the metropolitan area.

Eugene Commercial Lands Study--Analysis of Site Characteristics as of July 1991

Published in July 1991 the report examines commercial sites a half acre in size or larger that were vacant as of January 1989. Site characteristics notes in the report include: 1) number of acres; 2) plan designation; 3) zoning; 4) where there are any significant conflicts between the plan designation and zoning; 5) average daily traffic volumes; 6) physical constraints; and 7) known development commitments and other general comments.

How Does the Study Comply with Goal 9?

The 1983 Oregon Legislature passed land use legislation requiring the Land Conservation and Development Commission (LCDC) to adopt a method of ensuring that local plans provide enough land for future industrial and commercial development. As a result, LCDC adopted a Statewide Goal 9 Economy administrative rule that became effective in February 1987.

The City of Eugene must fully address the requirements of the Goal 9 administrative rule by the next periodic review (currently scheduled to occur during 1994). At that time, LCDC will determine if the Eugene Commercial Lands Study and other studies, such as the Metropolitan Industrial Lands Study, fully meet the Goal 9 requirements.

While the Eugene Commercial Lands Study was not initiated to fully address all the Goal 9 requirements, it serves as a framework for compliance. For example, the study was aimed solely at the Eugene portion of the urban growth boundary and did not address industrial land issues. In summary, the study:

Applies within urban growth boundaries. The study includes solely the Eugene portion of the metropolitan urban growth boundary.

Reviews National, State, and Local Trends. The study examines commercial development trends and compares what is happening at the national level with what Eugene is experiencing locally. Categories of commercial uses expected to locate or expand within the community include both office and retail.

Identifies Site Requirements. The study discusses the different siting requirements needed by retail uses versus office uses.

Inventories Commercial Lands. The study includes an inventory of all vacant and under-developed commercial sites. The study also includes maps showing the location of all sites a half acre or larger and detailed information about each site, including whether the site is serviceable, is free from physical site constraints, and the existing plan designation and zoning.

Assesses Community Economic Development Potential. The study generally reviews local economic advantages and disadvantages to commercial growth and development. The study does not include a thorough analysis of all the rule requirements in this area as some appear to be aimed at industrial growth. Examples of factors not examined include pollution-control requirements and availability of technical training programs.

Reconfirms Related Policies and Objectives. The study summarizes commercial development policies and states broad local objectives concerning the types of commercial uses desired.

Identifies Needed Commercial Sites. The study identifies: 1) number of acres needed for office and retail uses based on employment projections and economic trends; 2) sufficient land for needed commercial growth, most of which is available in the short-term; and 3) sites considered part of the long-term supply. It doesn't identify specific uses with special siting requirements.

How Does the Study Relate to Other City Plans?

The Eugene Planning Program includes a number of documents that contain policies pertaining to commercial development. The Metro Plan provides broad policy direction for the entire metropolitan area. Several policies applicable to commercial development are contained in the Economy Element. The Metro Plan Diagram shows broad future land use patterns including the identification of existing and proposed commercial areas.

At the City level, three documents are particularly important--Eugene Community Goals and Policies, Economic Development Strategic Plan, and the Downtown Plan. There are also a number of neighborhood plans or special studies that apply to specific geographic areas and contain policies guiding commercial development. Overall, the Metro Plan, citywide documents, and neighborhood plans complement each other regarding commercial policy direction. The Metro Plan provides the broad policy framework while the neighborhood plans address area-specific concerns and frequently identify neighborhood-level commercial sites in addition to those serving the broader community.

The Eugene Commercial Lands Study provides a detailed examination of the supply of and demand for commercial land and information related to a variety of commercial issues. The study also includes proposed policies to better guide commercial development and strategies to implement the policies. Finally, this study identifies and suggests alternative solutions for conflicts between existing zoning and the Metro Plan designation for a variety of sites presently included in the commercial land supply.

How Does the Study Deal with the Relationship Between Downtown and Outlying Areas?

In 1984, the City Council adopted the Eugene Downtown Plan that contains the following:

" . . . the Downtown Plan proposes a new vision for downtown, one that will stimulate strong business interest and enhance cultural, recreational, residential, and natural features of the area. Downtown can become the place where people work, shop, live, socialize, and obtain services in a naturally beautiful environment."

Following adoption of the Downtown Plan, the City moved forward with a number of strategies designed to help foster the vision for downtown. One key strategy was the adoption of an updated Urban Renewal Plan promoting greater intensity of uses and encouraging a variety of developments including retail, office, and residential. In addition, the updated Downtown Urban Renewal Plan directs resources towards improved access and circulation, support for public facilities and improvements (such as a new downtown library) and rehabilitation of existing buildings. As originally established in 1968, the boundary of the updated Downtown Urban Renewal Plan includes about 17 blocks (70 acres) of the core area.

In August 1989, the City's Downtown Commission appointed a citizen group called the Retail Task Force to examine the factors necessary for a successful downtown retail sector. The Retail Task Force completed a final report in June 1990 outlining: 1) a downtown tenant mix plan; 2) a property owners program; 3) downtown redesign principles; and 4) recommendations for public policy to support downtown development. (Refer to the Retail Task Force Report Executive Summary and Recommendations in the Appendix on page A-15.)

On June 10, 1991, the City Council agreed that several of the recommendations in the Retail Task Force Report regarding public policy to support downtown development could be addressed as part of the Commercial Lands Study. Other remaining recommendations were likely to be addressed as part of the Central Area Transportation Study also in progress. Following completion of the two studies, planning staff anticipated that the entire set of recommendations will be reviewed and forwarded for consideration by the council.

Today, Eugene's core remains a strong economic center with a positive image for the community. It has a mix of government offices, cultural facilities, retail stores, general offices, and housing. The downtown area, encompassing an area beyond the mall, (including the 5th Street Special Development District, the EWEB headquarters/Agripac area, and the large offices east of the mall) contains the largest concentration of employment within the city. The downtown also serves as the hub of the countywide transit system.

In addition to downtown's positive attributes, there are some indications that both the retail and office sectors in some parts of downtown are in trouble or struggling. Most Eugeneans probably think of the mall as the apex of downtown. In a random survey of Eugene citizens in 1991, 76% said they were dissatisfied with downtown Eugene. This was an increase of 18% over the previous year. One major indicator of the shift in focus of downtown retail is the departure of downtown's last two department stores to outlying shopping malls. Data from 1991 indicate that in the central area, retail vacancies were at approximately 23.5%, and that gross retail receipts had declined over

over the previous two years by 40%. Although the office vacancy rate was only 10%, this may be because the supply of office space downtown is relatively low, having been dissipated over the last years by office development in outlying areas.

A recent examination of office space in Eugene revealed that there are about 607,000 square feet of office space downtown and about 1.8 million square feet outside the core, or generally a 34:66 percentage split.

As the Planning Commission worked on the Eugene Commercial Lands Study, the commission again discussed the relationship between the core area and outlying commercial areas. The commission indicated a desire to have the City create strategies to encourage development in the downtown. This commitment was based largely on a desire to best use the public investments made downtown, to encourage mass transit, to support urban densities in the core, and finally, to recognize the importance of the historical and cultural center of Eugene.

The Planning Commission did not support the recommendation in the Retail Task Force Report to discourage commercial development in outlying commercial areas. The Planning Commission determined that certain types of commercial development in outlying areas compliment downtown development. Large-scale retail outlets, for example, were not viewed as competing with the goods and services that are provided in the core area. Instead of discouraging commercial development in outlying areas, the commission recommended encouraging increases uses, such as new housing and office growth, that will provide a stronger support base for specialty retail and other activities especially suited for the downtown.

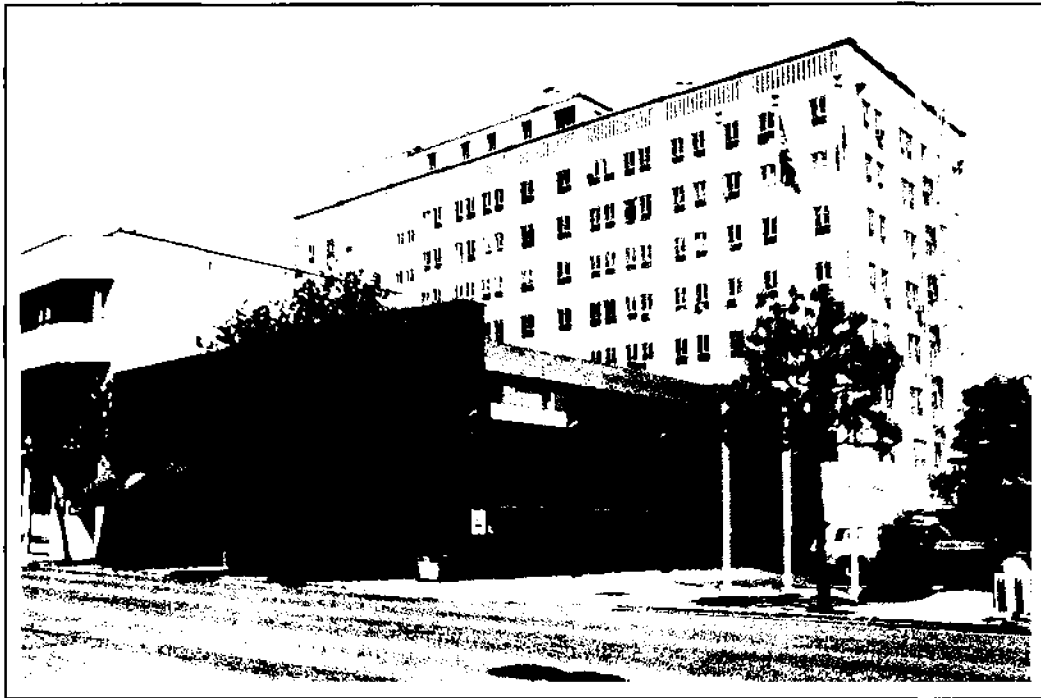
To encourage downtown development, the Commercial Lands Study recommends maintaining a relatively close match between the supply of and demand for commercial land. The study assumes that part of the supply will be met through small neighborhood commercial developments, limited commercial development on industrial land, and redevelopment of existing developed sites. (It assumes that 25 acres of commercial land will be available through redevelopment and infill in the downtown.) The study does not recommend significant expansions to the existing supply of land planned for future commercial use. Modest increases in supply are suggested primarily to accommodate needs of residences in particular subareas of the community. Future increases to the supply are suggested, if needed, to account for reductions of commercial land due to preservation of significant wetlands or other natural features. The study also addresses policy-based demand by providing direction to consider additions to the commercial land supply to provide sites for uses with special siting requirements to help achieve the City's economic diversification objectives.

The study also recommends that the City initiate a series of actions to further encourage development in the core area. These actions are aimed at reviewing existing and new tools and removing disincentives to downtown development, while avoiding measures that would discourage complementary commercial uses in outlying areas. Strategies in the study include:

1. Prohibit creation of a new regional retail center or a large-scale office center. (Strategy 6.1) *(Note--this strategy addresses the creation of NEW commercial areas that are NOT presently designated on the Metropolitan Plan or zone commercially. It does not propose to remove existing large vacant commercial sites from the inventory.)*

2. Identify and remove disincentives to the relocation or expansion of businesses downtown. (Strategy 6.2)
3. Eliminate or modify the systems development charge for downtown... (Strategy 9.1)
4. Eliminate or modify requirements for off-street parking downtown. (Strategy 9.2)
5. Work with Lane Transit District on a differential employment tax between commercial developments in the core area and outlying areas. (Strategy 17.5)
6. Consider creating a maximum number of parking lot spaces relative to the size and use of the building. (Strategy 26.2.d)

In conclusion, the draft study supports strengthening the intensity of development of downtown but also encouraging healthy commercial areas throughout the community.



Eugene's downtown area has a mix of government offices, cultural facilities, retail stores, general offices, and housing.

How Were Citizens Involved in the Study?

The involvement of citizens is very important to the success of the study. A variety of steps have been taken so far to inform and involve citizens. The Planning Commission has served as the primary citizen advisory group for the study. The Planning Commission sponsored a major public forum on January 30, 1990, to generate comments concerning the draft Commercial Lands Study findings and assumptions and the following community discussion points:

- Are there enough developable commercial sites for both the short and long term?
- Should we create more commercial sites?
- What factors should we use in determining the location of new commercial areas?
- How should commercial land be developed?

Excluding commissioners and staff, 65 people participated at the Commercial Lands Study Forum. Participants included developers, architects, planners, real estate agents, university students, neighborhood leaders, members of the Chamber of Commerce, and other community residents. Forum participants contributed ideas during small group discussions, recorded suggestions on maps, and submitted written comments either during or following the forum.

The commission considered public comments from the forum as they proceeded with preparing the study recommendations. In addition to the forum, numerous presentations were made during preparation of the study to interested groups and organizations. The commission also considered suggestions made during the various presentations. In March 1991, the draft Commercial Lands Study was distributed for public review. Information sessions were held regarding the study and citizens were provided an opportunity to share comments with staff and complete a survey regarding commercial land issues. Comments generated were forwarded to the Planning Commission.

The Planning Commission conducted a public hearing on the draft study on April 30, 1991, and held the record open for written testimony through May 22, 1991. The commission then received approval from the Eugene Citizen Involvement Committee to create the Commercial Lands Study Task Force to assist with the resolution of specified issues. The nine-member task force, included local developers, business owners, neighborhood representatives, members of the Chamber of Commerce and the League of Women Voters, and two planning commissioners.

The task force recommendations were presented to the Planning Commission on September 23, 1991. Following further discussion by the Planning Commission, a series of changes to the draft study were considered along with other potential changes based on public comments. The Planning Commission held a second public hearing prior to forwarding the document to the City Council. **A more detailed summary of the citizen involvement component is contained in the Appendix on page A-2.**

What Existing Policies Influence Commercial Development?

This section includes a summary of existing policies adopted by the Eugene City Council. The sources of the policies, along with a more thorough review, are contained in the Appendix on page A-11. Policies adopted as part of this study are contained in Chapter III.

- 1. Citywide policies encourage the development of:**
 - regional trade and service;
 - convention and tourist business;
 - downtown as an active commercial center;
 - commercial uses mixed with other types of land uses;
 - new neighborhood commercial sites, (The Laurel Hill and Westside Neighborhood Plans specifically identify neighborhood commercial sites); and
 - headquarters and government offices.

- 2. Additional citywide policies encourage balancing commercial development with actions that:**
 - recognize urban service availability and capacity limitations;
 - discourage the partitioning of large commercial lots;
 - require high-quality development and improve the appearance of commercial areas;
 - create more neighborhood commercial zones so that uses allowed or prohibited can be more specifically regulated; and
 - restrict expansion of strip commercial areas and concentrate their development.

- 3. Some area-specific policies encourage the City to:**
 - protect residential neighborhoods from negative commercial impacts and commercial expansion into the area;
 - maintain and improve downtown as a commercial space;
 - accommodate airport-related commercial and industrial development on either airport-owned property or on land designated for these uses within the UGB; and
 - preserve airport land and areas close by within the UGB for legitimate airport-related development that cannot be located elsewhere within the UGB.

- 4. Some neighborhood-specific commercial policies encourage the City to:**
 - locate commercial uses with the greatest impacts on arterials and collectors (Bethel-Danebo and Whiteaker);
 - restrict neighborhood commercial uses (Laurel Hill and Westside);
 - consider permitting more home occupations (Jefferson-Far West);
 - provide flexibility in off-street parking requirements (19th and Agate); and
 - concentrate commercial development (West University and Westside).

5. The Metro Plan Diagram includes five types of commercial Plan designations (refer to the Plan Diagram):

Major Retail Centers: Contain at least 25 stores, one or more being an anchor department store having at least 25,000 square feet. Centers can include complementary uses such as offices and medium- and high-density housing. The plan identifies three major retail centers including the Eugene central business district, Valley River Center, and, in Springfield, the commercial area along Mohawk Boulevard combined with the vacant land to the east. (Note: The Metro Plan does not currently identify the recently constructed Gateway Mall as a major retail center.)

Community Commercial Centers: Contain at least five acres and not more than 40 acres. Development envisioned to occur around a small department store and supermarket.

Neighborhood Commercial: (Not shown on Plan Diagram.) Oriented to the day-to-day needs of the neighborhood served, these facilities are usually centered on a supermarket as the principal tenant. The determination of the appropriateness of a specific site is left to the local jurisdiction. The Metro Plan provides minimum location standards and site criteria. Sites not shown on the Plan Diagram are generally five acres in size or less.

Strip Commercial: Oriented to automobile traffic along arterials. Plan states to limit to existing locations and transform to more desirable commercial patterns, if possible.

Rural Commercial: Located outside the UGB only where existing commercial development already occurs, an exception to Statewide goal requirements to protect farm and forest lands has been made, and rural services can serve the development.

6. The Metro Plan includes other land use categories that allow limited commercial development:

Residential: As stated above, allows for Neighborhood Commercial facilities based on review of minimum location standards and site criteria.

Special-Light Industrial: Allows complementary uses, such as corporate office headquarters and supporting commercial establishments, serving primary users on a limited basis.

Light-Medium Industrial: Allows supporting offices, local regulations permitting.

Heavy Industrial: Allows supporting offices, local regulations permitting.

Government and Education: Includes major office complexes such as University of Oregon, Lane Community College, Lane County Fairgrounds, Mahlon Sweet Field Airport, and Emerald Civic Stadium.

University/Research: Allows limited commercial services to meet the day-to-day needs of employees of the research park.

Mixed Use: Provides for more than one use, usually as determined by neighborhood plans on the local level. In Eugene, neighborhood plans generally promote medium- to high-density residential uses with limited opportunities for commercial and industrial use.

7. **The Plan Diagram contains three floating nodes.** Floating nodes provide opportunities for future commercial development and facilitate achievement of energy and transportation policies by providing medium-density residential development adjacent to or surrounding the commercial area. The commercial portion of each node is between 5 and 20 acres.

What Existing Regulations Influence Commercial Development?

This section includes a summary of existing City, State, and Federal regulations influencing commercial development. Proposed policies and implementation strategies that suggest changes to some of these regulations are contained in Chapter III.

1. **The Eugene Code contains five commercial zoning districts:**

C-1 Neighborhood Commercial: Applied to small "mom and pop" establishments such as Hilyard Street Market; small commercial areas such as 24th and Hilyard area; suburban neighborhood commercial areas such as at Westleigh and Bailey Hill Road; and to portions of larger commercial nodes such as at 18th and Chambers.

C-2 General Commercial: Applied to the area outside the downtown core area and free-standing shopping areas such as at Delta Highway and Greenacres Road.

C-3 Major Commercial: Applied to the Eugene downtown core area and to a small area along East 13th Avenue adjacent to the University of Oregon at Kincaid Street. The district could also be applied to Valley River Center.

C-4 Commercial-Industrial: Allows for a mix of limited commercial and industrial uses and is intended for parcels designated "Strip or Street Oriented Commercial" on the Metro Plan Diagram if those parcels have direct arterial frontage and are in areas already characterized by a mix of commercial and industrial uses. Areas that are suited for C-4 include small portions of the following arterials: West 11th Avenue, West 6th Avenue, and West 7th Avenue.

GO General Office: Created in 1984 to replace the RP Residential Professional district in recognition of office use being the predominant development in the district being office. The City initiated changing all the RP zoned areas to GO in line with the new zoning district provisions. Vacant GO-zoned parcels exist primarily in the Willakenzie region.

2. **Site plan review of development can be required by applying the Site Review subdistrict designation to a parcel.** Site Review is usually applied when a site is rezoned to address potential compatibility or traffic issues. Site Review is commonly required for large commercial sites. The Site Review is applied to a specific parcel to address one or more of the following criteria:
 - Compatibility with the surroundings, particularly when residential in character.
 - Efficient, workable, and safe interrelationships among buildings, parking, circulation, open space, and landscaped areas, as well as related activities and uses.
 - Due consideration to the preservation of attractive and distinctive historical and natural features.
 - Signs and illumination in scale and harmony with the site and area.
 - Safe and efficient ingress and egress.

These standards can be made more specific by the City Hearings Official during the rezoning process. The Site Review process is an administrative decision. If the decision is appealed, there is a public hearing before the Hearings Official.

3. **The Planned Unit Development process is usually applied to large sites that provide significant opportunities for a cohesive development or that have topographic or other constraints that require sensitive treatment.** Through the PUD process, a master site plan is developed including the location of streets, land uses, parking, bike access, sidewalks, and utilities. The PUD process provides flexibility for the developer but requires a public hearing before the Hearings Official. It is similar to the Site Review process in that both are intended to improve the quality of development that occurs on a site.
4. **Within a specific zoning district, a Conditional Use Permit (CUP) may be required before certain uses are permitted.** One reason for requiring the review is to determine if the characteristics of the particular use can be made compatible with the surrounding uses. The CUP process requires a public hearing before the Hearings Official. Appeals are considered by the Planning Commission.
5. **Landscaping requirements for commercial areas concern the visual screening of parking lots and landscaping for front-yard setbacks in the C-1, C-4, and GO zones.** Parking lots along the street are required to be buffered with a width of 5 feet of landscaping over at least 75 percent of the front. This buffer must be between 2-1/2 to 9 feet in height. Only 25 percent of the buffer may consist of a fence or wall. Buffers extending a great distance should be punctuated every 20 feet by a 5 foot-long visual opening at least 2-1/2 feet high. Vegetation buffers must have at least 75 percent evergreen plantings. In lieu of the 5 foot buffer, evenly spaced clusters of vegetation which are equal in area and provide equivalent visual impact are allowed. If the parking area abuts residential land, the parking area must be screened by a 3 to 8 foot fence, wall, or hedge that is 75 percent opaque. Plantings must meet the height and opaque requirements within one year.

6. **The Eugene Code requires that a minimum number of parking spaces be provided according to the specific type of commercial use, except in the following areas where there are no requirements for off-street parking:**

Central downtown area: Within a portion of downtown there is a parking exemption zone and individual businesses are not required to provide their own off-street parking. The parking exemption encourages a greater density of development and promotes shared parking among a wide range of users.

Small university commercial areas: Immediately west of the university along East 13th Avenue and two small areas along the south side of East 11th Avenue between Hilyard and Alder streets, there are no requirements for off-street parking. Reduced parking requirements were approved under certain conditions for the businesses in the 19th and Agate commercial area to the southeast of the university campus.



To encourage intense development and use of alternative transportation modes, individual businesses in part of the downtown are not required to provide off-street parking.

7. **The Eugene Code allows for two or more uses to share common parking facilities. The total number of spaces required for shopping centers can be less than the spaces that would be required for the individual uses. A reduction of spaces may also be granted if the parking facility is jointly used and a determination is made that the parking can accommodate both uses.**
8. **The Eugene Code does not contain a limit on the maximum number of parking spaces that can be provided for a given commercial development.**

9. **The Eugene Code provisions may not adequately ensure that the community policies concerning commercial development are implemented.** The code, for example, does not have adequate standards to ensure attractive commercial developments or a limitation on how much a site can be devoted to automobile parking.
10. **Commercial development cannot take place within designated wetlands unless necessary permits are issued by Federal, State, and local agencies. State and Federal permits require that:**
 - development within the wetlands fulfills a public need;
 - development cannot take place anywhere else; and
 - the loss of wetlands is mitigated.Development of wetlands requires special permits from the US Army Corps of Engineers, Environmental Protection Agency, and State and local agencies. Specific wetland areas need to be further delineated by permitting agencies.
11. **Commercial development may occur within a 100-year Flood Zone Designation provided all pertinent building codes are met and that the finished floor is a minimum of one foot above the floodplain, Eugene Code Section 9.607(e)2 pursuant with Federal Emergency Management Agency regulations.**
12. **Commercial development within the Willamette River Greenway requires a special review to ensure the criteria to meet the Statewide Goal are met.** The criteria includes an evaluation of the visual impacts of the development and the public access to the river.
13. **Eugene Code Sections 9.636 through 9.660 set forth performance standards which commercial developments must meet. Standards address noise, glare and heat, air quality, toxic or noxious matter, and other environmental concerns.**
14. **Commercial development must adhere to Federal and State laws pertaining to hazardous materials and cleanup.** A recent example, where these requirements stalled a development is with regard to the proposed Fred Meyer Garden Center on Division Avenue. Hazardous materials were found on the site and the development has not yet been completed. The Federal and State requirements are likely to have the most impact when land that was previously in industrial use is proposed for development.
15. **Special height limitations may affect commercial development within 50' of residential zoning districts--Eugene Code Section 9.534(b)(2).** Building height may also be affected by view protection for Skinner Butte and Judkin's Point--Eugene Code Sections 9.536(c) and (d).
16. **Limitations are placed on the size and number of signs for commercial businesses according to the zoning district they are located in (Eugene Code Sections 9.1000 through 9.1050).**

- 17. The State Uniform Building Code (UBC) affects the entrances/exits of a building, the size and type of openings in the exterior walls, and placement on the site with respect to property lines and materials used.**

Note: Public testimony was received concerning other factors that influence commercial land availability. There are a variety of factors that influence which commercial establishments are developed in a community and where. Most (like market conditions or restrictive covenants and radius clauses that may exist between landlords and their tenants) are beyond the City's control. A flexible yet specific zoning code is a City's most powerful tool for ensuring that its planning goals are carried out.

II. SUPPLY AND DEMAND

II. SUPPLY AND DEMAND

Background

The purpose of this chapter is to:

1. Describe the supply of commercial land in terms of findings (factual information) and assumptions (reasonable projection or conclusion).
2. Describe assumptions used in determining the demand for commercial land based on employment projections and development trends.
3. Describe the basic assumptions used in the preparation of the Metropolitan Area General Plan concerning how the demand for commercial land would be met and the revised assumptions prepared as part of the Eugene Commercial Lands Study.
4. Present an overall comparison of the adjusted supply and demand along with the general direction of the study policies and implementation strategies.

What is the Supply of Commercial Land? (Findings)

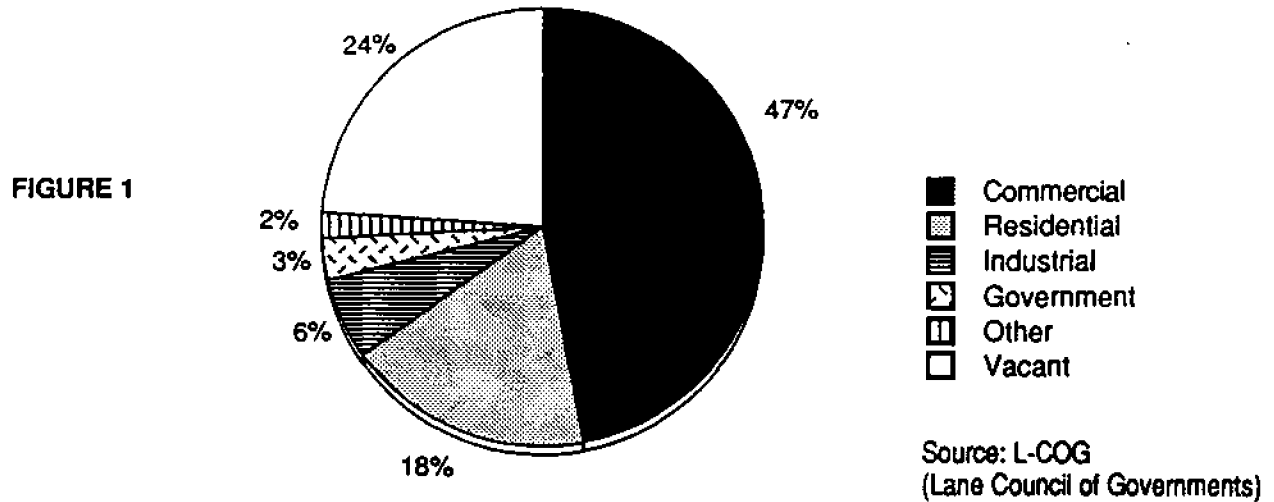
For purposes of this study, commercial land is defined as parcels that are shown on the Metro Plan Diagram as appropriate for commercial development (designated commercial) or are regulated by the City of Eugene so as to allow commercial uses (zoned commercially). The base date for the analysis was the January 1986 Metropolitan Parcel File. From this data base, any tax lot or portion of a tax lot that was vacant and zoned or designated for commercial use was considered part of the commercial buildable land inventory. Due to the amount of recent development activity, all parcels in the inventory .5 acre in size and larger were field checked and evaluated to verify their availability for development.

Findings related to the supply of commercial land are divided into three sections. The first describes the supply of commercial land as of January 1986. The second includes an analysis of changes to the commercial land inventory based on zone change activity and development. The third section describes the commercial buildable land inventory as of 1989. Additional information concerning the supply analysis is contained in the report titled, "Eugene Commercial Lands Study--Supply and Demand Analysis, July 1989."

Summary of Commercial Land As of January 1986

As of January 1986, there were over 2,200 acres of commercially zoned or designated land located within the Eugene urban growth boundary, about half of which were developed with commercial uses. About a quarter of the total was vacant. The remainder of this land was developed with residential (18%), industrial (6%), governmental (3%), or other uses (2%).

Use of Commercially Zoned or Designated Land as of January 1986



The majority of existing commercial uses were located in the Central/U of O subarea (35 percent), Willakenzie (27 percent), and West Eugene (21 percent). The River Road/Santa Clara and South Eugene subareas had relatively less existing commercial development. There were about 538 acres of undeveloped commercial land within the Eugene urban growth boundary. The majority of the vacant land was located in the Willakenzie and West Eugene subareas.

TABLE 1
EXISTING LAND USE FOR COMMERCIAL LAND BY SUBAREA
AS OF JANUARY 1986
(in acres)

| | <u>CENTRAL/ U of O</u> | <u>WILLAKENZIE</u> | <u>WEST EUGENE</u> | <u>SOUTH EUGENE</u> | <u>RIVER ROAD/ SANTA CLARA</u> | <u>TOTAL</u> |
|--------------|----------------------------|--------------------|------------------------|-------------------------|------------------------------------|--------------|
| Commercial | 373 | 283 | 226 | 75 | 96 | 1,053 |
| Residential | 280 | 35 | 29 | 9 | 53 | 407 |
| Industrial | 46 | 16 | 56 | 1 | 7 | 127 |
| Government | 38 | 9 | 8 | 1 | 21 | 77 |
| Other | 16 | 11 | 4 | 2 | 3 | 35 |
| Undeveloped | <u>89</u> | <u>204</u> | <u>158</u> | <u>11</u> | <u>77</u> | <u>538</u> |
| TOTAL | 843 | 558 | 482 | 99 | 256 | 2,238 |

Changes to the Commercial Land Inventory

The commercial land inventory changes over time, reflecting changes in the Metro Plan designation, local zoning, development of vacant sites, and redevelopment activity. In general, land designated in the Metro Plan for commercial use is also zoned for commercial development. In some cases, however, a specific parcel may be designated for commercial use and not have a commercial zoning or vice versa. While the Metro Plan designation provides a map illustrating the broad land use patterns in the community, zoning districts define the specific types of uses permitted on an individual parcel. **The primary method of change to the inventory has been through the incremental process of changes to the local zoning applied to a specific parcel.**

An analysis of zone changes during 1978 to 1988 shows there were a total of 89 zone change applications approved that added a total of 254 acres to the supply of commercially zoned land. About 78 percent (193 acres) of the 254 acres were rezoned to the C-2 Community Commercial District. These parcels, and those zoned C-3, C-4, or GO, needed to be found consistent with the Metro Plan including the plan's designation. In general, the rezonings did not actually add to the overall supply of commercial land. Parcels that were rezoned C-1 Neighborhood Commercial may have occurred on land designated for residential use. These parcels could be viewed as actual additions to the commercial land inventory.

TABLE 2
LAND ADDED TO THE SUPPLY
OF COMMERCIAL ZONED LAND
FROM 1978-1988
(in acres)

| <u>PREVIOUS ZONING</u> | <u>CURRENT ZONING</u> | | | | | <u>TOTAL</u> |
|------------------------|-----------------------|------------|------------|------------|-----------|--------------|
| | <u>C-1</u> | <u>C-2</u> | <u>C-3</u> | <u>C-4</u> | <u>GO</u> | |
| Residential | 10 | 73 | 0 | 0 | 7 | 90 |
| Industrial | 12 | 106 | 0 | 19 | 0 | 137 |
| Agriculture | 7 | 18 | 0 | 0 | 0 | 25 |
| Public Land | <u>0</u> | <u>1</u> | <u>1</u> | <u>0</u> | <u>0</u> | <u>2</u> |
| TOTAL | 29 | 198 | 1 | 19 | 7 | 254 |

Commercial Buildable Land Inventory as of 1989

Due to recent development activity, the January 1986 parcel file was not considered current enough to evaluate the commercial buildable land inventory. Consequently, all undeveloped parcels .5 acres in size or larger that were commercially zoned or designated were field checked to determine those parcels that may have been partially or fully developed since 1986.

Once the inventory of the large vacant parcels was updated, it was combined with parcels less than .5 acres in size resulting in a revised commercial buildable land inventory. As of January 1989, the commercial buildable land inventory for the Eugene urban growth boundary was 505 acres. Of the vacant parcels in the commercial land supply with a commercial plan designation, 55 percent are zoned to permit either retail or office use (C-1, C-2, C-3, and C-4 zones). Another 8 percent are zoned GO, which permits general office use. The remaining 37 percent are zoned for another use but have a commercial plan designation. The vacant land not zoned commercially is zoned for agricultural uses, industrial uses, low-density residential uses, or medium-density residential uses. About 67 percent of the land not zoned for commercial use but designated for future commercial development are on sites located outside the Eugene city limits.

TABLE 3
SUMMARY OF VACANT COMMERCIAL LAND
BY SUBAREA AND ZONE TYPE*
AS OF JANUARY 1989
 (in acres)

| <u>SUBAREA</u> | <u>COMMERCIAL</u> | <u>OFFICE</u> | <u>OTHER</u> | <u>TOTAL</u> |
|------------------------|-------------------|---------------|--------------|--------------|
| Central/U of O | 45 | 1 | 22 | 68 |
| Willakenzie | 112 | 30 | 22 | 164 |
| West Eugene | 97 | 1 | 104 | 202 |
| South Eugene | 6 | 0 | 0 | 6 |
| River Road/Santa Clara | <u>14</u> | <u>8</u> | <u>43</u> | <u>65</u> |
| TOTAL | 274 | 40 | 191 | 505 |

* Commercial: Zones C-1, C-2, C-3, C-4
 Office: Zone GO
 Other: Zones other than C-1, C-2, C-3, C-4, GO

The distribution of different sized vacant parcels is not uniform throughout the study area. The majority of larger parcels are on the fringe of the urban growth boundary, while few parcels over 0.5 acres are available in the central or south Eugene areas. About 80 percent of vacant commercial parcels over 10 acres in size are in the west Eugene subarea. About 62 percent of the vacant parcels under .5 acres in size are contained within the Central/U of O region. These parcels account for about 95 percent of all of the vacant parcels in the Central/U of O region. As of January 1989, the Eugene area had 13 vacant sites 10 acres or larger in size which were designated or zoned for commercial use. This was 16 percent of the total number of Eugene's undeveloped commercial sites larger than .5 acres.

What is the Quality of Vacant Commercial Land? (Assumptions)

Many factors are considered when commercial developers select a development site, such as good access, adequate size, visibility, and land cost. During the Commercial Lands Study the quality of vacant commercial sites was analyzed. All parcels .5 acres in size or larger were evaluated to identify the following.

- Sites with physical constraints.
- Sites with known development commitments since the quantity of vacant commercial sites was determined as of January 1989 to July 1991.
- Sites considered part of the long-term supply.
- Sites where the Metro Plan designation conflicted with the local zoning.

For detailed information concerning the above factors, refer to the report titled, "Eugene Commercial Lands Study--Analysis of the Site Characteristics as of July 1991."

Sites with Physical Constraints

As of July 1991, there were 27 sites above 1/2 acre that were vacant and constraint free. While none of these sites were greater than 10 acres in size, 5 were at least 5 acres in size. For purposes of this study, "constraints" consisted of the following: 1) wetlands on some or all of the acreage; 2) riparian features; 3) a location within the floodplain; 4) steep slopes; 5) poor access; or 6) limited visibility. In January 1989, when the original inventory of vacant commercial land was completed, 31 sites were listed as constraint free. The two largest of these sites were partially or fully developed for retail use. Other constraint free sites previously developed include Site No. 2-19 located at the southwest corner of Goodpasture Island Road and Valley River Drive (Red Robin Restaurant); Site No. 3-13 located between Seneca and Bailey Hill on West 11th (car wash and delicatessen); and Site No. 2-18 located on the west side of Willagillespie Road in the vicinity of Clinton Drive (mini-warehouse and office). Development of these sites met some of the demand forecast in the study. About 3 acres of Site No. 3-24, located at the southwest corner of Royal and Danebo, was removed from the list, as it had been partially developed with a noncommercial structure (a church).

Sites with Known Developments

The supply of vacant commercial land was based on data obtained as of January 1989. Due to the amount of commercial activity in the spring of 1989, building permit files and land use records were reviewed to determine what sites had known development commitments up to October 1, 1989. From January 1989 to October 1989, the majority of new commercial development on vacant sites occurred in the Willakenzie subarea. This included retail developments by Shopko and Costco on Coburg Road, office development on Country Club Road, and plans for an auto center and development for Trend Business College at Delta Oaks. Commercial developments that were proposed or under construction at that time included the new Shopko on West 11th and the Fred

Meyer Garden Center in the River Road/Santa Clara subarea. Two commercial sites were proposed for elderly housing projects, one in South Eugene and the other in West Eugene. In the summer of 1991, the Commercial Lands Study Task Force identified additional commercial sites that had been partially or fully developed since October 1989.

Sites Considered Part of the Long-Term Supply

In general, most of the vacant commercial sites are considered available for commercial development within the next five years. Sites indicated as part of the long-term supply are those that may not be fully serviced within five years and/or are located in areas where significant residential development may be planned but has not yet occurred. In general, the sites considered part of the long-term supply are located outside the city limits or in areas that are largely underdeveloped.

Sites Where the Metro Plan Designation Conflicts with Local Zoning

The supply of vacant commercial land includes vacant sites either designated in the Metro Plan for commercial use or where local zoning would permit commercial activities. In the majority of cases, sites that are planned for commercial development are also zoned for commercial uses. In some cases, sites planned for commercial development are currently zoned for agricultural or low-density residential use. In general, owners of these sites may be choosing to use the land for non-commercial uses on an interim basis until the sites are more marketable for commercial development. Some sites that are planned for commercial development are zoned to allow medium-density residential or industrial uses. These sites are less likely to convert to commercial zoning and development in the future. There are a few situations where sites planned for future medium-density residential or industrial use are currently zoned commercial. A detailed description of sites with significant plan/zone conflicts is contained in the Appendix on page C-3.

What are the Commercial Development Trends?

The Eugene-Springfield metropolitan area has the attributes of a well-balanced, diverse urban economy in service and retail trade. The cities are self-sufficient in most categories of services and retail trade, indicating that the area is as diverse as the state in these sectors. The metropolitan area is not fully meeting the objective of serving as a regional center for retail trade. This is partially due to the fragmentation of market areas affecting cities nationwide. The data base for specialty retail is difficult to obtain, although there is a general sense that the area has a high number of such uses. The Planning Commission has indicated an interest in encouraging growth in this sector of the economy. The area is a regional center for social services and has strong potential to be a regional service center. The tourist industry, as represented by hotels, eating and drinking establishments, and gas stations, is not keeping pace with the growth in the region, an indication that these sectors may present opportunities for investment. On a per capita basis, the metropolitan area does not have a greater proportion of medical facilities than other Oregon communities. The metropolitan area may tend to have a greater variety of medical specialists. With regard to medical services, about the same number of people come into the area for services as the number that go elsewhere, such as Portland. For further information, refer to the Economic Trends report prepared by the Lane Council of Governments and printed in December 1989.

There are five broad types of Commercial Development. Each type is listed in the next section along with a brief description of national and local trends.

- **Strip Commercial**

Some of the positive aspects of strip commercial development are the inexpensive space it provides for start-up businesses and the opportunities it provides for businesses to own their building. Some of the negative aspects include parking limitations, poor appearance, limited access, and congestion. This development form functions best along arterials with adequate numbers of signalized intersections and in areas with enough lot depth to permit some flexibility in site planning.

National Older and smaller commercial strips are experiencing a more difficult and competitive business environment, which may create redevelopment opportunities. Strip centers, as described below in the Community Commercial section, can be built in strip commercial areas as well.

Eugene All of the major commercial strips in Eugene (Highway 99, West 11th Avenue, West 6th/7th Avenues, Willamette Street, and Franklin Blvd.) appear to be maintaining their commercial viability. Some redevelopment is currently taking place along Willamette and Franklin. (Refer to the map of strip commercial areas in the Appendix following page C-34.)

- **Neighborhood Commercial**

National New development is characterized by convenience food markets and gasoline sales. Locations generally contain from 12,000 to 50,000 square feet of leasable space. Developers of these sites prefer locations on busy arterial intersections.

Eugene Neighborhood commercial development in Eugene has historically been either small-scale concentrations of shops or individual convenience food markets. Examples include the 28th and Friendly, 24th and Hilyard, and 19th and Agate commercial areas, and numerous Grocery Cart, Dari-Mart, and 7-Eleven stores. Local development patterns follow national trends, except gasoline sales or automobile stations are not generally included on the sites. No new neighborhood commercial areas have developed in Eugene recently. Redevelopment and reinvestment of existing neighborhood commercial areas continues to occur in response to changes in the market.

- **Community Commercial**

National On the national level, discount retail and strip center developments are the types of developments which are currently being constructed in this size range. The concept of discount retail stores was created in response to the increased demand for lower-priced consumer goods. This is currently the fastest growing and most volatile retail segment. Stores require five- to ten-acre sites with parking lots which can be more than double the minimum size required in the Eugene Code. Strip centers are smaller shopping centers often anchored by a supermarket. These centers are growing in trade area, size of anchors, and overall size. They may be overbuilt on the national scale.

Eugene Community commercial development in Eugene has developed in a number of commercial nodes such as at 18th Avenue and Chambers Street and the Oakway Center. These nodes have generally been located at the intersection of two major arterials and serve surrounding residential areas, and to some extent, the larger community. Most recent commercial development in Eugene has followed the national trends, with the development of three discount retail stores during 1990 such as Shopko and Costco. One other discount retail store and two strip centers were built between 1985 and 1990. During 1990, Club Wholesale located near the vicinity of North Delta Highway and Greenacres Road. The business later closed and now houses Home Club, a home improvement and building supplies store. The Albertsons in the Oakway Center relocated and expanded. The former space occupied by Albertsons is now an off-price retail clothing outlet called T.J.Maxx. Following extensive remodeling, the clothing store opened in the spring of 1991.

- **Specialty Retail**

National Specialty centers usually do not have a main anchor store and cater to a destination market consisting of both visitors and local residents. Centers are generally located close to major areas of employment. The size of specialty centers is extremely varied, ranging from 25,000 to one million square feet. Tenant mix is heavily oriented to food service and one-of-a kind arts, crafts, impulse items, and entertainment. Specialty centers such as Faneuil Hall/Quincy Market in Boston and Harborplace in Baltimore are widely cited examples. Successful specialty centers are becoming more difficult to design as development moves into smaller urban centers. Intensive management of the specialty centers is required to allow constant adaptation to consumer preferences.

Eugene In Eugene, the businesses in and around the 5th Street Public Market serve as a local example of a specialty center. As with national trends, the center does not contain a single, large anchor store. It is located in a major employment center and also serves as a destination for visitors to the Eugene-Springfield area. The tenant mix is varied with an emphasis on small shops and food service establishments. The center also takes advantage of the historic features in the area to make it serve as an attractive and distinctive destination point. The downtown area in general contains a large number of specialty stores. With the loss of major anchors, such as the Bon Marche and Sears, downtown is likely to focus its role as a specialty retail and office center.

- **Business Parks**

National Business parks are characterized by a mix of office, special light industrial, light-medium industrial, and retail uses. They are generally built on large sites by one developer using a development plan. In other cases, the local jurisdiction may guide development based on an overlay zone or the private sector may have a broad overall plan yet the site may be developed with several individual developers. Private covenants, conditions, and restrictions may be used to regulate the design of these projects. Business parks generally are noted for their park-like setting with attractive landscaping and building design. Adequate parking and highway access need to be provided because the range of uses in business parks can vary creating increased demands on these facilities. Business park developers prefer the same type of locations as major commercial developments: sites with adequate size, good access, and high visibility.

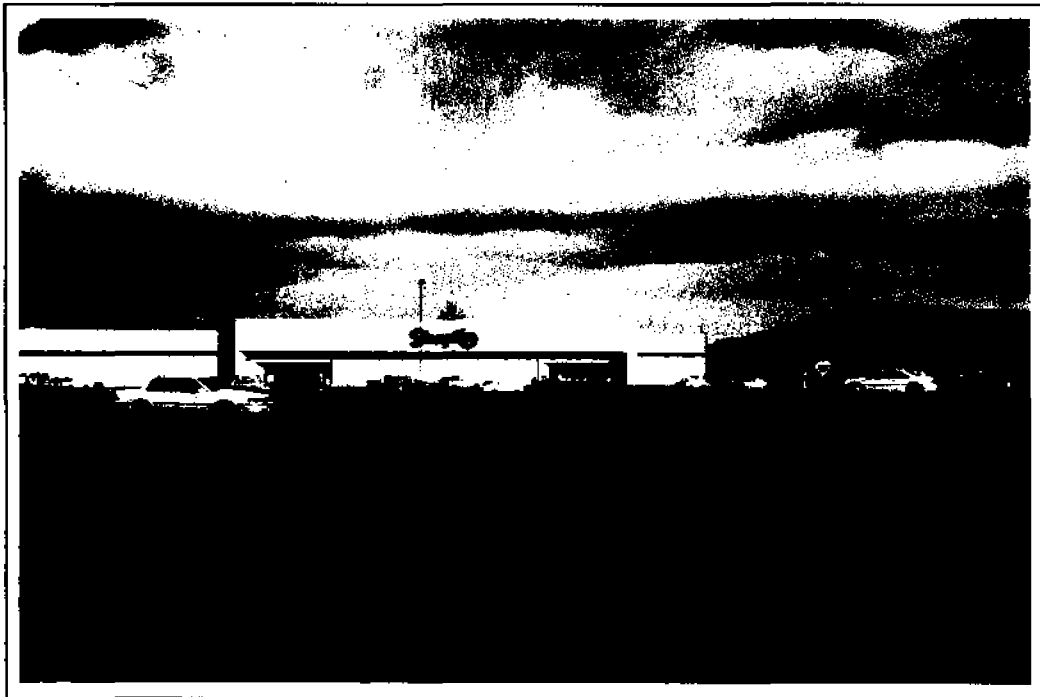
Eugene No business parks have been built in Eugene. While the I-1 Special-Light Industrial zone permits a limited amount of office and retail development,

it would require revisions to fully implement the business park concept.

There will continue to be different impacts associated with retail versus office developments. Retail areas usually generate greater traffic volumes, have a stronger interest in signing, and rely to a larger degree on visibility. In addition, the locational requirements for office development are not as particular as those for most retail commercial uses. Currently, the Metro Plan Diagram does not contain a method of separating the treatment of retail and office.

As commercial development patterns in Eugene reflect national trends toward larger commercial buildings and sites, it may be difficult to achieve the Metro Plan objective of having commercial facilities that will serve the day-to-day needs of residents close to their homes. This would result in higher traffic volumes on collector and arterial streets as residents are forced to drive longer distances to reach the commercial facilities that serve day-to-day needs.

Recent commercial developments created concerns by residents about the design and function of commercial projects, especially large discount retailers. Based on comments generated at neighborhood group meetings and an informal survey of residents, there is a broad support for strengthening Eugene's commitment to improving the appearance and quality of commercial development.



The ShopKo development on Coburg Road is an example of a large surface parking lot that has no interior landscaping and far exceeds the minimum lot area required by the Eugene code.

What is the Demand for Commercial Land?

As part of the Commercial Lands Study, the Lane Council of Governments prepared a projection of Eugene's commercial land demand for the year 2010. The projection accounted for land needed by firms. It did not account for land used for roadways, since commercial development usually takes place in developed areas that are already served by roads. The methodology used by L-COG in projecting the commercial land demand was consistent with the approach used for the last update of the Metro Plan. During preparation of the Metro Plan in the late '70s, the projected demand for commercial land was based on employment data. The amount of land designated for commercial land did not include any additional land based on community policies that would encourage certain types of commercial activities. The lack of policy-based demand resulted in a fairly close match between the amount of land projected and the amount included in the supply.

Employment projections are based on local and regional population and economic trends. **Using these projections and employee-per-acre ratios, there was a forecasted demand in Eugene for 109 acres of developable office land and 423 acres of non-office commercial land for a total of 532 acres by the year 2010.**

The projected demand for retail and office uses was based on the following methodology and assumptions:

- Employment was forecasted by individual sectors, such as retail trade. This approach was consistent with the method used for the update of the Metro Plan.
- The current percentage of sector employment that located on commercial land will continue. For example, as of 1986, development in commercial zones had 79% of the total employment in the retail trade sector. It was assumed that this percentage and those of the other employment sectors would continue.
- Sector estimates for the percentage of commercial employment based in offices was completed based on U.S. Census and State Employment Division data and were assumed to continue.
- Employee-per-acre ratios were developed for each sector. These were also assumed to continue through the planning period. Data sources used for these ratios were Portland employee-per-acre studies, ratios used in other Oregon and Washington jurisdictions, national publications, previous ratios used in the metropolitan area, and development trends.
- The projection did not include land for policy-based uses that trends do not anticipate. An example of this type of policy-based use would be specialized uses with particular site needs, such as a regional sports facility or trade center.
- The projection assumed that all new employment growth would occur on vacant land. It did not allow for redevelopment of existing commercial sites or intensified use of existing buildings.

What Assumptions Were Made on How the Demand for Commercial Land Would be Met?

Historically, the Metro Plan has maintained a relatively close match between the demand and supply of commercial land. It was assumed during the last update of the Metro Plan that 140 acres would be met in neighborhood commercial developments (under 5 acres in size in areas designated for residential use on the Plan Diagram). It was also assumed that 70 acres of that demand (about 10 acres per site) would be met in the Special-Light Industrial areas. About 25 acres of the commercial demand were assumed to be met within one mile of Eugene's downtown through in-fill and redevelopment. (The following sections describe adjustments to the assumptions. Refer also to Table 4--Supply of and Demand for Commercial Land.)

Neighborhood Commercial Development

From 1978 to 1988, about 30 acres of land was rezoned for neighborhood commercial development. Because the amount of acres in the ten-year period is less than what was assumed would occur, the study recommends: 1) creating design standards to address compatibility concerns with new neighborhood commercial developments (this may reduce controversy at the time of zone change requests); and 2) lowering the assumption on the amount of acres that may be converted to neighborhood commercial developments in a 20-year planning period from 140 to 60. This revised assumption, along with others described in this chapter, can be re-examined at the next Metro Plan update.

Commercial Development on Industrial Land

At the time of the last Metro Plan update, there were five Special-Light Industrial (SLI) sites within the Eugene Urban Growth Boundary. About 50 acres of commercial demand was assumed to occur on these sites. In 1991, the Eugene City Council approved an amendment to the Metro Plan to change the plan designation of the SLI site at Bertelsen and Stewart to Light-Medium Industrial and to add SLI land adjacent to the Summer Oaks Industrial Park (north of Chad Drive). In addition, two SLI sites are either developed or have significant development constraints due to wetlands (Greenhill and Spectra-Physics sites).

Frequently, it is difficult to categorize some of the developments on SLI sites as industrial or commercial. The Willow Creek site, for example, contains a publishing software company that could have located on C-2 zoned property. It could also be viewed as an industrial firm. The publishing company in the Summer Oaks Industrial Park could also have located on commercial land and devotes about a third of the space to office use. The description of the SLI sites was changed in the Metro Plan to acknowledge market trends calling for greater flexibility in siting office uses and the concept of business parks.

Accounting for both the decrease in the number of sites and acreage available in the SLI sites and the broadening of office use permitted, the study recommends lowering the assumption on the amount of acres that may meet the commercial land demand from 50 acres to 40 acres.

Previously, no assumptions have been made about commercial development on Light-Medium Industrial land. In the Eugene Code, however, the I-2 Light-Medium Industrial zoning district

allows establishment of industrial parks. Eugene Code Section 4.450 permits "Industrial Parks, with uses allowed outright in the I-2 district and the following if their combined gross floor area is not more than 20% of the gross floor area of all buildings in the park or 15% of the total park area, whichever is the lesser: 1) banks; 2) barber shops; 3) beauty shops; 4) convenience grocery stores; 5) engineers, architects, landscape architects, and surveyors; and 6) restaurants, other than drive-ins." In addition, the zoning district allows "Offices not affiliated with industrial uses established at the same development site, provided such offices occupy a maximum of 10% of the development site."

Accounting for the limited allowance of commercial uses on industrial land zoned I-2 Light-Medium Industrial, the study recommends assuming that 5 percent of the vacant I-2 zoned land will help meet the demand for commercial land. Five percent of the vacant I-2 zoned land is about 55 acres. (Note: this acreage was accounted for in the demand analysis of the Metropolitan Industrial Lands Study.)

Redevelopment of Existing Developed Commercial Sites

During the last Metro Plan update, there was an assumption that 25 acres of commercial demand would be met through redevelopment and in-fill within a mile of the downtown. Since the plan was updated, significant redevelopment has occurred in and surrounding downtown.

Downtown development and redevelopment is generally more expensive, however, than similar activities outside the core. Building codes are often more stringent in high-density areas, site restrictions are more likely to adversely impact design, issues of traffic and access are more pronounced, and even relatively modest projects require the assembling of parcels to achieve a site of sufficient size.

According to data as of January 1, 1986, within the Central/University Subarea there were about 24 acres zoned for commercial use that were in single-family use. Based on an analysis of a sample census tract, about 29 percent of the total commercial land area in the census tract was considered redevelopable. (Refer to page 12 of the report titled, "Eugene Commercial Lands Study, Supply and Demand Analysis.") Based on this information, the study recommends retaining the assumption that 25 acres of commercial demand can be met through redevelopment and in-fill activity in the downtown area in the next 20-year planning period.

What is the Relationship Between the Adjusted Supply and Demand?

The supply of vacant commercial land initially derived by L-COG accounted for all vacant sites either planned or zoned for commercial development. Adjustments were made to the supply to account for: 1) land currently used as downtown surface parking lots owned by the Urban Renewal Agency; 2) correction of errors in original supply data; 3) removal of sites developed for non-commercial uses from January 1989 through October 1989; and 4) the amount of new commercial development that may occur based on direction in the Glenwood Refinement Plan. (Refer to Table 4--Supply of and Demand for Commercial Land.)

The demand for commercial land initially derived by L-COG was based on employment projections and employee-per-acre ratios. Adjustments were made to the supply to account for assumptions made concerning how part of the demand would be met through neighborhood commercial development, commercial development on industrial land, and redevelopment of existing developed commercial sites. (Refer to Table 4--Supply of and Demand for Commercial Land.)

Based on the study's assumptions of how the demand for commercial land will be met, and given the adjusted supply data collected, the supply of vacant commercial land (702 acres) exceeds that of the demand (532 acres). (Refer to Table 4--Supply of and Demand for Commercial Land.) Any new commercial sites added to the inventory, therefore, should be based on a policy decision that reflects a desire to address neighborhood commercial needs or other broader economic development objectives.

The demand for commercial land influences the supply more than supply affects demand. High demand will result in more redevelopment and commercial rezonings, whereas an abundant supply by itself will not result in higher rates of development. As supply of vacant land decreases, redevelopment of developed parcels will increase. Retailers who need multiple locations and those with the most specific siting requirements may be discouraged by a limited land supply.

Recent construction in Eugene may accommodate a very large portion of short-term demand for retail and office space. The construction may indicate a response to pent-up demand that occurred due to the low construction activity levels over the past several years.

**TABLE 4
SUPPLY OF AND DEMAND FOR COMMERCIAL LAND**

| | |
|---|------------------|
| Supply of Vacant Commercial Land ¹ | 505 acres |
| Addition of Downtown Surface Parking Lots Owned by Eugene Renewal Agency | + 18 acres |
| Correction of Errors in Original Supply Data | -35 acres |
| Removal of Sites Developed for Non-Commercial Uses Since January 1989 | -6 acres |
| Addition Based on Assumption Concerning Impacts of Glenwood Refinement Plan | @+40 acres |
| Part of Supply Assumed to be Available | |
| Neighborhood Commercial Developments <i>(Sites under 5 acres in size in areas designated for residential use in the Metro Plan Diagram.)</i> | +60 acres |
| Commercial Development on Industrial Land <i>(Limited commercial uses on Special-Light Industrial sites (40 acres) and Light-Medium Industrial Land (55 acres).)</i> | +95 acres |
| Redevelopment of Existing Developed Sites <i>(Redevelopment and in-fill activity in downtown area.)</i> | +25 acres |
| Adjusted Total Supply | 702 acres |
| Demand for Vacant Commercial Land by 2010² | 532 acres |
| Amount of Supply in Excess of Demand | 170 acres |

¹ Acreage based on January 1986 Parcel File and field check of all sites above .5 acres completed in January 1989.

² Based on L-COG data using employment projections and employee-per-acre ratios.

III. POLICIES AND IMPLEMENTATION STRATEGIES

Background

The purpose of this chapter is to:

1. Describe the major problems related to commercial growth and development.
2. Provide City policies and implementation strategies designed to address each problem.

In summary, the problems are grouped according to the following points:

- Are there enough developable commercial sites for both the short and long term?
- Should we create more commercial sites?
- What factors should we use in determining the location of new commercial areas?
- What are the subarea retail needs and economic opportunities?
- How should commercial sites be developed?

The policies were adopted by the City Council and provide direction on how to achieve City goals and will guide future growth and development decisions. City programs, actions, and decisions, such as changes in zoning, traffic circulation, or capital improvements will be evaluated against these policies. Because the policies were adopted by the City Council, they are the most important statements in the study.

Implementation strategies are viewed as possible ways to implement the policies but were not adopted by the City Council. In general, they will be further reviewed and studied and may not be implemented exactly as stated in the study. Specific strategies will be evaluated according to their ability to effectively implement the policies and address City goals, taking into account community aspirations, fiscal resources, and legal concerns.

Are There Enough Developable Commercial Sites for Both the Short and Long Term?

Problem: A number of both vacant and developed commercial sites have physical characteristics that make the sites difficult to market and use. Some of these sites may be more appropriate for industrial or residential uses.

The quality of existing commercial areas (both developed and planned) varies widely. Key factors frequently cited as influencing commercial development include: access, visibility, current and projected traffic counts, growth potential, construction/land costs, zoning, environmental constraints, size of development area, timing, and results of a market study. Different types of commercial uses place more emphasis on the importance of various factors. Commercial uses that appear to lack several of the factors could be reconsidered for another land use. Some members of the community have suggested that the sites that are marginal for commercial development should not be counted as part of the land supply. Others have indicated that these sites provide opportunities for start-up businesses or other firms who may not be able to afford more desirable sites. Some of the sites could be enhanced through private and public actions such as road improvements and use of fill in the case of sites that are in or partially in the floodplain. The Commercial Lands Study Task Force suggested that the City not attempt to rate individual sites according to quality. Instead, recognize that the quality of any particular commercial site varies and some are better suited for one use than another. Rather than downgrading sites, encourage flexibility in zoning.

POLICY

- 1.0 Adjust the commercial land inventory by removing sites with severe development constraints to ensure that the inventory reflects developable land.

IMPLEMENTATION STRATEGY

- 1.1 Based on the outcome of the Natural Resources Study and West Eugene Wetlands Study, consider increasing the supply of commercial land as needed to account for sites impacted by significant wetland, riparian, or other natural features recommended for protection.

Problem: There are vacant sites that are zoned but not designated (in the Metro Plan) for commercial use, just as there are vacant sites designated for commercial use but without commercial zoning; this creates uncertainty for developers and community members.

There are specific areas with significant inconsistencies between the Metro Plan Diagram and existing zoning. The discrepancies occurred over time as properties became annexed to the city and converted from County to City zoning and based on individual zone change requests. Differences between plan designation and zoning have also occurred as the result of amendments affecting specific commercial zoning districts citywide. For example, when the City converted the RP Residential/Professional zoning district to GO General Office, the primary intent of the zoning changed from one combining medium-density residential and office uses to one focused on office development. For some properties, this created conflicts with the plan designation.

POLICY

2.0 Provide greater certainty regarding the development of commercial land by resolving major conflicts between the Metro Plan designations and local zoning of land planned or zoned for commercial use.

IMPLEMENTATION STRATEGY

2.1 Initiate Metro Plan amendments or zone changes to correct significant plan/zone conflicts. Provide for public review as part of this study review and adoption process or through a subsequent implementation phase and select the appropriate alternative to resolve the plan/zone conflicts for each site identified in the Appendix on page C-3.

Problem: The Eugene Code contains a list of uses allowed in the various commercial zoning districts, yet some of the uses allowed in a specific zoning district may not necessarily be compatible with surrounding uses given external impacts of the specific business. In addition, other uses may be compatible, yet not listed as a permitted use. In addition, the Metro Plan and local zoning ordinance do not require certain kinds of uses to be included in a given commercial development. This makes it difficult to ensure adequate sites for those activities that may be most important to the community.

The Eugene Code contains five commercial zoning districts. Each district lists the uses permitted outright or with conditions. For example, the C-1 Neighborhood Commercial District allows not only grocery stores and drugstores, but also a number of other kinds of businesses such as service stations, taverns, clinics, banks, and clothing stores. The most common compatibility issues arise when commercial activities are adjacent to low-density residential areas. In some cases, it may be difficult for certain permitted uses to be designed or operated in a manner that is compatible, whereas other uses not listed or allowed could be more acceptable.

Once a property is zoned C-2 Community Commercial it can: 1) develop with commercial activities geared toward serving the surrounding residential population; 2) focus on uses that serve a larger regional market; or 3) include uses that serve both the surrounding area and the regional market. The needs of the residential area may go unmet and/or opportunities for addressing the regional market demand may be lost. Greater regulation of the types of uses desired on a specific site may address the problem yet could also reduce development options on the site.

POLICY

3.0 Ensure the Eugene zoning ordinance effectively guides the types and scale of uses permitted in the different commercial zoning districts.

IMPLEMENTATION STRATEGIES

- 3.1 Create a new zoning district for the small-scale, neighborhood-oriented commercial uses.
- 3.2 Amend the Eugene Code to make changes to the uses permitted or permitted with a conditional use permit in commercial zoning districts.
- 3.3 Consider how performance zoning might address impacts of certain uses without eliminating the opportunity for the allowed use itself.

POLICY

IMPLEMENTATION STRATEGIES

- 3.4 Amend the low-density residential zoning districts (RA/R-1) to allow as a conditional use those commercial uses that will serve the needs of residents in the surrounding area. Address compatibility issues during the conditional use permit process and through improved siting and development standards.
- 3.5 Use special districts, along or in combination with enterprise or opportunity zones, to provide increased flexibility in land use, development, and economic development tools. Also use special districts to affect the timing of certain types of development addressing the needs of existing or planned residential areas.
- 3.6 Create a streamlined method for approving zone changes to allow administrative review and approval of zone change requests when no hearing has been requested following the public notice.

Problem: Characteristics of medium and heavy industrial firms are changing and frequently firms looking to locate in the Eugene area are interested in an attractive campus-like setting. Some community members have shown an interest in allowing greater mixing of commercial and industrial uses. Current policies call for limitations on commercial uses within industrial areas and vice versa.

Eugene's Special Light Industrial sites allow for a limited type and amount of commercial activity associated with the industrial uses. Community members have expressed an interest in allowing for the creation of business parks that would be characterized by a greater mix of office, retail, and industrial uses.

POLICIES

- 4.0 Allow some flexibility to mix commercial and industrial uses where the site and public infrastructure can ensure compatibility with surrounding land uses and adequate provision of public services.
- 5.0 Provide opportunities for business parks as defined nationally and as defined in the Metropolitan Industrial Lands Study.

IMPLEMENTATION STRATEGIES

- 4.1 Amend the Eugene Zoning Ordinance to permit flexibility in the reuse and adaptation of existing commercial buildings for industrial uses that are compatible and can be provided with public services.
- 5.1 Amend the Eugene Code to allow the development of business parks in industrially zoned areas. Prepare necessary code changes based on recommendations developed at the conclusion of the Metropolitan Industrial Lands Study currently in progress. The following sites are examples of industrial areas that might be suitable for business park development:
 - a. The west side of Bailey Hill, north of Stewart Road across from Lane Electric;
 - b. East of Danebo Avenue and west of Beltline along the new Parkway West; and
 - c. West of Highway 99 in the airport area.

Should we Create More Commercial Sites?

Problem: The City can designate and zone new commercial sites, which in turn may create competition with existing commercial areas such as downtown or may impact growth and livability of residential areas, increasing traffic on selected streets. Alternatively, the City can promote redevelopment and more intensive use of existing commercial areas with attention to impacts on surrounding streets and properties. Finally, a combination of both approaches can be used.

As the supply of vacant commercial sites decreases, redevelopment of developed commercial sites will increase. Encouraging greater intensity of development in existing commercial areas would meet the Metro Plan goal of a compact urban growth form. Creation of new sites is one of the methods that can increase the choice for firms wanting to expand, relocate, or develop within the Eugene area. Redevelopment of existing commercial sites is another method. As a larger number of stores enter the market area (either due to development of new sites or redevelopment activities), the increased competition may lower consumer prices. Depending on the type of new commercial activities, this could help strengthen Eugene's share of the regional market. New commercial centers and major redevelopment activities would also potentially impact surrounding land uses and traffic patterns.

POLICIES

- 6.0 Promote redevelopment of existing commercial areas and compact, dense growth by encouraging businesses to revitalize and reuse existing commercial sites.

- 7.0 Recognize private sector costs of redevelopment, especially in the downtown area, and offer public incentives to assist redevelopment efforts.

IMPLEMENTATION STRATEGIES

- 6.1 Limit identification of new large vacant commercial sites as one method to encourage redevelopment and reuse of existing sites. Prohibit creation of a new regional retail center or a regional large-scale office center.

- 6.2 Identify and remove disincentives to the relocation or expansion of businesses in the downtown.

- 7.1 Continue to provide low-interest loans.

- 7.2 Explore the feasibility of City assistance in downtown development projects that redevelop sites or intensify the use of existing sites. Providing or financing off-site improvements, for example, would greatly reduce the opportunity costs of developing, in-filling, or redeveloping land in the urban core.

POLICIES

- 8.0 Recognize the differing needs of residential areas in the various parts of the community, and determine the need to create additional commercial sites in light of opportunities for redevelopment.
- 9.0 Strengthen regulations and programs that provide economic benefits for more intense forms of development that effectively use existing and planned infrastructure improvements.
- 10.0 Consider additions to the commercial land supply to provide sites for uses with special siting requirements to achieve the City's economic diversification objectives.

IMPLEMENTATION STRATEGIES

- 7.3 Examine increased use of urban renewal and tax increment financing for redevelopment projects.
- 8.1 Make it easier to rezone non-commercial land to C-1 or small-scale commercial zoning on residential areas consistent with the Metro Plan and based on adopted criteria.

(Refer to specific policies and implementation strategies for each subarea beginning on page III-12.)
- 9.1 Eliminate or modify the systems development charge for the downtown as an incentive to downtown development and to support effective use of existing infrastructure improvements.
- 9.2 Eliminate or modify requirements for off-street parking in the downtown. (Currently, about a two-block area surrounding the mall is exempt from meeting off-street parking requirements. Strategy 9.2 addresses the larger core area.)
- 10.1 Monitor the amount of vacant commercial land and the extent of redevelopment on a regular basis.
- 10.2 Examine ways to amend the existing zoning ordinance to allow flexibility in the siting of new commercial land that accommodates changes in population, transportation networks, utility extensions, etc.

What Factors Should we use in Determining the Location of New Commercial Areas?

Problem: National trends in commercial development indicate a greater number of large discount retailers; mixing of retail, office, and industrial uses in business parks; and fewer small neighborhood-oriented commercial facilities. When allocating land for commercial development, the community must determine whether to follow national patterns or local trends and community economic development objectives.

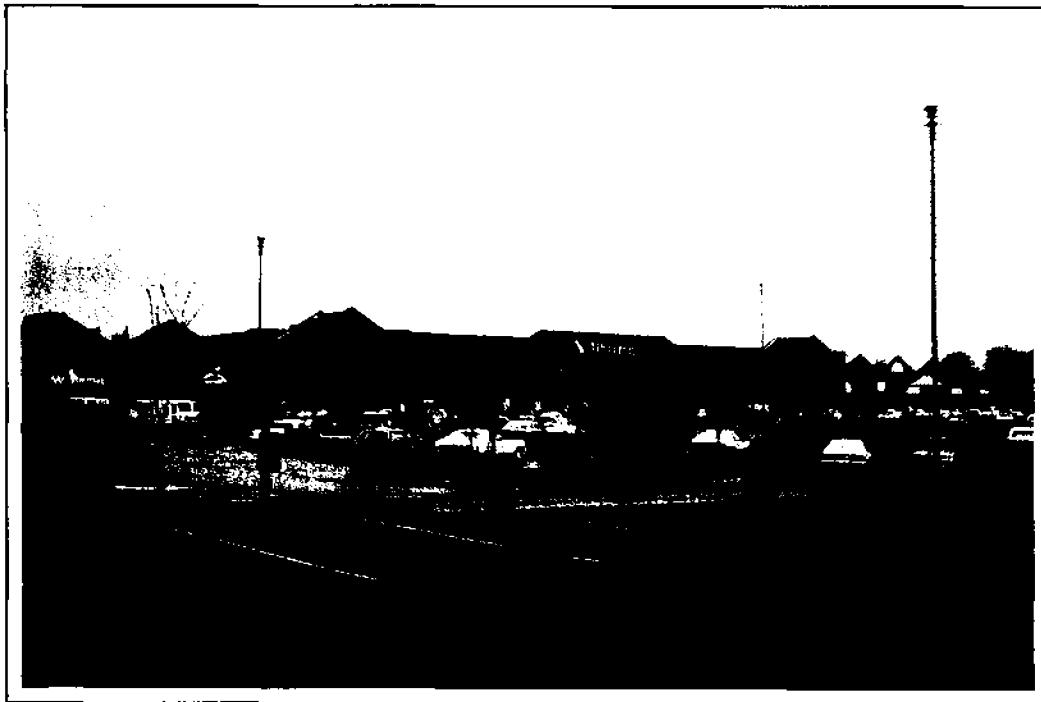
National trends provide insights into the types of businesses that may want to expand or relocate to the metropolitan area. Providing sites to meet the needs of these firms will foster development. However, this development may not strengthen the local economy or support what the community would like to be in the future.

POLICY

- 11.0 Promote neighborhood-oriented commercial facilities and community commercial areas rather than additional major retail centers.

IMPLEMENTATION STRATEGY

- 11.1 Revise the Metro Plan and zoning regulations to provide for more neighborhood commercial sites, including the provision of small-scale office uses.



The Santa Clara shopping center is an example of a community commercial development.

Problem: When identifying potential new community commercial areas, the projected increases in traffic have not been adequately considered, especially with regard to the impact on residential streets. In addition, commercial development can occur prior to completion of needed transportation improvements.

A number of factors are used to help guide decisions concerning the location of new commercial areas. One factor has been the impact potential traffic might have on the existing streets and nearby residential areas. Due to the uncertainty regarding the type of commercial development that may occur on a specific site, it is difficult to project traffic patterns and impacts. *(Note: A list of factors the commission used in determining potential new sites in different subareas is contained in the Appendix on page C-1.)*

POLICIES

IMPLEMENTATION STRATEGIES

- | | |
|--|---|
| <p>12.0 Concentrate development in existing commercial areas to minimize traffic impacts on the rest of the city.</p> <p>13.0 Reduce congestion on commercially developed streets (strip commercial areas).</p> <p>14.0 Encourage transportation alternatives to automobile use.</p> <p>15.0 Improve the quality of planning for commercial traffic impacts.</p> | <p>12.1 Commercially designate and zone properties with sufficient size and lot depth to permit internal traffic circulation.</p> <p>13.1 Develop alternate routes, such as the West Eugene Parkway, for commuter traffic and through trips. (Refer also to Policy 25 on page III-32.)</p> <p>14.1 Revise zoning regulations to increase the amount and quality of pedestrian and other alternative transportation facilities required for commercial development.</p> <p>14.2 Install sidewalks on vacant sites in commercial areas that would infill gaps in the sidewalk enhancing pedestrian usage. Recoup the cost from the landowner at a later date (at the time of development).</p> <p>15.1 Improve the predictability of traffic projections for commercial development.</p> <p>15.2 Revise regulations to require construction of needed transportation improvements when commercial development takes place.</p> <p>15.3 Require new development to help meet long-term transportation needs.</p> |
|--|---|

POLICIES

- 16.0 Take steps to address the underlying goal in the Metro Plan to have viable neighborhood commercial uses that meet the needs of nearby residents and reduce the use of the automobile.

IMPLEMENTATION STRATEGIES

- 15.4 Coordinate more closely with Springfield on managing the traffic to and from the Gateway Mall and other commercial developments that impact Eugene's residential areas.
- 16.1 During the next major update of the Metro Plan, create plan text that clarifies the goal to have neighborhood commercial uses that serve nearby residents and reduce automobile usage.



Friendly Foods and Deli at 27th and Friendly Street is an example of neighborhood commercial development.

What are the Subarea Retail Needs and Economic Opportunities?

Background

The purpose of this section is to examine five subareas in Eugene with regard to potential future retail needs of residents in each subarea and opportunities each subarea holds for addressing other broad economic objectives.

The following subareas are defined for the Commercial Lands Study:

1. Central/University
2. Willakenzie
3. West
4. South
5. River Road/Santa Clara

Each subarea has a different mix of land uses, natural and historic resources, transportation systems, employees, and residents.

Eugene Commercial Lands Study

SUBAREAS

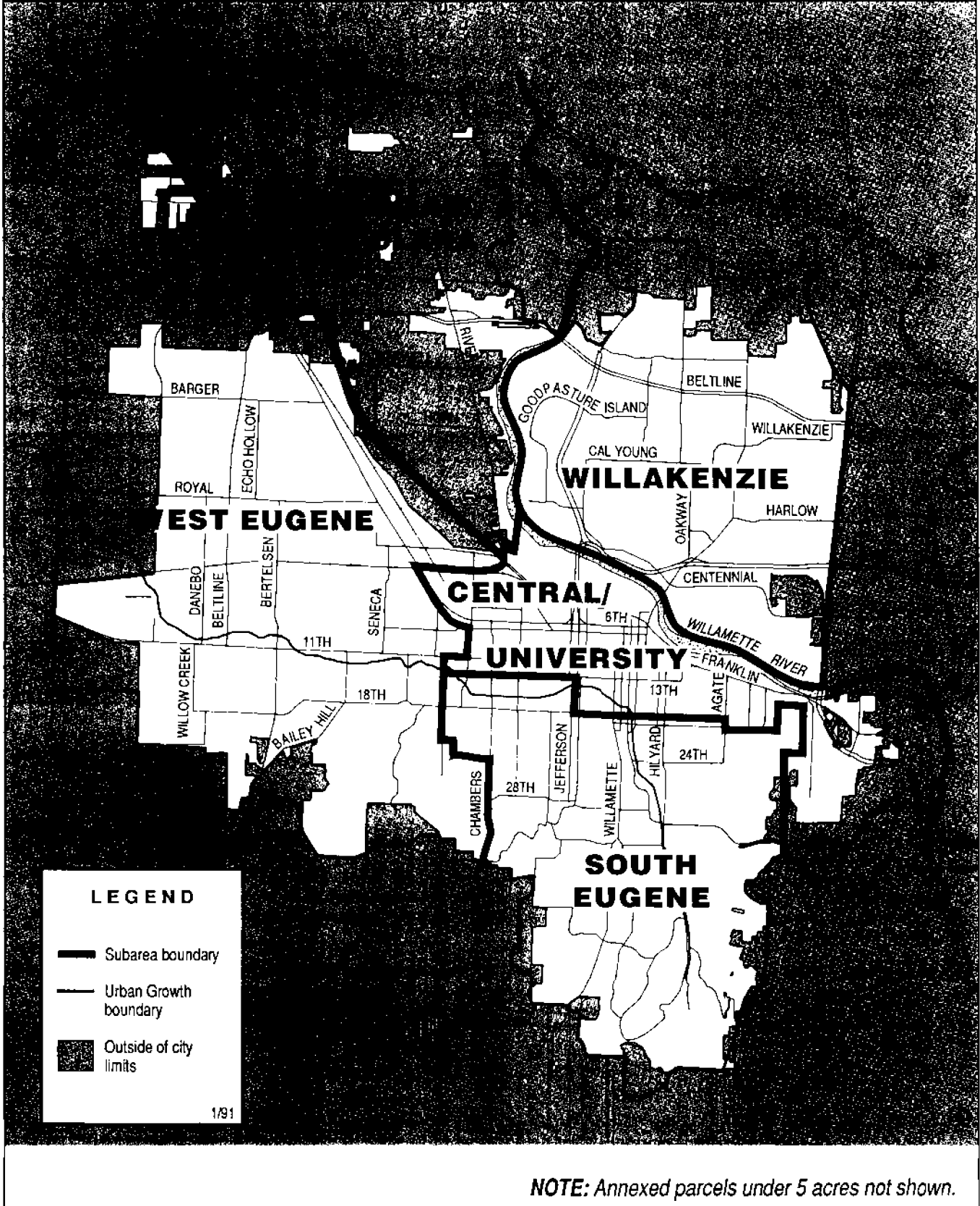


Table 5 shows, for each subarea, the overall ratio of people living in the subarea and the amount of acres currently in retail use. The table also shows the projected population for each subarea and the ratio of people for every acre currently in retail use PLUS vacant acres included in the commercial lands inventory. The ratios depict the existing and potential relationship between the number of residents and the amount of land in retail use. There is no "right" ratio. The Willakenzie subarea has the smallest number of residents per acre of land in retail use. A number of retail establishments in this subarea, such as those in Valley River Center, meet the needs of residents in other parts of the city and the region. The South subarea has the highest number of residents per acre of land in retail use.

TABLE 5-- POPULATION PER ACRE IN COMMERCIAL USE BY SUBAREA

| | 1988 Population | 2010 Population | 1986 Comm./ Retail Only (Acres) | 1989 adj. Undevel. Comm. Land (Acres) ² | 1988 People per Acre in Retail Use | 2010 People per Acre of 1986 Retail Plus all Vacant Comm. Land |
|-------------------------------|--------------------|--------------------|---|--|--|--|
| 1. Central/ University | 36,610 | 41,090 | 233 | 58 ¹ | 157 | 141 |
| 2. Willakenzie | 21,410 | 41,220 | 177 | 156 | 121 | 124 |
| 3. West | 28,090 | 54,420 | 221 | 189 | 127 | 133 |
| 4. South | 23,310 | 28,520 | 48 | 3 | 486 | 559 |
| 5. River Road/ Santa Clara | 24,580 | 39,750 | 83 | 52 | 296 | 294 |
| TOTAL | 134,000 | 205,000 | 762 | 458 | 176 | 168 |

¹Includes 18 acres of land presently used as downtown surface parking lots that are considered part of the available supply.

²The 1989 adjusted supply of commercial land reflects recommendations in the study to correct conflicts between Metro Plan Diagram designations and existing zoning (decrease of 6 acres), correction of errors in original supply data collected (decrease of 35 acres), and removal of sites developed for noncommercial uses since January 1989 (decrease of 6 acres). The adjusted supply does not include assumptions shown on Table 4 regarding potential impacts of the Glenwood Plan, neighborhood commercial development, commercial development on industrial land, and redevelopment/intensification of existing commercial sites in the downtown area.

Source: 1988 population estimates derived by L-COG for each Planning District based on a housing unit method; L-COG population projections; 1986 acres in retail use based on 1986 Metropolitan Parcel File; 1989 data regarding supply of vacant land based on L-COG inventory with adjustments prepared by the Eugene Planning and Development Department.

CENTRAL/UNIVERSITY SUBAREA

PROBLEMS/OPPORTUNITIES

The Central/University Subarea is almost entirely developed. Vacant commercial sites that are available consist primarily of scattered lots under .5 acre in size. There are approximately 18 acres of surface parking lots in the downtown area also available for potential development. Additional development would be expected to occur in the downtown and University areas through redevelopment and increased densities. The view-protection regulations for Skinner Butte and Judkin's Point may influence the height of commercial buildings near the two natural features.

An increase in potential available commercial sites in this area is anticipated, based on direction in the recently adopted Glenwood Refinement Plan and the proposed creation of a Special Development District for the West University Millrace area.

POLICY

17.0 Recognize that additional commercial development will occur primarily through redevelopment of existing commercial sites.

(Refer also to related policies and implementation strategies on pages III-7 and III-8.)

IMPLEMENTATION STRATEGIES

17.1 Continue existing City programs aimed at encouraging redevelopment of existing commercial areas, especially those in the downtown area.

17.2 Consider additional programs or actions to encourage redevelopment such as creating a formal policy dealing with a change in occupancy as it affects the conversion of existing structures to commercial use and reducing parking requirements in older existing structures being modified to new commercial uses.

17.3 Within the area from the east side of Agripac to Washington Street, change the plan designation and zoning of land currently zoned for industrial use to encourage a mixture of residential, commercial, and compatible industrial use.
(Refer to map in following section.)

POLICY

IMPLEMENTATION STRATEGIES

- 17.4 Actively encourage the following types of development in the urban core area: major office development, multi-unit housing, restaurant, services that support residential development, cultural facilities, specialty retail, educational training facilities, regional facilities, small "ultra-light" industries, and businesses with a high employment base.
- 17.5 Work with Lane Transit District on a differential tax between the commercial developments in the core area and outlying areas.

SUBAREA BACKGROUND INFORMATION

The Glenwood Refinement Plan contains a provision for mixed-use areas along the Willamette River that would allow office developments, limited commercial uses, business and industrial parks, and medium-density residential. Although there are about 80 acres of land in the mixed-use areas along the river, most of the area is developed and is likely to continue with noncommercial uses. An estimated 20 acres may convert to commercial uses in the long term. Two other mixed-use areas would allow larger scale retail under limited conditions. About 15 to 25 acres of land could be developed for commercial uses in the mixed-use areas not along the river.

Work was initiated on the proposed West University Millrace Special Development District that will consider expanding the range of commercial uses allowed provided those uses encourage preservation and restoration of the historic structures.

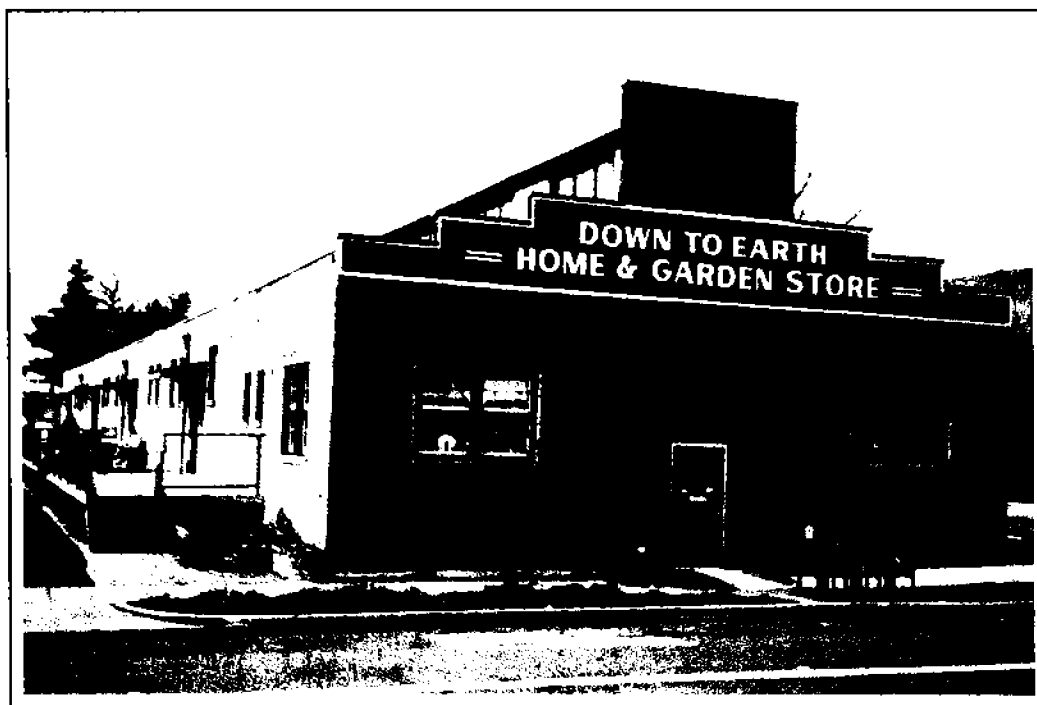
Several factors were identified that may trigger an increase in redevelopment activity in this subarea, including potential changes to the Ferry Street Bridge corridor, potential relocation or expansion of AGRIPAC, and the possible creation of a Special Development District for the area surrounding the Millrace within the West University Neighborhood.

Existing City programs that foster redevelopment include:

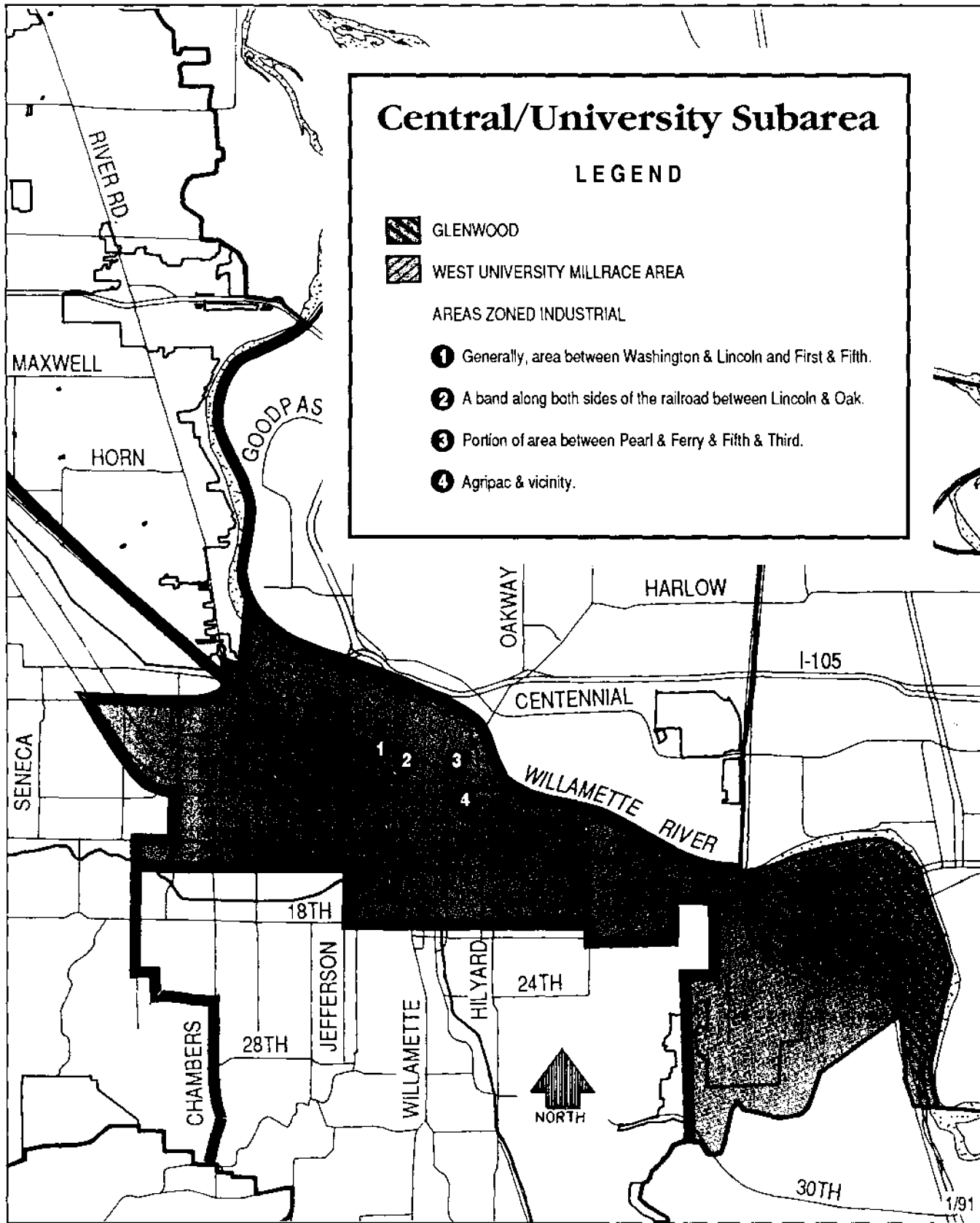
1. Downtown Commercial Revitalization Program
2. Business Development Fund
3. Urban Renewal Districts
4. Historic Loan Program

Industrial development was historically an important part of Eugene's downtown growth and development. With the community's growth, some of these industrial activities may relocate to larger sites outside the downtown area. If Agripac, for example, were to move, the City could consider allowing a change in land use in the area to allow for a compatible mix of industrial, residential, and commercial development.

For areas currently designated in the Whiteaker Refinement Plan as appropriate for industrial use, conversion to commercial use would require a plan amendment. Strategy 17.3 could also result in additional commercial land being developed outside the Downtown Plan area. The impacts of this would need to be further evaluated.



Constructed in 1923, the building at 523 Olive is an example of a historic structure preserved and adapted to new commercial uses.



WILLAKENZIE SUBAREA

PROBLEMS/OPPORTUNITIES:

The Willakenzie subarea has the second largest amount of undeveloped land. The subarea has the most diverse inventory, with a mix of general office development, larger development sites, land for additional commercial development in the Valley River Center area, and neighborhood commercial development. Willakenzie contains the largest number of sites impacted by the floodplain. There are six sites that are completely within the floodplain and an additional eight that are significantly impacted. Sites impacted by the floodplain are not prohibited from being developed but generally have higher development costs. A neighborhood plan is currently being developed for the Willakenzie Area. The Willakenzie Area Plan will provide broad direction to guide future growth and development.

POLICY

18.0 Identify appropriate areas within the Willakenzie subarea to accommodate office development and address neighborhood commercial needs. In identifying commercial sites, evaluate impacts on traffic patterns and surrounding land uses.

Note: Implementation Strategy 18.1 is consistent with the new neighborhood commercial sites specifically called out in the Willakenzie Area Plan. Additional neighborhood commercial sites may also be appropriate. For more detail, refer to the Willakenzie Area Plan. Implementation strategy 18.2 is also consistent with direction in the Willakenzie Area Plan.

IMPLEMENTATION STRATEGIES

- 18.1 Consider the following new C-1 Neighborhood Commercial sites:
- a. About 3 acres in size, at the southwest corner of Willagillespie and Clinton;
 - b. About 5 acres in size, along the south side of Willakenzie, west of the Sheldon Plaza Center. Also consider expansion of General Office zoning west of Sheldon Plaza, north of Cal Young Road;
 - c. About 10 acres in size, south of the future extension of Crescent, and west of the future Shadow View Drive;
 - d. Expansion of the existing neighborhood commercial site near the northerly intersection of Coburg Road and County Farm Loop to include a total of about 13 acres; and
 - e. About 5 acres in size, on the north side of Ayers Road, west of Gilham Road.

POLICY

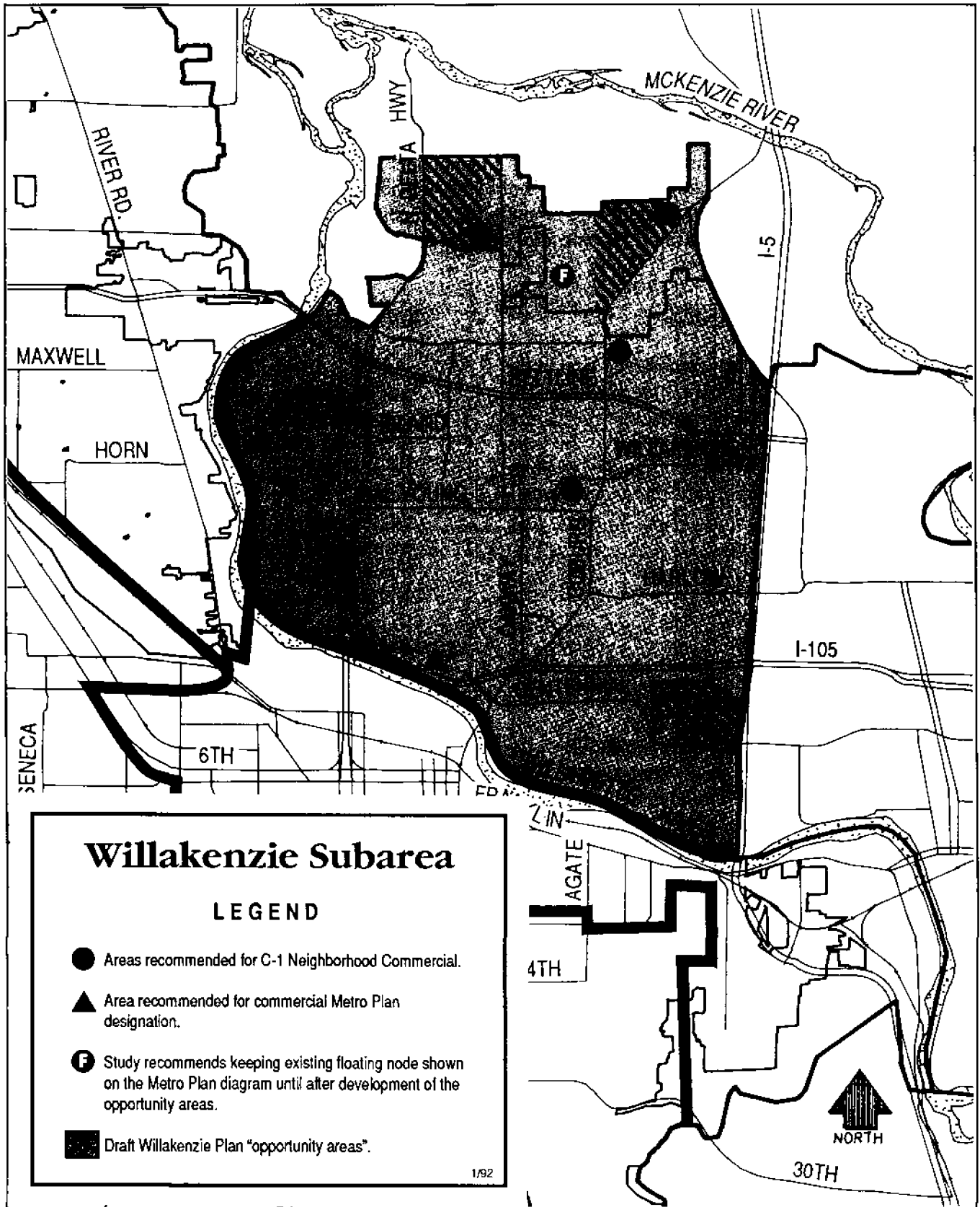
IMPLEMENTATION STRATEGIES

- 18.2 Change the Metro Plan designation along the south side of Country Club Road, between Delta Highway and Coburg Road, from medium- and high-density residential to commercial. The area is currently zoned GO General Office and is primarily developed with office uses. This recognizes the conflict between the Metro Plan designation and the zoning and suggests that the area be acknowledged as suitable for commercial development. The area contains about 29 acres. (*Refer to site-specific map in the Appendix on page C-26.*)

SUBAREA BACKGROUND INFORMATION

The Metro Plan Diagram shows a floating node in the area north of Crescent Drive, between Delta Highway and Coburg Road. It was assumed in the Metro Plan that the Willakenzie floating node would contain 5 acres of commercial development and 20 acres of medium-density residential development.

Since the Metro Plan was adopted, additional commercial land was added in the Willakenzie area. These additions included expansion of the existing commercial sites at Green Acres/Delta Highway and Coburg/Crescent and the allocation of a five-acre parcel at the intersection of Coburg Road and County Farm Road. The Willakenzie Area Plan discusses the concept of providing neighborhood commercial areas within the unincorporated section of the planning area. The Willakenzie Area Plan also provides for three "opportunity areas" for residential/mixed use development in which neighborhood commercial uses would be an integral part of the overall development.



Willakenzie Subarea

LEGEND

- Areas recommended for C-1 Neighborhood Commercial.
- ▲ Area recommended for commercial Metro Plan designation.
- F Study recommends keeping existing floating node shown on the Metro Plan diagram until after development of the opportunity areas.
- Draft Willakenzie Plan "opportunity areas".

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WEST EUGENE SUBAREA

PROBLEMS/OPPORTUNITIES

The West Eugene Subarea has the largest amount of undeveloped commercial land and the most potential for additional land to be designated commercial. There are four sites in West Eugene that are impacted by wetlands. One site is about 93% impacted, two sites have wetlands on almost half the acreage, and the remaining site is moderately impacted by wetlands. Wetlands can be an asset as well as a constraint to specific developments, depending on the wetland's size, configuration, and quality.

POLICIES

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

20.0 Retain the floating node indicated on the Plan Diagram south of West 18th Avenue between Bailey Hill and Chambers Street.

SUBAREA BACKGROUND INFORMATION

The development of the vacant commercial site at the northeast corner of Barger and Beltline for commercial use should not occur prior to the planned improvements to the Barger/Beltline intersection. The site should be designed to accommodate safe access to and from the site and to include buffering between the commercial area and surrounding residential uses. Either Echo Hollow or Taney south of Barger could be extended north to provide better north-south access in the area. This could also provide improved access for surrounding residents to the neighborhood commercial area.

This area is referred to in the Bethel-Danebo Refinement Plan as part of the Bethel-Danebo Development Node. A band of high-density residential land was planned to the north and east of the existing area designated for commercial use. The high-density residential area contained about 16 acres. The medium-density residential area contained about 71 acres. The amount of

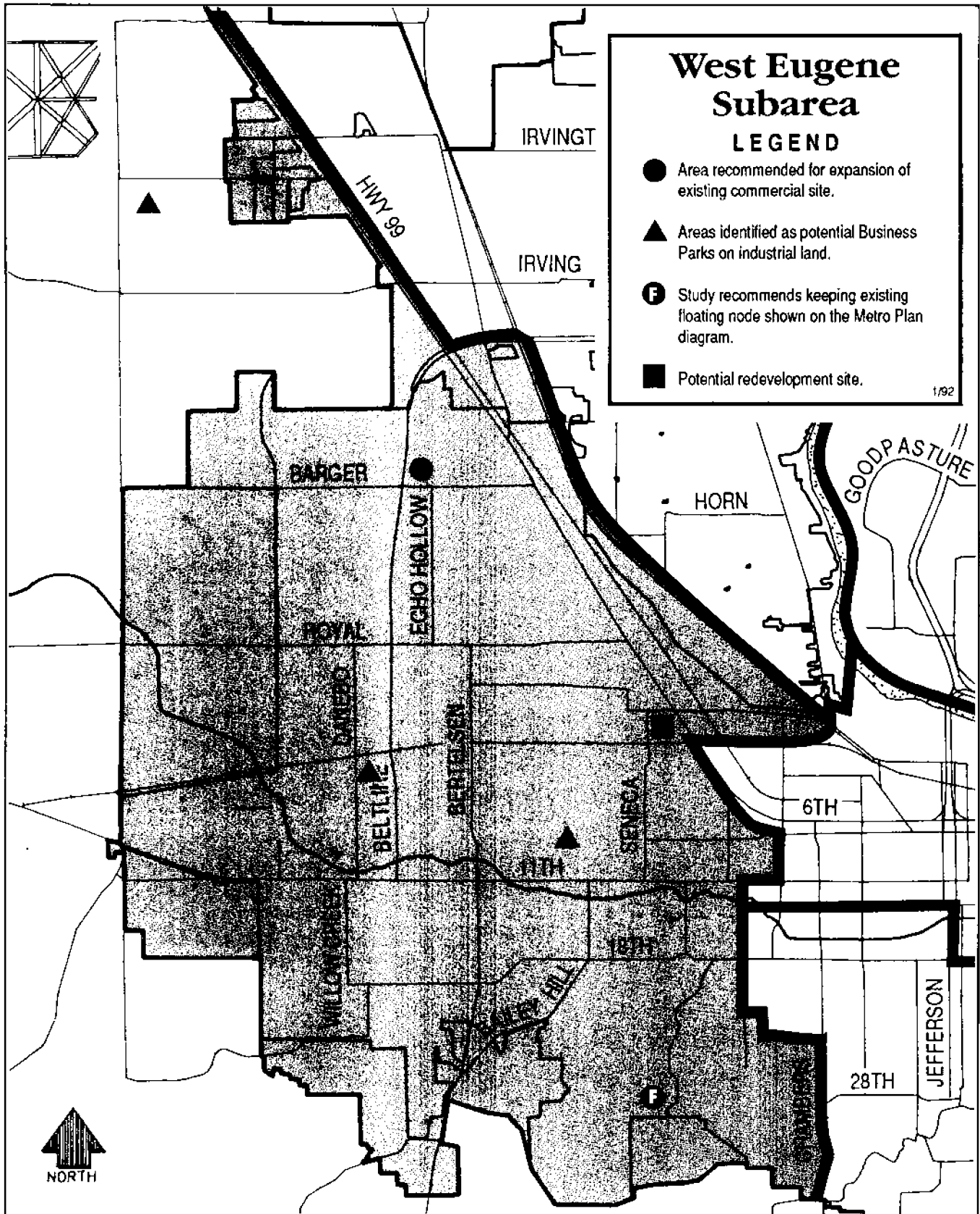
IMPLEMENTATION STRATEGIES

19.1 After completing intersection improvements, consider expanding the commercial site at the northeast corner of Barger Avenue and Beltline from the present size of 5 acres to a total of 15 acres to serve both neighborhood commercial needs and as a community commercial center. Initiate the necessary amendments to the Bethel-Danebo Refinement Plan and the Metro Plan.

19.2 Redesignate the Four Corners area to allow redevelopment to occur with a mix of retail, office, and industrial uses.

high-density residential land and medium-density residential land remaining will depend on the actual configuration and size of a larger commercial area.

The Metro Plan Diagram shows a floating node in the general area south of West 18th Avenue between Bailey Hill and Chambers Street. It was assumed in the Metro Plan that the floating node would contain about 5 acres of commercial development and 20 acres of medium-density residential development. The recommended expansion of the Barger/Beltline commercial node will not address neighborhood commercial needs in this part of the region. Retaining the floating node would provide for an integrated commercial/medium-density residential area in this part of the region in the future.



SOUTH SUBAREA

PROBLEMS/OPPORTUNITIES

South Eugene contains the fewest number of vacant commercial sites. One of the few vacant sites available for commercial development was identified as having poor access and was recently developed as an elderly housing project. Although projected population growth in the next 20 years is very modest, the area currently contains the highest concentration of residents per acre of retail use. The downtown area helps to meet some of the shopping and service needs of South Eugene residents. Additional neighborhood commercial facilities within South Eugene could result in decreased traffic volumes on north-south streets like Hilyard and Willamette and be more convenient to residents.

POLICIES

21.0 Consider downtown as the commercial service area for South Eugene. If a new area for medium-density residential development is established in South Eugene, additional general commercial land may be created with the housing.

22.0 Further strip commercial activity along Willamette Street will be discouraged. Strip commercial is defined as commercial facilities which are largely oriented to automobile traffic, such as retail uses found in the C-2 General Commercial District. Small-scale General Office District developments are not considered strip commercial.

IMPLEMENTATION STRATEGIES

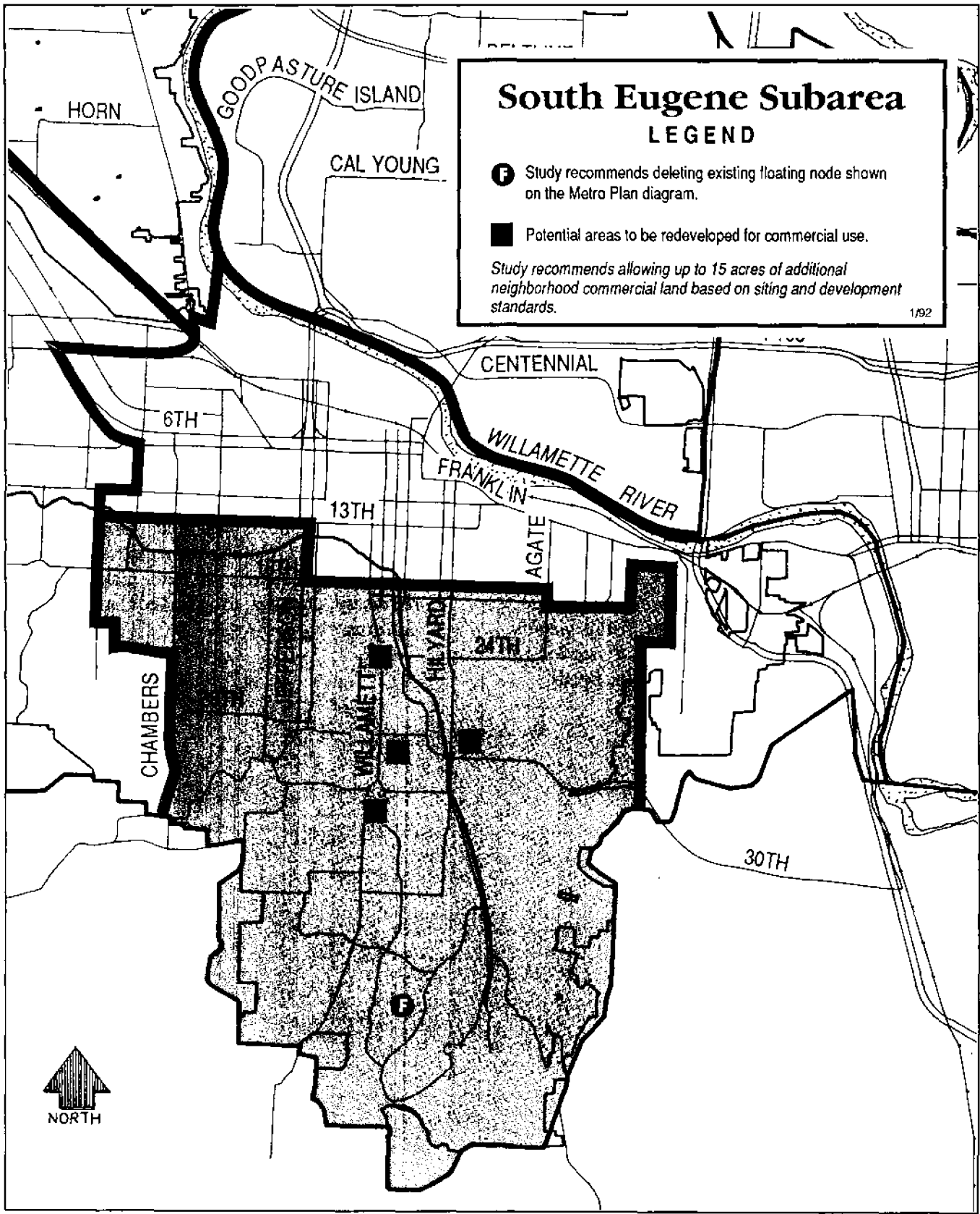
21.1 Create siting and development standards to guide the design and location of additional commercial land in South Eugene.

21.2 Examine the need and impacts associated with street improvements to major routes used by South Eugene residents to and from downtown.

21.3 Retain the floating node indicated on the Metro Plan Diagram for South Eugene until the development of additional commercial land. Recognize that the addition of commercial land in South Eugene will require a change in zoning and redevelopment of existing developed areas.

SUBAREA BACKGROUND INFORMATION

The Metro Plan Diagram shows a floating node in the south hills area in the vicinity of Fox Hollow Road. It was assumed in the Metro Plan that the floating node would contain about 5 acres of commercial development and 20 acres of medium-density residential development. With the recommendation to allow additional neighborhood commercial development based on siting and development standards, the commercial development planned via the floating node will be met.



RIVER ROAD/SANTA CLARA SUBAREA

PROBLEMS/OPPORTUNITIES

The River Road/Santa Clara Subarea contains a number of vacant commercial sites above .5 acre in size that are considered part of the long-term supply. As population growth increases, additional demand will occur for these sites. About half of the largest vacant commercial site in this subarea is impacted by a riparian feature. Such features can be an asset as well as a constraint to specific development, depending on the riparian area's size, configuration, and quality.

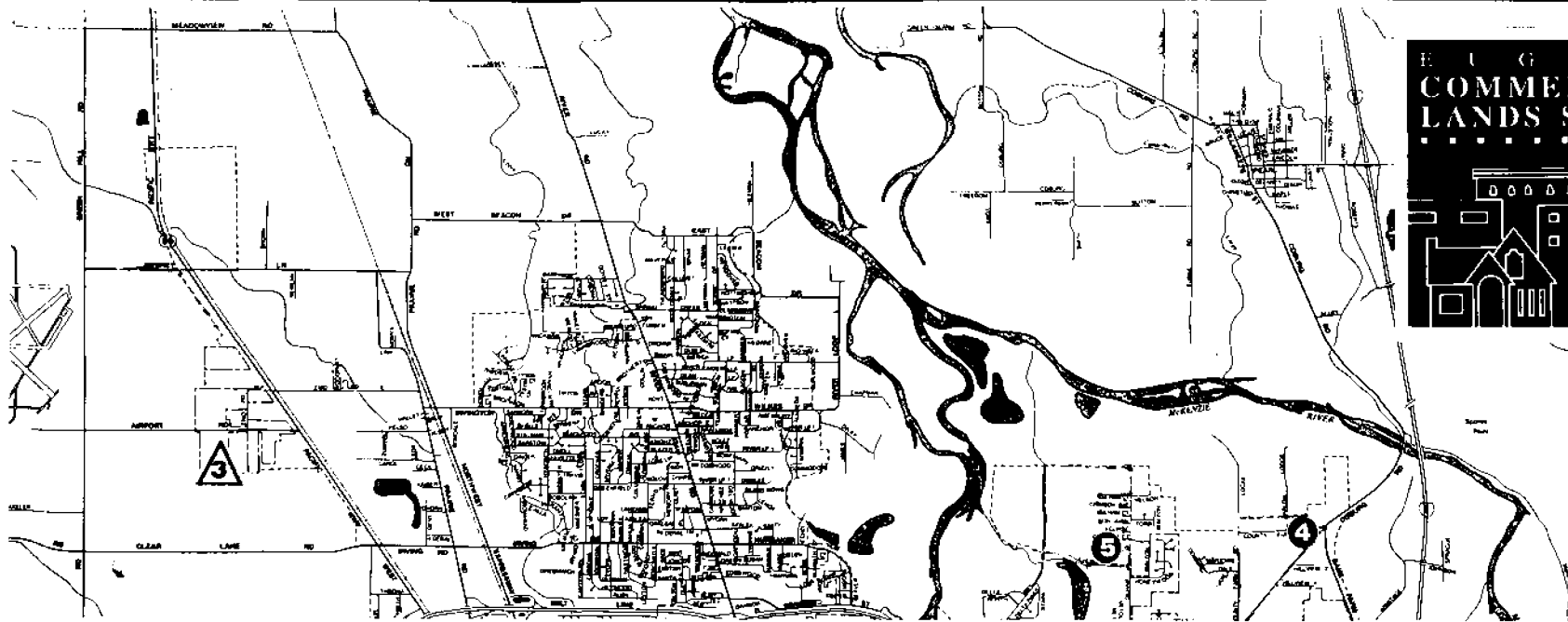
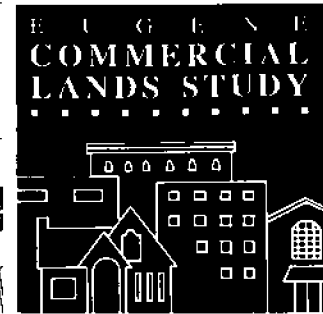
The River Road/Santa Clara Urban Facilities Plan was adopted in 1986. In August of 1989, amendments to the plan were adopted affecting the River Road/Railroad Boulevard subarea. The River Road/Santa Clara Urban Facilities Plan contains a recommendation (page 2-24) to examine the effects of the Chambers Connector and related road improvements and determine if existing land use patterns should be changed. The area may be suitable for redevelopment with a mix of commercial and industrial uses.

POLICY

22.0 Recognize that the commercial sites designated in the River Road/Santa Clara Urban Facilities Plan provide adequate commercial supply for the area. Consider additional commercial land in the vicinity of the Chambers Connector if needed to address community commercial needs.

IMPLEMENTATION STRATEGY

22.1 Study the effects of the Chambers Connector and related road improvements on the immediate area and make any necessary changes to planned land use patterns.



● NEW VACANT COMMERCIAL SITES

(New or expanded neighborhood commercial sites.)

| Site | Strategy |
|------|--|
| 1 | About 3 acres in size, at southwest corner of Willagillespie and Clinton. |
| 2 | About 5 acres in size, along the south side of Willakenzie, west of the Sheldon Plaza Center. Also consider expansion of General Office zoning west of Sheldon Plaza, north of Cal Young Road. |
| 3 | About 10 acres in size, south of the future extension of Crescent, and west of the future Shadow View Drive. |
| 4 | Expansion of the existing neighborhood commercial site near the northerly intersection of Coburg Road and County Farm Loop to include a total of about 13 acres. |
| 5 | About 5 acres in size, on the north side of Ayres Road, west of Gilham Road. |
| 6 | Expand existing commercial site at northeast corner of Barger & Beltline from present size of 5 acres to a total of 15 acres. |

△ BUSINESS PARKS

| Site | Strategy |
|------|---|
| 1 | Allow development of Business Parks on industrial land. |
| 2 | Sites shown are examples of potential locations. |
| 3 | |

■ REDEVELOPMENT

(Conversion of developed land from industrial/residential use to commercial use.)

Sites shown are examples of potential locations.

| Site | Strategy |
|------|---|
| 1 | Allow conversion of land zoned industrial to be planned/zoned |
| 2 | to encourage a mixture of residential, commercial, and compatible industrial use. |
| 3 | |
| 4 | |
| 5 | Allow redevelopment activities that will revitalize existing |
| 6 | industrial or commercial areas. |
| | Allow development that will address commercial needs of residents in South Eugene. (Example sites not shown.) |
| F | Retain floating nodes in Southwest and South Eugene until development of additional commercial land. |

Note: the study continues to encourage new neighborhood commercial sites that are five acres or less that do not require designation on the Metro Plan.

How Should Commercial Sites Be Developed?

Problem: Commercial developments are not always designed in an attractive manner and in ways that are compatible with surrounding land uses.

City policies encourage attractive, quality commercial developments and indicate a desire to mitigate or prevent negative impacts from affecting residential areas. However, the City does not appear to have adequate regulatory measures to implement the policies. For example, there are no design guidelines or standards for new construction. In addition, enforcement of existing code requirements is generally done based on complaints.

Requirements for landscaping and buffering of parking lots, for example, are minimal. When the City does require a review of the proposed site plan (Site Review), it is generally applicable only to specific criteria such as safe circulation within the site. There are no development standards for commercial areas with the exception of the Fifth Street Special Development District. Examples of standards for the Fifth Street area include special parking provisions for the area rather than for the specific business and installation of public facilities such as brick paving, installation of a covered bus stop, and provision of streetlights.

POLICIES

23.0 Foster the development of attractive and functional commercial areas that not only increase property values, but enhance Eugene's reputation as a pleasant, productive, and attractive community in which to live or do business. Recognize that innovative building designs and neighborhood-enhancing streetscapes--especially those designed to accommodate both pedestrian and automobile users with sidewalks, convenient bus stops, and adequate parking--are key factors in the success of such developments.

Note: Additional research and evaluation is needed prior to implementation of various design-related measures. In addition, implementation will include consideration of public testimony and direction in the Willakenzie Plan.

IMPLEMENTATION STRATEGIES

23.1 Initiate Eugene Code amendments with regard to C-1 Neighborhood Commercial to:

- a. Improve community appearance;
- b. Foster an environment that encourages or makes it easier to develop additional sites as C-1 Neighborhood Commercial;
- c. Enhance the degree of certainty for the developer by ensuring greater compatibility with adjacent areas, especially those in residential use. Recommend the adoption of the draft C-1 Neighborhood Commercial code amendments in the Appendix. Refer to page C-34.

POLICIES

IMPLEMENTATION STRATEGIES

- 23.2 Improve the visual qualities and economic viability of strip commercial areas by applying Site Review/SR suffix. Further evaluate the draft Strip Commercial Development Guidelines in the Appendix (see pages C-58 through C-60).
- 23.3 Improve the design and function of community commercial developments. Consider the following:
- a. Amend the Eugene Code to provide clear standards for improved site design and/or building design for all commercial properties.
 - b. Amend the Eugene code to establish a design review process that would be an option available for large-scale commercial developments as an alternative to the more definitive code standards. Large-scale developments could include any building over about 25,000 square feet. An example of factors to consider when evaluating the type of design review process to establish is in the Appendix on page C-65. Further evaluate the draft Design Review Guidelines for Large-Scale Retail Establishments in the Appendix (see pages C-61 through C-63).
- 23.4 Ensure through the use of design guidelines that urban-core developments meet community guidelines for architectural design, neighborhood compatibility, and pedestrian or transit access.

POLICIES

- 24.0 Give special emphasis to upgrading existing commercial developments.

(Note: The existing Eugene Code requires that all code provisions be met if any enlargements to the building or parking area are made. If Implementation Strategy 24.1 is carried out, and the new code provisions do not apply to existing developed sites, then the non-conforming use provisions in Eugene Code Sections 9.612 through 9.626 will need to be changed.)

- 25.0 Provide access controls on all streets, emphasizing the functional operation of the streets based on their classification (as arterial, collector, or local) while maintaining reasonable and legal access to adjacent property.

IMPLEMENTATION STRATEGIES

- 24.1 Amend the Eugene Code to require new code provisions to be met for large scale developments if the building floor area or parking is increased by 10% and for other developments by at least 20%.

- 24.2 For existing developments, allow variances to the number of parking spaces required on a case-by-case basis where other parking lot improvement standards are being met.

- 25.1 Continue to implement the existing access control provisions and policies as provided for in Eugene Code Section 7.385.

- 25.2 Amend the Eugene Code Section 9.688 regarding Site Review criteria to specifically call for the general need to minimize the number of accesses, reduce conflict locations along major streets, require access provisions between adjacent property/parking areas, install turn lanes to minimize the amount of interruptions to through traffic on the major streets, install bus turnouts, etc.

- 25.3 Initiate a more thorough "corridor study" for each strip commercial area. Evaluate during the studies available options for combining parking areas, improving landscaping, making other traffic operational improvements, etc. Directly involve property owners and businesses in the corridor studies.

Problem: Commercial developments may devote a significant amount of area for off-street parking, greatly exceeding the minimum parking requirements in the City Code.

City policies encourage use of alternatives to the automobile and development in a compact urban form. Devoting excess amounts of land to automobile parking can encourage a greater dependency on the automobile and result in less efficient use of land. Certain types of commercial developments, such as large discount retailers, are choosing to install larger amounts of parking spaces to meet perceived demand and national expectations concerning parking needs. This has created what some regard as unattractive developments and a "sea of asphalt." Some of these companies may not locate in Eugene if unable to provide what they feel are adequate numbers of parking spaces.

POLICIES

- 26.0 Encourage parking lot design that is attractive, does not exceed a reasonable ratio of parking spaces per building area, and support compact growth.

(Note: In April 1991 the Land Conservation and Development Commission adopted a Transportation Planning Rule. The rule contains comprehensive requirements for addressing parking, transit accessibility, and other measures encouraging alternate modes of transportation. Eugene and Springfield must amend their code requirements by May 1993, additional long-range requirements must be met by May 1995.)

IMPLEMENTATION STRATEGIES

- 26.1 Concerning parking lot design, amend the Eugene Code to:
- a. Increase landscaping requirements for surface parking areas in excess of 50 spaces. Further evaluate the draft large-scale parking lot code amendments in the Appendix.
 - b. Limit height of lighting fixtures in large surface parking lots to 30 feet. Limit cut-off angle to avoid spill over onto adjacent residential properties. Coordinate fixture placement with landscape plantings.
- 26.2 Concerning the required number of off-street parking spaces, amend the Eugene Code to:
- a. Reduce the minimum parking requirements in cases where a long-term management program can demonstrate how parking will be handled and what will occur if there is a change in occupancy or use of the building. The management program, for example, could include employers providing group employee bus passes.

POLICIES

(See Implementation Strategy 9.2 regarding the elimination of parking requirements in downtown.)

IMPLEMENTATION STRATEGIES

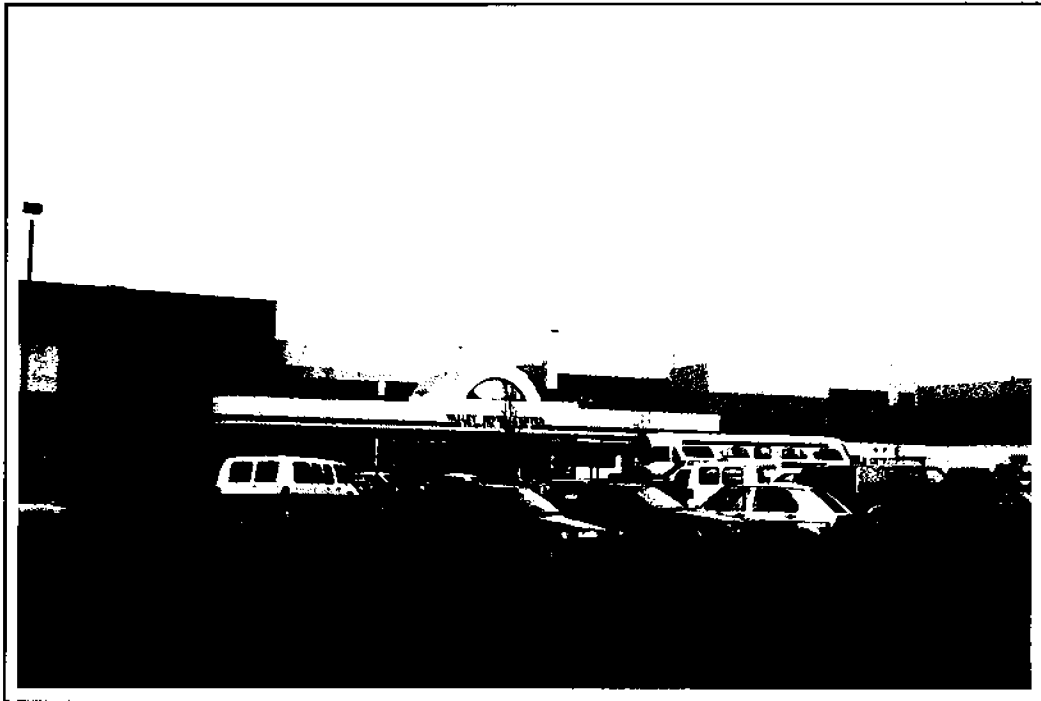
- b. Reduce the parking minimum on a formula basis for the creation of bike parking, bus shelters, or pedestrian amenities. For instance, when ten bike spaces are provided, one automobile space could be eliminated or if a bus shelter takes up an area about the size of a car parking space, that parking space could be eliminated.
 - c. Increase the allowance of the number of compact parking spaces.
 - d. Establish a maximum number of parking lot spaces relative to the size and use of the building. The maximum number could differ between developments that make efficient use of land (site design involves multi-story buildings and/or structured parking) versus developments that do not meet compact growth objectives as fully (such as single story building and surface parking).
- 26.3 Amend the Eugene Code to require additional site improvements or measures supporting alternative transportation where off-street parking exceeds the code minimum by 25 percent or more. This may include one or more of the following:
- a. Additional screening or landscaping;
 - b. The construction of pedestrian walkways, covered bicycle racks, or other facilities to encourage the use of alternate modes of transportation;
 - c. Shared-parking agreements with neighboring businesses or institutions;
 - d. The creation of convertible parking spaces to be used for non-parking purposes when demand is low;
 - e. Financial support for subsidized bus passes or other transit district programs; and
 - f. Other alternate mode amenities.

POLICIES

27.0 Encourage commercial developments to provide for alternative modes of transportation.

IMPLEMENTATION STRATEGIES

- 27.1 For commercial developments, amend the Eugene Code to require:
- a. Consideration for siting transit stops;
 - b. Provisions for pedestrians, such as walkways across traffic lanes; and
 - c. Compliance with the LCDC transportation rule by actions such as requiring a pedestrian orientation of the buildings on lots.
- 27.2 Explore different types of incentives that might encourage a developer to provide for mass transit, bike, and pedestrian facilities.



The transit station at Valley River Center is an example of how a commercial development might provide for mass transit.

APPENDIX

ATTENDEES AT COMMERCIAL LANDS STUDY PUBLIC FORUM

January 30, 1990 - 7:30 p.m.

Eugene Conference Center

Note: This list does not include staff, Planning Commissioners, and those attendees who did not sign in.

| | |
|--------------------------|------------------|
| Darryl Abe | Don Lutes |
| Julie Aspinwall-Lamberts | Barbara McDonald |
| Larry Balding | Lynne McHarry |
| Clint Barnts | Robert McNutt |
| Tom Bowerman | Rich Minkler |
| Bill Brackman | Bob Moulton |
| Rick Bramm | Gail Newton |
| Dick Briggs | Mel Oberst |
| A. W. Casady | Hugh Prichard |
| Frank Clough | Sue Prichard |
| R. D. Cone | Harry Ruth |
| Gary Draper | Neal Sands |
| Rick Duncan | Cecil Saxon |
| Mike Evans | Marna Schulz |
| Sam Frear | Walter Schulz |
| Michael A. Gallagher | Carl Sherwood |
| Roxanne Gillespie | Fuji Shono |
| Gina Guardalabene | Chris Smith |
| Tony Guardalabene | Denel Stoltz |
| Sue Girardeau | Russ Svingen |
| Nicki Gustin | John Teising |
| Cheryle Hawkins | Cheryl Thaut |
| Boyd Iverson | Dennis Thaut |
| Cordy Jensen | Dan Tucci |
| Doreen Jones | Donna Turring |
| Azra Khalidi | Jenny Ulum |
| Chuck Koehn | Clayton Walker |
| Dan Leahy | Paul Wheeler |
| Sam Litke | Dick Williams |
| John Lively | Bob Zagorin |

wp.forum.app

Eugene Commercial Lands Study - Project Time Line

| | | | | | |
|--|--|---|---|--|---|
| Eugene City Council or CCED | | | | | |
| Joint Planning Commission Committee | | | | | |
| Special Studies Advisory Committee | | | | | |
| Citizen Involvement Committee | ■ | | | | |
| Neighborhood Leaders/ Neighborhood Groups | | ■ | | | |
| Downtown Commission | | | | ■ | |
| Chamber Planning Land Use Subcommittee | | | | | ■ |
| AIA Chapter Commercial Design Committee | | | | | |
| Commercial Investment Division of Lane County Board of Realtors | | | | | |
| Other Key Groups/ Public Forums | | | | | |
| Planning Commission | 2/6 - Approved Commercial Lands Study work program | 3/6 - Reviewed community assets and liabilities, commercial trends, and existing policies | 4/10 - Reviewed Economic Development Strategic Plan and set priorities for Commercial Land Study issues | 5/15 - Approved methodology for determining employment growth and population projections | 6/5 - Reviewed data regarding commercial trends and potential impacts of restricting the supply 6/12 - Conducted tour of commercial sites |
| ■ Presentation made on study | February 1989 | March 1989 | April 1989 | May 1989 | June 1989 |

Eugene Commercial Lands Study - Project Time Line

| | July 1989 | August 1989 | September 1989 | October 1989 | November 1989 |
|--|---|--|--|--|--|
| Eugene City Council or CCED | | | ■ | | |
| Joint Planning Commission Committee | | | | | |
| Special Studies Advisory Committee | | | | | |
| Citizen Involvement Committee | | | | | |
| Neighborhood Leaders/ Neighborhood Groups | | | | | ■ |
| Downtown Commission | | | | | |
| Chamber Planning Land Use Subcommittee | | | | | |
| AIA Chapter Commercial Design Committee | | | | | |
| Commercial Investment Division of Lane County Board of Realtors | ■ | | | | |
| Other Key Groups/ Public Forums | ■ <small>(Willakens Planning Team)</small> | | | ● | |
| Planning Commission | 7/24 - Reviewed draft Commercial Lands Study Supply and Demand Analysis | 8/8 - Exchanged insights with a panel of commercial developers | 9/11 - Reviewed information requested related to the Supply and Demand Analysis 9/25 - Continued to review draft supply and demand findings/assumptions | 10/24 - Approved draft findings and assumptions regarding commercial supply/demand; reviewed community discussion points | 11/27 - Approved community discussion points and structure of January public forum |
| | July 1989 | August 1989 | September 1989 | October 1989 | November 1989 |

■ Presentation made on study
● Public Forum/Public Hearing

Eugene Commercial Lands Study - Project Time Line

| | December 1989 | January 1990 | February 1990 | March 1990 | April 1990 |
|---|------------------|--|------------------|---|---|
| Eugene City Council or CCED | ■ | | | | |
| Joint Planning Commission Committee | | | | | |
| Special Studies Advisory Committee | | | | | |
| Citizen Involvement Committee | | | | | |
| Neighborhood Leaders/ Neighborhood Groups | ■ | | | | |
| Downtown Commission | | ■ | | | |
| Chamber Planning Land Use Subcommittee | | ■ | | | |
| AIA Chapter Commercial Design Committee | | | ■ | | |
| Commercial Investment Division of Lane County Board of Realtors | | | | | |
| Other Key Groups/ Public Forums | | ● | | | |
| Planning Commission | | 1/30 - Conducted community forum on draft findings/ assumptions and community discussion points | | 3/12 - Reviewed citizen comments from forum and discussed policy options | 4/9 - Approved "Buildable Lands Supply" and evaluated quality of commercial sites |
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Eugene Commercial Lands Study - Project Time Line

| | | | |
|--|--|--|--|
| Eugene City Council | | | |
| Joint Planning Commission Committee | | | |
| Special Studies Advisory Committee | | | ■ |
| Citizen Involvement Committee | | | |
| Neighborhood Leaders/ Neighborhood Groups | | | |
| Downtown Commission | | | |
| Chamber Planning Land Use Subcommittee | | ■ | |
| AIA Chapter Commercial Design Committee | | ■ | |
| Commercial Investment Division of Lane County Board of Realtors | | | |
| Other Key Groups/ Public Forums | ■ (Downtown Retail Task Force) | | |
| Planning Commission | 5/17 & 5/21 - Approved ways to resolve plan/zone conflicts, project demand for commercial land, support local economic objectives, and to support a new commercial zoning district | 6/12 - Reviewed design issues related to large-scale commercial developments with AIA Chapter Comm. 6/25 - Approved relying on existing commercial sites to meet short-term needs | 7/3 - Approved encouraging Neighborhood Commercial areas by addressing compatibility concerns 7/23 & 7/24 - Considered new commercial sites to meet retail needs of residents in each subarea and broad economic objectives 7/31 - Approved assumptions regarding how much demand for commercial land will be met by neighborhood commercial, special-light industrial sites and downtown area redevelopment. Approved factors to consider in determining suitability of potential new sites |
| ■ Presentation made on study | May 1990 | June 1990 | July 1990 |
| ● Public Forum/Public Hearing | | | |

Eugene Commercial Lands Study - Project Time Line

| | August 1990 | September 1990 | October 1990 |
|--|--|---|---|
| Eugene City Council | | | |
| Joint Planning Commission Committee | | | |
| Special Studies Advisory Committee | | | |
| Citizen Involvement Committee | | | |
| Neighborhood Leaders/ Neighborhood Groups | | | |
| Downtown Commission | | ■ | |
| Chamber Planning Land Use Subcommittee | ■ | | |
| AIA Chapter Commercial Design Committee | | | ■ |
| Commercial Investment Division of Lane County Board of Realtors | | | |
| Other Key Groups/ Public Forums | | ■ <small>(Willakerate Planning Team)</small> | ■ <small>(Tree Commission)</small> |
| Planning Commission | 8/6 - Reviewed proposed design-related code amendments for neigh. commercial areas 8/7 - Approved objectives for amending code for neighborhood commercial design issues 8/13 - Identified Retail Task Force items to consider in Commercial Lands Study 8/14 - Reviewed potential new commercial sites suggested by citizens/property owners | 9/17 - Reviewed design recommendations for large-scale commercial developments. | 10/8 - Reviewed use of design guidelines and/or standards for large-scale commercial development and approved items to discuss with City Council. |
| ■ Presentation made on study ● Public Forum/Public Hearing | | | |

Eugene Commercial Lands Study - Project Time Line

| | | | | | |
|--|---|---|--|-----------------------------------|---|
| Eugene City Council | ■ | | | | |
| Joint Planning Commission Committee | | | | | |
| Special Studies Advisory Committee | | | | | |
| Citizen Involvement Committee | | | | | |
| Neighborhood Leaders/ Neighborhood Groups | | | | | ■ |
| Downtown Commission | | | | | ■ |
| Chamber Planning Land Use Subcommittee | | | | | |
| AIA Chapter Commercial Design Committee | ■ | | | | |
| Commercial Investment Division of Lane County Board of Realtors | | | | | |
| Other Key Groups/ Public Forums | | | | ■ | ■ Human Rights Commission |
| Planning Commission | <p>11/5 - Reviewed design guidelines/standards for strip Commercial areas. Reviewed information regarding business parks.</p> <p>11/7 - Provided status report to City Council.</p> | <p>12/4 - Reviewed entire set of study findings/ recommendations.</p> <p>12/10 - Authorized release of draft study for public review.</p> | Draft Study prepared for print. | Draft Study sent to print. | Draft Study printed and distributed. |
| | NOVEMBER 1990 | DECEMBER 1990 | JANUARY 1991 | FEBRUARY 1991 | MARCH 1991 |
| ■ | Presentation made on study | | | | |
| ● | Public Forum/Public Hearing | | | | |
| ? | Dates to be announced | | | | |

Eugene Commercial Lands Study - Project Time Line

| Eugene City Council | | | | | |
|--|---|--|---|---|--|
| Joint Planning Commission Committee | | | | | |
| Special Studies Advisory Committee | | | | | |
| Citizen Involvement Committee | | | ■ Approved Creation of Task Force | | |
| Neighborhood Leaders/ Neighborhood Groups | | | | | |
| Downtown Commission | ■ | | | | |
| Chamber Planning Land Use Subcommittee | ■ | | | | |
| AIA Chapter Commercial Design Committee | | | | | |
| Commercial Investment Division of Lane County Board of Realtors | ■ | | | | |
| Other Key Groups/ Public Forums | ■ Tree Commission Public Info. Sessions | ■ Joint Committee Economic Dev. | | ■ Building Construction Advisory Committee | |
| Commercial Lands Study Task Force <i>(italics)</i> Planning Commission | 4/29 - Held work session. 4/30 - Conducted public hearing on draft Commercial Lands Study. | 5/13 - Prepared recom. for sites with plan/zone conflicts. 5/20 - Completed recom. for plan/zone conflicts. Discussed CLS task force. 5/29 - Determined role of CLS task force. | 6/24 - Established task force - appointed members. | 7/11 - Reviewed charge and decided decision-making process. 7/22 - Prepared recom. for Issues 1 and 7. 7/30 - Prepared recom. for Issues 2,3, and 4. | 8/6 - Prepared recom. for 5 and 6. 8/20 - Prepared recom. for 8 and 9. 8/27 - Reviewed entire site of task force recommendations. |
| ■ Presentation made on study ● Public Forum/Public Hearing ? Dates to be announced | APRIL 1991 | MAY 1991 | JUNE 1991 | JULY 1991 | AUGUST 1991 |

Eugene Commercial Lands Study - Project Time Line

| | | | | | |
|--|---|--|--|---|--|
| Eugene City Council | | | | | |
| Joint Planning Commission Committee | | | | | |
| Special Studies Advisory Committee | | | | | |
| Citizen Involvement Committee | | | | | |
| Neighborhood Leaders/ Neighborhood Groups | | | ■ | | |
| Downtown Commission | | ■ | | | |
| Chamber Planning Land Use Subcommittee | | | ■ | | |
| AIA Chapter Commercial Design Committee | | | | | |
| Commercial Investment Division of Lane County Board of Realtors | | | | | |
| Other Key Groups/ Public Forums | | ■ Joint Committee Economic Dev. | | | |
| Commercial Lands Study Task Force <i>(italics)</i> | <p><i>9/10 - Forwarded recom. to Planning Commission.</i></p> <p>9/23 - Reviewed task force recom.</p> | <p>10/14 - Reviewed changes to study based on task force recom.</p> <p>10/22 - Completed review of task force recommendations.</p> | <p>11/4 - Confirmed remaining big picture issues.</p> <p>11/5 - Discussed big picture issues.</p> <p>11/19 - Reviewed revised draft study.</p> <p>11/21 - Established plan priorities.</p> | <p>12/10 - Conduct public hearing on revised draft study and forward recommendation to the City Council.</p> | <p>January Draft Study printed and distributed.</p> |
| Planning Commission | | | | | |
| <p>■ Presentation made on study</p> <p>● Public Forum/Public Hearing</p> | SEPTEMBER 1991 | OCTOBER 1991 | NOVEMBER 1991 | DECEMBER 1991 | JANUARY 1992 |

Eugene Commercial Lands Study - Project Time Line

| | FEBRUARY 1992 | MARCH 1992 | APRIL 1992 | MAY through JUNE 1992 |
|--|------------------|---------------|--|--|
| Eugene City Council | | ■ | ● | ■ Adopted draft study on May 11 with revisions. ■ Final action taken 10/12. |
| Lane County Board of Commissioners | | ■ | ● | ● Adopted draft Study on 6/3 with one change to Eugene City Council revisions. ● Adopted study 9/23 w/changes acceptable to Eugene Council. |
| Lane County Planning Commission | ■ ● | | | |
| Citizen Involvement Committee | | | | |
| Neighborhood Leaders/ Neighborhood Groups | | | | |
| Downtown Commission | ■ | ■ | | |
| Chamber Planning Land Use Subcommittee | | ■ | | |
| AIA Chapter Commercial Design Committee | | | | |
| Commercial Investment Division of Lane County Board of Realtors | | | | |
| Other Key Groups/ Public Forums | | | | |
| Eugene Planning Commission | | | 4/20 - Discuss Joint Elected Officials public hearing on draft study and any action taken. | Note: On 6/22 Eugene City Council considered the Board's action and conceptually approved a portion of the Board's amendment. On 9/2 the Board held a public hearing and delayed action until a compromise could be reached. Once agreement was obtained, the study went back to both jurisdictions for final action. |
| ■ Presentation made on study ● Public Forum/Public Hearing | | | | |

COMMERCIAL DEVELOPMENT POLICIES

OVERVIEW

The Eugene Planning Program includes a number of documents that contain policies and objectives pertaining to commercial development at metropolitan and city levels. The Eugene-Springfield Metropolitan Area General Plan provides the broad policy direction for the entire metropolitan area. Several applicable policies are contained in the Economy Element of the Metro Plan. The Plan Diagram delineates broad land use patterns for the metropolitan area.

Four commercial designations are indicated on the Metro Plan Diagram: a) Major Retail Centers; b) Community Commercial Centers; c) Floating Node; and d) Existing Strip Commercial. Although not indicated on the Plan Diagram, development and location standards are also described for Neighborhood Commercial Facilities and Strip or Street-Oriented Commercial Facilities. (Refer to pages II-E-3 through II-E-7.) In addition, limited amounts of commercial development were anticipated to occur in areas designated on the Metro Plan Diagram as 1) Special-Light Industrial; 2) Public and Semi-Public (includes government offices, schools, etc.); 3) Rural Commercial; 4) University/ Research; and 5) Mixed Use. TransPlan is another metropolitan-wide planning document that contains policies regarding commercial development.

At the City level, two documents are particularly important--Eugene Community Goals and Policies, and the Economic Development Strategic Plan. The planning program also contains a number of neighborhood plans and special area studies that are applicable to specific geographic areas of the community. These documents frequently contain policies related to commercial development and more detailed plan diagrams further delineating land use patterns.

Overall, the Metropolitan Plan and neighborhood plans complement each other regarding commercial policy direction. The Metro Plan provides the broad policy framework while the neighborhood plans address area-specific concerns.

SOURCES/CATEGORIES OF COMMERCIAL POLICIES & OBJECTIVES

This section summarizes adopted policies and objectives pertaining to commercial development in the Eugene area. The sources of the policies and objectives are listed below, with each source given an abbreviation. (Note-List as of summer 1990 and does not include Willakenzie Area Plan or other documents adopted since 1990.)

| <u>Sources</u> | <u>Abbreviations</u> |
|---|----------------------|
| Metro Plan | MP |
| TransPlan | TP |
| Economic Development Strategic Plan | ED |
| Eugene Community Goals and Policies | CGP |
| Eugene Parks and Recreation Master Plan | P&R |
| Entrance Beautification Study | EB |
| Bethel/Danebo Refinement Plan--Phase I | BD |
| Eugene Downtown Plan | D |
| Fairmount/University Of Oregon Special Area Study | F/UO |
| Glenwood Refinement Plan (Draft) | G |
| Jefferson-Far West Refinement Plan | JFW |
| Laurel Hill Neighborhood Plan | LH |
| River Road-Santa Clara Urban Facility Plan (including draft River Road-Railroad Blvd. Study) | RRSC |
| Riverfront Park Plan | R |
| West University Refinement Plan | WU |
| Westside Neighborhood Plan | W |
| Whiteaker Refinement Plan | WH |
| Willow Creek Special Area Study | WC |
| 19th and Agate Special Area Study | 19/A |

Each policy or objective is summarized below, with sources by abbreviation and page and policy number. For example, Metro Plan Policy 14 on page III-B-5 encourages the retention of large, vacant commercial parcels and is cited as MP III-B-5 #14.

Nine basic categories of public commercial objectives have been identified: 1) General; 2) Developing-Vacant; 3) Downtown; 4) Mixed-Use; 5) Strip Commercial; 6) Neighborhood Commercial; 7) Design; 8) Transportation; and 9) Airport.

1. General

- Maintain and promote regional trade and service center status (MP III-B-5 #10; CGP 7 #8; ED 17).

- Encourage convention and tourist-related commercial (MP III-B-5 #11; CGP 8 #1; P&R 10; ED 15 & 16).
- Combine medium-density residential development with commercial uses in a nodal configuration (floating nodes) (MP II-E-4 #2c).
- Intensify and concentrate commercial development (MP III-F-5 #2d; RRSC 2-18 #3 & 2-26 #3 & 2-35 #5; WU 51 #24; W 3-2 #3).
- Recruit headquarters and government offices (ED 17).

2. Developing-Vacant

- Annexations and the timing and location of new development are based on the availability of key urban services such as water and sanitary sewers (MP II-B-4 #7, MP III-G-6 #6, CGP 7 #7; WC 7 #2).
- Continue providing site-specific infrastructure in response to development (ED 13).
- Maintain relatively large commercial parcels (MP III-B-5 #14; G 30 #3).
- Increase the amount of vacant, commercially zoned land, based on a comparison of demand projections to the supply factors of suitability and availability (MP III-B-5 #6).
- Don't decrease the quality of service to older areas when serving new development and annexations (WH 37 #12).

3. Downtown

- Maintain downtown's role as an active commercial center (MP III-F-5 #2a; CGP 21 #1; ED 17; D 14 #3).
- Support existing retail and office development (MP III-B-5 #12; D 20 #4 & 21 #6).
- Maintain and improve mall, public facilities, and services (D 14 #6 & 15 #7).
- Provide facilities for small-scale businesses (D 14 #5).
- Recruit new retail (ED 17).
- Intensify development (D 14 #2).

- Concentrate retail uses (D 20 #5).
- Encourage new office and regional retail development (D 20 #1 & 20 #3 & 21 #6).
- Riverfront commercial development should be secondary to downtown (R 5 #5).

4. Mixed-Use

- Allow limited mixing of office, other commercial and industrial uses, when the primary use designation is maintained, and compatibility and traffic impacts can be successfully addressed (MP III-B-6 #19).
- Permit commercial uses mixed with others in:
 - downtown (CGP 21 #1, D 14 #1)
 - neighborhoods, when appropriate (G 30 #1 & 32 #1, CGP 26 #5, JFW 15 #1, WH 7 #2)
 - special light industrial areas (MP II-B-9 #29 & II-E-8)
 - zoning designations (MP III-A-6 #15)

5. Strip Commercial

- No expansion of existing strips (RRSC 2-18 #3; G 12 #4; W 3-11 #2; F/UO 21 #1).
- Convert to other commercial forms such as nodes (MP II-E-6)
- Buffer from adjacent uses (RRSC 2-18 #4).

6. Neighborhood Commercial

- Preserve existing sites and permit appropriate redevelopment (MP III-B-6 #25 & #26).
- Support creating new sites in residential areas (MP III-A-6 #16 & III-J-5 #8; RRSC 2-19 #6; W 3-2 #5; WH 7 #4).
- Restrict neighborhood commercial zoning (LH 2 #4 & 15 #5; W 3-2 #3).
- Buffer from adjacent uses (RRSC 2-19 #7).
- Create more neighborhood commercial zones (MP III-B-6 #18; WU 49 #3).
- Need adequate support population, parking, and frontage (MP II-E-5).

- Flexibly apply off-street parking regulations (19/A 7 #2 #3).
- Consider permitting more home occupations (JFW 53 #6).

7. Design

- Promote compatibility between commercial and adjacent land uses (MP III-A-5 #12; RRSC 2-7 #1).
- Improve appearance of commercial areas (MP III-E-3 #6; G 26 #1; EB 3 #6; D 15 #11; JFW 15 #2 & 53 #1; F/VO 15 #4).
- Provide for a variety of commercial uses (MP III-E-3 #1).
- Require site review (permitting design flexibility) and buffering for new commercial development (MP III-E-3 #8; RRSC 2-18 #1,2 & #5; G 96; WH 8 #8; F/VO 15 #7).
- Require site review for redevelopment of existing commercial areas (RRSC 2-18 #4 & 2-24 #3).

8. Transportation

- Control access on arterials and collectors (TP 4 #LU1; RRSC 2-14 #4; BD 36 #2).
- Locate the largest-scale commercial uses on the busiest streets (BD 36 #9; WH 8 #5).

9. Airport

- Protect airport from development impacts and premature development (MP III-F-7 #13 & #14).
- Airport commercial is limited to land within the UGB or airport-owned property (MP III-F-6 #11).

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RETAIL TASK FORCE REPORT

EXECUTIVE SUMMARY AND RECOMMENDATIONS

Report Elements

The report consists of an introduction and four elements. The introduction describes the reason the Retail Task Force was formed, its membership, and the process it followed in producing this report. The four elements represent the four major components of the task force's work program: Downtown Tenant Mix Plan, Downtown Property Owner's Agreement, Downtown Redesign Principles, and Recommendations for Public Policy to Support Downtown Development. The elements are presented in the order in which the task force drafted them. The task force views the elements as interdependent, a unified strategy for downtown revitalization requiring coordinated implementation, with no single element sufficient in itself.

I. TENANT MIX PLAN

The first element, the Downtown Tenant Mix Plan, is the basis from which the other three emanate. The premise of the plan is that one of the most essential characteristics of a healthy downtown retail environment is an exciting mix of stores to draw shoppers. This premise is supported by a recent survey in which Eugene residents said the one improvement which would cause them to shop downtown more is improved shop selection.

The Tenant Mix Plan addresses these questions; what kind of a downtown do we want to have; what kinds of stores, businesses, entertainment and activities do we want downtown; and what conditions are necessary to enable these kinds of businesses to locate downtown and be successful? The plan addresses these questions with an emphasis on retail, but also integrates other essential types of activity and development: office, housing, culture, and entertainment.

In discussing this element, the task force acknowledged the trend in downtown retailing away from traditional large anchor department stores toward "specialty" retail, which is characterized by smaller shops with a very focused target market and product line, often emphasizing customer service. The task force embraced a future for downtown which is not so heavily reliant on retail as in the past, a multi-faceted vision in which downtown is the commercial and professional office center for the community, with a growing, diverse population of downtown residents, employees, shoppers, and visitors enjoying a vibrant mix of shops, restaurants, and cultural, entertainment, and public facilities.

The Tenant Mix Plan outlines a list of desired types of uses, highlighting tenants which are identified as the "prime group:" clothing and accessories, home furnishings, electronics/cameras, and gifts/specialty items. Restaurants and entertainment uses are also identified as very desirable. It includes information which is relevant for all of downtown, but focuses very specifically on the area including Broadway from Charnelton to Pearl,

Willamette from 7th to 11th, and Olive from 8th to 10th, examining block by block the opportunities and problems of each area.

The plan discusses a number of other factors seen by the task force as crucial to the success of downtown retailing: the importance of filling ground floor space with retail rather than non-retail uses; the vital role of new downtown office and housing development; the relationship of retailing to the public plaza; the significance of retaining downtown's one remaining department store, The Bon Marche; and the critical need for improved access and circulation in the downtown core and its impact on most of the recommendations of the Tenant Mix Plan.

II. PROPERTY OWNERS PROGRAM

Once the desired shops, businesses, and activities are identified, how can they be recruited? In a private, enclosed shopping mall single ownership makes this relatively simple. In a downtown with many property owners, it is much more complex. The Property Owners Program is a proposed method for having downtown's property owners join together for their mutual benefit and the benefit of downtown and the community. It is a voluntary, nonbinding agreement to participate in a cooperative leasing program similar to programs implemented in other cities including: Oak Park, Illinois; Baltimore, Maryland; and Neenah, Wisconsin.

The owners who participate would agree to share information on upcoming lease expirations, to consider the Tenant Mix Plan when making leasing decisions, and try to lease to tenants consistent with its goals. A Tenant Review Committee would be established to review prospective lessees for their fit with the Tenant Mix Plan. The participating owners would agree to include some common covenants in new leases, such as a requirement that businesses maintain standardized hours. To encourage participation a number of incentives are proposed including a Broker Bonus Program, a Rent Assistance Program, and a Tenant Improvement Loan Fund. Compliance with the Tenant Mix Plan and leasing program would make owners eligible for the incentives.

III. REDESIGN PRINCIPLES

What kind of physical environment is needed to create the downtown envisioned by the Tenant Mix Plan? The plan calls for improvements to the public plaza and increased access to downtown to support new and existing businesses.

The redesign of downtown public space and access will occur through a public process led by a professional design team serving as a consultant to the City. A time line and general outline for this process have been approved separately from this report by the City Council. The process as approved includes significant public involvement in design options and culminates in an advisory election. The Redesign Principles were drafted to provide some direction and parameters for that process.

The redesign should support the implementation of the Tenant Mix Plan. Successful recruitment of shops, restaurants, and other activities targeted by the plan requires improved access. Briefly, the principles call for the redesign to expand and improve the public plaza and to improve north/south vehicular access while retaining strong emphasis on pedestrian orientation. Specifically, the principles call for opening Willamette between 8th and 10th avenues to automobiles and bicycles. The design should be done so that the street can be closed to create a larger public plaza for special events, and could be permanently closed again in the future if desired. The redesign of the plaza should enable it to serve well as the major public open space for community events such as the Eugene Celebration. Broadway between Charnelton and Willamette should remain closed to traffic. The design process should examine alternatives for Olive and for Broadway between Willamette and Oak, both with and without traffic, and then to develop recommendations.

Other principles address safety, disabled accessibility, public rest rooms, transit, on-street parking, design and quality of improvements, and other related issues. The principles element is brief and the task force urges that it be reviewed in its entirety.

IV. RECOMMENDATIONS FOR PUBLIC POLICY TO SUPPORT DOWNTOWN DEVELOPMENT

This element was drafted to address some additional issues which affect the potential success of the compact urban growth model and downtown revitalization. It briefly examines some factors the task force believes tend to make the core area more difficult and costly than suburban development and suggests investigation of some mechanisms to correct the imbalance. This element also outlines the kinds of development the task force believes should be discouraged or restricted in outlying areas and those that should be encouraged in the core.

One major point of this section is that policies should be in place that would cause the cost of development, in general, to increase the further from the core or from public transit the development occurs. Some acknowledged exceptions to this general principle would be neighborhood commercial and true industrial uses. In recommending possible mechanisms, the task force suggests: a reduction in parking required for downtown housing; setting maximum limits for surface parking in suburban shopping developments; allowing substitutions for parking requirements such as providing bus passes; a limit on further large, single-occupant retail in outlying areas; and differential taxing methods that would reinforce the goal of compact urban growth.

The recommendations of this section will be forwarded to the Planning Commission for further consideration.

Task Force Recommendations

The Retail Task Force approved the four elements of the Final Report as a unified package. Elements 1, 2, and 4 received unanimous support. Two members took exception with certain items in the Redesign Principles. Their positions are stated below.

One task force member, representing the Friends of Downtown, does not concur in the assessment that the success of other elements of the report depends upon increased north/south access, i.e., opening Willamette or Olive between 8th and 10th avenues to traffic. The Friends believe the success of downtown lies in other strategies recommended by the task force, especially a better mix of shops and services, a thoughtfully redesigned public plaza, and improved coordination among businesses regarding such things as promotions and retail hours.

A second task force member, representing the Lane Transit District, objects to the implication that full-sized buses would not be allowed access to any reopened streets. Lane Transit District believes that downtown access improvements should benefit public transit.

Aside from these exceptions, the Retail Task Force unanimously approved the work embodied in this Final Report. The task force urges the Downtown Commission, Planning Commission, City Council, Downtown Eugene, Inc., downtown property owners and businesses, and citizens concerned about the future of downtown Eugene to support the goals and recommendations of the report and work cooperatively to accomplish them.

The Next Steps

This report will be reviewed by the Downtown Commission, the Planning Commission, and the City Council. The four elements of the report will each receive different types of review and consideration. The Tenant Mix Plan will be considered by the Downtown Commission and City Council for adoption as City policy. It will be periodically updated upon recommendation by the Advisory Board. The Property Owners Program is structured as a joint private and public effort. It will be reviewed by DEI and the public incentives considered by the Downtown Commission and City Council. The Design Principles will be considered as the basis for the redesign process previously approved by City Council. The principles will be reviewed by the Downtown Commission and Planning Commission with a recommendation to the City Council. They will then be used by an appointed Design Advisory Committee to develop redesign recommendations for the public plaza and Willamette Street from 8th to 10th avenues. The Recommendations for Public Policy to support Downtown Development will be forwarded to the Planning Commission for consideration to have its proposals integrated into City land use policy.

Status as of 1/1/91: In July 1990, the Council reviewed the Retail Task Force Report and considered comments forwarded by the Downtown Commission and Planning Commission. The Council adopted the Tenant Mix Plan and directed staff to work on an incentive program to encourage owner cooperation. The Council also adopted the Design Principles and directed staff to implement a public design process for downtown streets and public spaces in the mall area following the principles. The Council continues to discuss the recommendations supporting downtown development some of which were considered further as part of the Commercial Lands Study.

Background On Relationship Between the Downtown and Outlying Commercial

The Eugene Commercial Lands Study reviews key community issues raised concerning commercial development in the City of Eugene and the Eugene portion of the Urban Growth Boundary. The study examines whether the City should make any changes to the supply of commercial land or to City policies or regulations affecting the design of commercial developments.

As work was conducted on the Commercial Lands Study, the Planning Commission discussed the relationship between downtown and outlying commercial development. As with most other U.S. communities, the basic underpinnings of Eugene's development began in the core of the city. According to the "Eugene Downtown Core Area Historic Context Statement", in the mid 1850s:

"Industrial activity was spawning by the Millrace, mercantile activity was awakening near the center, government was evolving on the square, public education was becoming a reality, and civic and social life was developing through the lodges and churches. Residential development was beginning to dot the core area... Overland transportation was beginning to assume a regular character... River transportation was receiving a serious effort... that was later assumed by the railroad."

The early actions and influences of the core area highly affected future development of the city. As with other communities, Eugene's central commercial area experienced significant changes with urbanization, entrance into the auto age, and geographic growth of the city. One such change was the evolution of outlying commercial areas. Primarily in the neighborhoods surrounding the central core area, there remain small neighborhood grocery stores and other retail/service outlets that largely serve nearby residents. Outside the central city neighborhoods, there are neighborhood, strip, and community (general) commercial facilities. They generally serve a larger population small neighborhood outlets in the core area and contain a wider variety of goods and services. Outlying commercial areas also include large retail and office areas that serve both community commercial needs and the larger region.

In the early 1970's, the City commissioned a Eugene Commercial Study to analyze the "appropriate relationship between the Eugene Central Business District and outlying commercial areas, with recommendations for refinement of the 1990 General Plan". The focus of the study was on the metropolitan area's two major retail centers, Downtown Eugene and the Goodpasture Island area, site of Valley River Center. The study, completed in 1974, led to a number of significant City policies and actions guiding commercial development. Examples include, annexation of the Goodpasture Island area to gain greater development control, limits on the addition of new commercial land on Goodpasture Island and an emphasis on the creation of medium- and high-density residential development. The study also provided the impetus for several inner city neighborhood plans and special studies aimed at encouraging residential development surrounding the downtown.

In 1976, the City completed another study titled, "Eugene Downtown Westside Alternatives". The study examined the 24 block (58 acre) area bounded by 7th Avenue, Charnelton Street, 13th Avenue, and Jefferson Street and proposed alternatives to resolve the conflict between the 1990 General Plan designation of high-density residential and the commercial zoning on about two-thirds of the land. Following the study, the City initiated rezoning the area to Westside Mixed Use. The zoning

allowed continuation of existing commercial uses yet limited new commercial development to developments also including residential uses. The zoning encouraged medium- and high-density residential development thus fostering greater intensity of commercial development in the core area with a nearby residential support population.

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**CONSTRAINT-FREE VACANT COMMERCIAL SITES ABOVE .5 ACRE
(vacant sites as of July, 1991)**

| <u>Region</u> | <u>Site #</u> | <u>Location</u> | <u>Site Size (Acres)</u> |
|------------------------|----------------------------------|--|--------------------------|
| Central/University * | 1-2 | NE Corner W 7th and Charnelton | .59 |
| | 1-5 | S Side of Franklin Between Glenwood and Henderson | 1.09 |
| | 1-6 | N Side of Franklin, W of Westbound Bridge to Springfield | .95 |
| Region Subtotal | | | <u>2.63</u> |
| Willakenzie | 2-2 | N of Intersection of Coburg and Locke (Outside city limits; sewer not available in short term) | 5.00 |
| | 2-3 | NE corner of Chad and Coburg (Acreage reflects vacant portion of site east of ShopKo) | 6.00 |
| Region Subtotal | | | <u>11.00</u> |
| West Eugene | 3-1 | SW Corner of Jessen and Highway 99 | 1.99 |
| | 3-2 | W of Highway 99, N of Site 3-3 | .62 |
| | 3-3 | N of Pattison, Bet. Robert and Highway 99 | 2.20 |
| | 3-7 | N of Elmira, W of Highway 99 | .78 |
| | 3-8 | E of Highway 99, Bet. Roosevelt and Elmira (State-Owned) | 4.00 |
| | 3-10 | N of W 11th, Bet. Conger and Tyinn | .53 |
| | 3-12 | S of W 11th, E of Skippers, Across from Fred Meyer | .52 |
| | 3-15 | SW Corner of W 18th and Bertlesen | 4.80 |
| | 3-17 | S Side of W 11th, E of Beltline | .98 |
| 3-18 | NE Corner of W 11th and Business | 1.36 | |

* Although the downtown surface parking lots owned by the Urban Renewal Agency are considered part of the available supply of commercial land, they are not listed here as they are not considered "vacant".

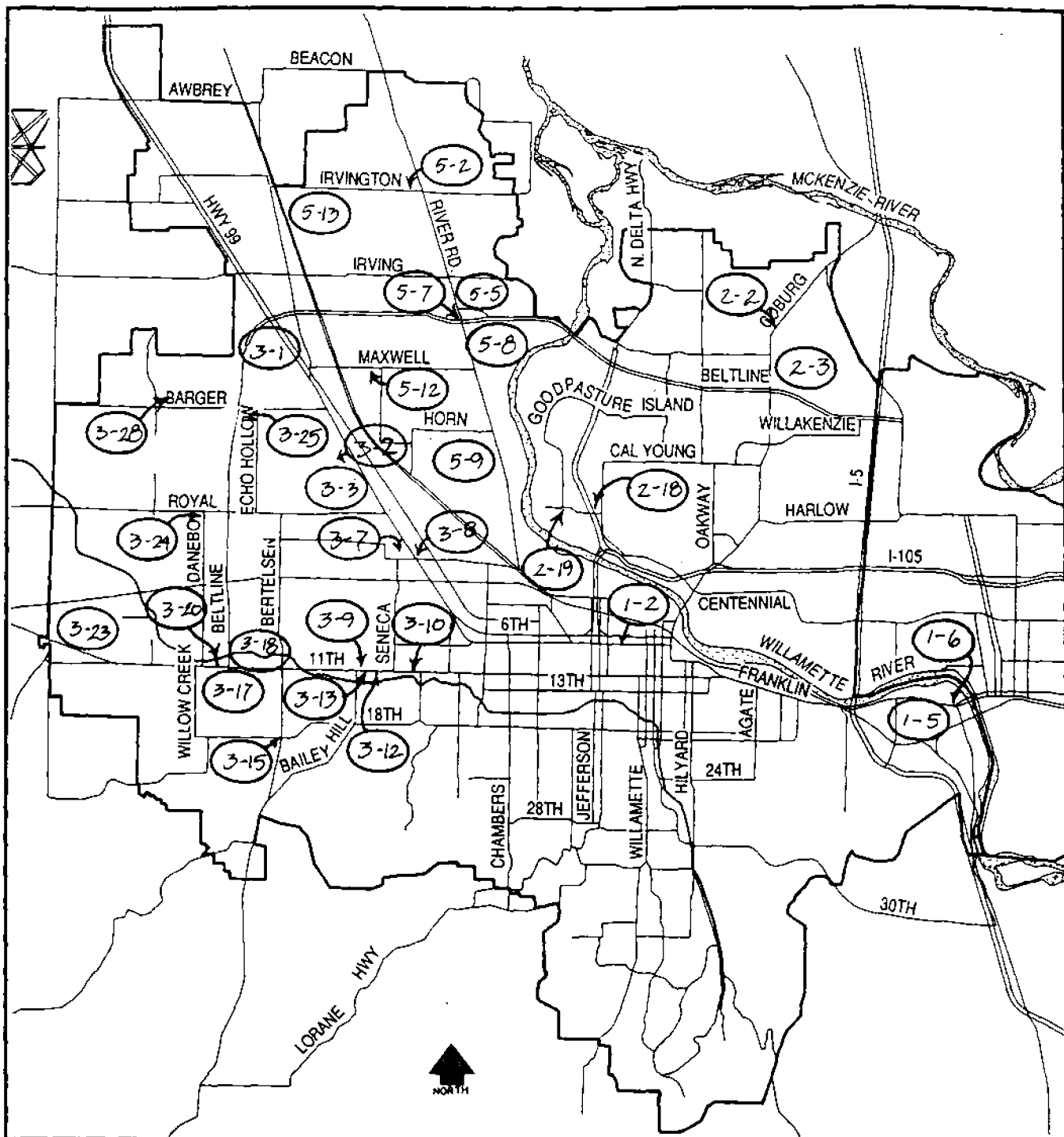
| <u>Region</u> | <u>Site #</u> | <u>Location</u> | <u>Site Size (Acres)</u> |
|---|----------------------------|--|--------------------------|
| West Eugene | 3-20 | N of W 11th, Bet. Danebo and Beltline | 8.82 |
| | 3-23 | E of Greenhill, N of West 11th Avenue | 4.38 |
| | 3-24 | SW Corner of Royal and Danebo (Acreage reflects vacant portion of site) | 7.00 |
| | 3-25 | SW Corner of Barger and Echo Hollow | .50 |
| | 3-28 | N of Barger, Bet. W Irwin and E Irwin | .50 |
| Region Subtotal | | | <u>38.98</u> |
| South Eugene | (No Constraint-Free Sites) | | |
| River Road/ Santa Clara | 5-2 | W of River Rd, N of Irvington | .51 |
| | 5-5 | E of River Rd, N of Division | 2.80 |
| | 5-7 | River Rd, Bet. Ruby and Beltline | 1.62 |
| | 5-8 | River Ave, Bet. River Rd and Ross | 3.72 |
| | 5-9 | NW Corner of Hillcrest and River Rd | 2.20 |
| | 5-12 | SW Corner of Maxwell and N Park | .51 |
| | 5-13 | S Side of Irvington, East of NW Expressway | 5.00 |
| Region Subtotal | | | <u>16.36</u> |
| Total of All 100 Percent Constraint-Free Sites | | | <u>68.97</u> |

As of July, 1991, there are 27 sites that were vacant and 100 percent constraint-free. Sites with constraints had one or more of the following characteristics: wetlands, riparian features, within the floodplain, on a steep slope, with poor access or with poor visibility. Of the 27 sites that are constraint-free, five are from five acres up to ten acres in size. There are currently no sites greater than ten acres in size considered constraint-free.

In January, 1989, when the original inventory of vacant commercial land was completed, there were 31 sites that were constraint-free. The two largest constraint-free sites were partially or fully developed with retail uses (Site No. 2-3, COSTCO and ShopKo at Coburg and Chad; Site No. 3-9, ShopKo and Safeway at West 11th and Bailey Hill). Other constraint-free sites that were developed with retail uses include Site No. 2-19 located at the southwest corner of Goodpasture Island Road and Valley River Drive (Red Robin Restaurant); and Site No. 3-13 located between Seneca and Bailey Hill on West 11th (car

wash and deli). Site No. 2-18 was also developed for use primarily as a mini-warehouse with a small office. Development at these sites met some of the forecasted demand. One site (Site No. 3-24), located at the southwest corner of Royal and Danebo, was partially developed with a non-commercial use (church).

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Constraint-Free Vacant Commercial Sites

as of 1/89 • (Includes sites above 1/2 acre in size.)

LEGEND

— Urban Growth Boundary

○ Site Number

Subareas

1. Central/University
2. Willakenzie
3. West Eugene
4. South Eugene
5. River Rd./Santa Clara

Factors Established by the Planning Commission to Evaluate New Commercial Sites

Recognizing the relatively tight supply of commercial land, the commission examined commercial sites that might be added to the inventory to address retail needs in a specific area, add to the range of sizes and types of sites, or serve to create land for policy-based demand.

The commission established the following factors in the consideration of new commercial sites:

1. Existing zoning and land use patterns.
 - a. The site will enhance employment opportunities and commercial services for surrounding residents.
 - b. The site will reinforce an existing activity center and foster existing or potential transit service.
 - c. The site will complement existing commercial developments by allowing for expansion of existing commercial uses or by creating larger commercial nodes.
 - d. The site will not result in a significant loss of medium- or high-density housing.
 - e. The site will not result in the creation of a new strip commercial area or in the linear extension of existing strip commercial development.
 - f. The site will not result in compatibility issues with surrounding residences.
2. Planned use for site and surrounding properties based on the Metro Plan Diagram and any applicable neighborhood or functional plan.
 - a. In case where an amendment to the Metro Plan and/or applicable refinement plans is needed to allow a site to be converted to commercial use, the amendment will not require extensive plan revisions and will not affect the basic written policies.
3. Existing and proposed transportation modes.
 - a. The site has good access by a variety of transportation modes.
 - b. The site (except for neighborhood commercial sites) is located along existing arterials or collectors that are existing or planned bus routes.
4. Visibility of the site.
 - a. The site has good visibility (especially needed for retail uses).

- a. The site has good visibility (especially needed for retail uses).
5. Availability of public services to the site.
- a. The site can be served by the City within one year.
 - b. The site is considered part of the long-term supply and can be served within five years.
6. Physical site characteristics.
- a. The site does not have physical characteristics that may prohibit or significantly affect the cost of development such as significant wetlands or steep slope.
 - b. The site is over five acres in size and would help create a better supply of larger commercial sites.
7. Natural/Scenic/Historic Resources.
- a. The site will not intrude or have a negative impact on a natural or scenic resource such as the Willamette River or the South Hills ridgeline.
 - b. The site will encourage the adaptive re-use and preservation of significant historic resources and will not increase the development pressure to demolish such resources.

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SITES WITH PLAN/ZONE CONFLICTS

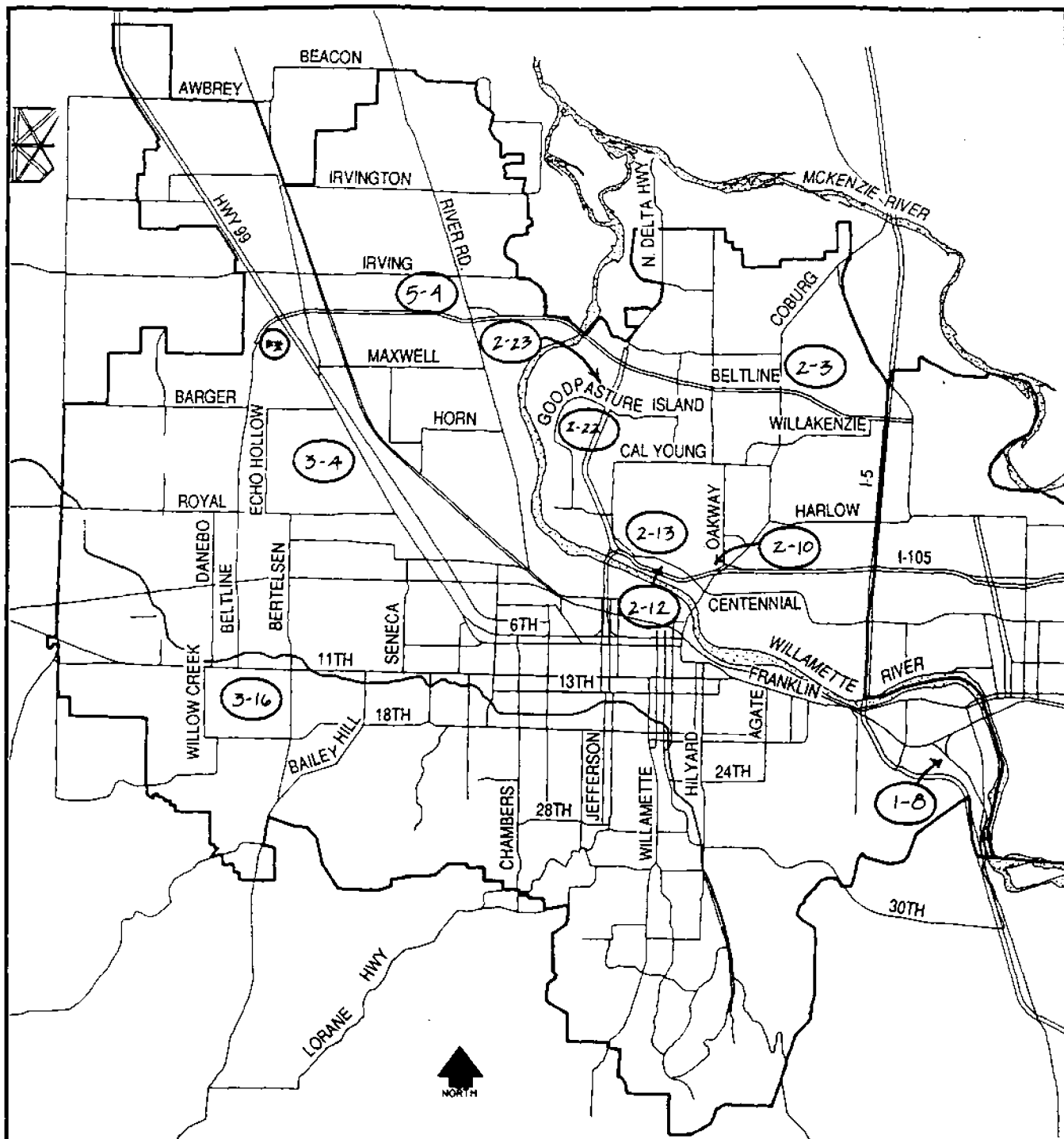
ANALYSIS AND RECOMMENDATIONS

INTRODUCTION

This report includes a review of vacant commercial sites above 5 acres in size where there is a conflict between what is shown on the Metro Plan Diagram and existing zoning. The Draft Eugene Commercial Lands Study dated March, 1991 identified eleven sites with significant plan/zone conflicts. In the appendix of the draft study, each site was briefly described with the reason the conflict occurred, alternatives for resolving the conflict, and how each alternative would impact the commercial lands supply. The Planning Commission conducted a public hearing on the draft study including the alternatives for conflict resolution of the plan/zone conflict sites. Direct mailed notice was provided to the property owners of sites identified as having plan/zone conflicts.

Based on public testimony and further consideration of the sites, the Planning Commission determined that some of the sites did not have plan/zone conflicts. In the majority of cases, the Commission confirmed that conflicts existed and recommended ways of resolving the conflicts.

This report lists all sites initially identified as having a plan/zone conflict along with later findings and recommendations of the Planning Commission. Following this introduction is a summary of the Commission's recommendations as of January 1992.



Sites With Significant Plan/Zone Conflicts

as of 1/89 • (Includes vacant commercial sites above 5 acres in size.)

LEGEND

- Urban Growth Boundary
- Site Number
- ⊗ No Site Number Assigned

Subareas

1. Central/University
2. Willakenzie
3. West Eugene
4. South Eugene
5. River Rd./Santa Clara

SUMMARY OF PLANNING COMMISSION RECOMMENDATIONS

- Site No. 1-8 Recognize the site as appropriate for industrial use consistent with existing plan policy and local zoning. The supply of commercial land was adjusted to reflect removal of the 10.3 acres site from the commercial lands supply.
- Site No. 2-3 Consider Site No. 2-3 as part of the commercial lands supply. As a housekeeping measure, process a Metro Plan amendment designating Site No. 2-3 Commercial, concurrent with other amendments determined appropriate as a result of the draft Willakenzie Area Plan.
- Site No. 2-10 Because the site is less than five acres, do not consider the GO General Office zoning in conflict with the Medium-Density Residential designation on the Metro Plan Diagram.
- Site No. 2-12 Continue to consider Site No. 2-12 as part of the commercial lands supply. Initiate an amendment to the Metro Plan to designate the area Commercial concurrent with any other Metro Plan amendments resulting from the Willakenzie Area Plan adoption process.
- Site No. 2-13 Because the site is less than five acres, do not consider the existing GO General Office zoning to be in conflict with the Medium-Density Residential designation on the Metro Plan Diagram. Continue to consider the site part of the commercial lands supply.
- Site No. 2-22 Recognize that the site is both planned and zoned for residential use. Supply of commercial land adjusted to reflect removal of the 11.2 acre site.
- Site No. 2-23 Initiate an amendment to the Metro Plan to change the designation from Medium-Density Residential to Commercial and to note in the legislative record that the site is only appropriate for C-1 Neighborhood Commercial zoning.
- Site No. 3-4 Because the site is so close to the five acre threshold, do not consider the C-1 Neighborhood Commercial zoning in conflict with the residential plan designation. Continue to consider the site as part of the commercial lands supply.
- Site No. 3-16 Initiate rezoning the site for C-2 General Commercial with provisions for protecting the area noted in the West Eugene Wetlands Area Study.
- Site No. ** Proceed with the following three approaches.
1. Maintain existing commercial designation along Highway 99 and initiate rezoning parcels from I-3 to C-4.
 2. Maintain existing I-2 and I-3 zoning for parcels without frontage along Highway 99 and initiate amending the Metro Plan Diagram to indicate the area as suitable for continued industrial use.

3. Retain the existing R-1 zoning for Sycan B property at southern edge of Site ** and remove from further consideration within the context of the Commercial Lands Study. There is no plan/zone conflict associated with this portion of Site **.

Site No. 5-4 Initiate rezoning the site from GO to R-3/20 to better retain the option for multi-family residential development on some or all of the site in the event ownership changes. Continue to consider the site part of the commercial lands supply in light of the existing ownership and the owner's development plans.

INDIVIDUAL SITE ANALYSIS AND RECOMMENDATIONS

- **Site No. 1-8, 10.30 Acres.**

The site is located in Glenwood and was zoned commercial in the early 1950's. When the inventory of vacant commercial sites was taken, this site was still zoned commercial. In the Metro Plan the site was shown on the Plan Diagram as appropriate for future industrial development. The Glenwood Refinement Plan Phase 1 designated the site as appropriate for industrial use. Recently, the site was annexed to the City of Eugene and was zoned I-2 Light-Medium Industrial, thus eliminating the conflict between the plan and zoning.

Resolution of Conflict: Site was zoned I-2 when annexed to the City of Eugene. This site should no longer be considered part of the commercial lands supply.

Impact on Vacant Commercial Lands Supply: -10.30 acres.

Summary of Public Testimony:

None.

Relationship to Pending Draft Studies:

This site is considered in the draft Metropolitan Industrial Lands Study as part of the available supply of industrial land.

Planning Commission Recommendation:

Recognize the site as appropriate for industrial use consistent with existing plan policy and local zoning. Adjust the supply of commercial land to remove the 10.3 acre site from the inventory. (Note: Removal of the site is reflected in the revised adjusted supply total shown on Table 4 in Chapter II.)

- **Site No. 2-3, 24.00 Acres.** Refer to map on page C-24.

Conflict: A portion of the site (20 acres) is Planned Special-Light Industrial and zoned C-2 General Commercial.

The site is located within the boundaries of the Coburg/Crescent Special Area Study. The study identified the general location and approximate acreage to devote to industrial, commercial and residential uses. Over the years, changes in zoning occurred to provide specific areas for each use. In this case, while the Metro Plan designation is for industrial, the land was allowed to be zoned commercial in exchange for other portions of the area being changed from commercial to industrial zoning. The changes in zoning were considered consistent with the overall intent of the Coburg/Crescent Study with regard to the general relationship between industrial and commercial land uses. The draft Willakenzie Plan recommends changing the Metro Plan to be consistent with existing zoning patterns in this area.

Resolution of Conflict:

Alternative A: Change Metro Plan designation from Special-Light Industrial to Commercial. This alternative would reflect existing commercial zoning and development.

Alternative B: Change zoning from C-2 General Commercial to I-1 Special-Light Industrial District to conform with Metro Plan designation.

Impact on Vacant Commercial Lands Supply:

| | | |
|----------------------|----|----------------------|
| <u>Alternative A</u> | vs | <u>Alternative B</u> |
| 0 acres | to | -24.00 acres |

Summary of Public Testimony:

Eric Davis, of Price Development Company, indicated in a phone conversation with staff that as owners of the portion of Site No. 2-3 located north of Chad Drive they were in support of continued commercial designation and zoning.

Relationship to Pending Draft Studies:

The draft Metropolitan Industrial Lands Study does not identify a plan/zone conflict in this area. Although existing zoning does not match the Metro Plan Diagram, the overall relationship between the amount of land for commercial, residential, and industrial use is the same. The draft Willakenzie Area Plan recommends Site No. 2-3 be retained as a commercial site and that a new 10 acre neighborhood commercial site be established in the area. If approved, the Willakenzie Plan will result in a change to the amount of land for residential, commercial and industrial use.

Planning Commission Recommendation:

Consider Site No. 2-3 as part of the commercial lands supply. As a housekeeping measure, process a Metro Plan amendment designating Site No. 2-3 Commercial, concurrent with other amendments determined appropriate as a result of the draft Willakenzie Area Plan.

- **Site No. 2-10, 4.67 Acres.** Refer to map on page C-25.

Conflict: Planned Medium-Density Residential and zoned GO General Office.

This site is located on the east side of Fairway Loop, between Southwood Lane and Eastwood Lane. Prior to 1984, the zoning was RP Residential Professional. The zoning allowed both medium-density residential uses and professional office development. In 1984, the City zoning districts were changed and all land zoned RP was changed to GO General Office. The GO district emphasizes office use yet still allows residential development. The GO district is viewed as a commercial zoning district. If this site is to continue to be considered part of the commercial land supply the Metro Plan should be amended to indicate a commercial land use designation. This site has poor visibility and access, and may not be suitable for office development. As part of the Ferry Street Bridge Study, an effort is being made to minimize non-local traffic from using Southwood Lane and other residential streets to the north.

Resolution of Conflict:

Alternative A: Change the Metro Plan designation from Medium-Density Residential to Commercial.

Alternative B: Rezone from GO General Office to R-3 Multiple-Family Residential with PUD or Site Review attached if necessary.

Impact on Vacant Commercial Lands Supply:

| | | |
|----------------------|----|----------------------|
| <u>Alternative A</u> | vs | <u>Alternative B</u> |
| 0 acres | to | -4.67 acres |

Summary of Public Testimony:

Jim Saul, representing the property owners, submitted written and oral testimony requesting that the site be considered consistent with the Metro Plan and that the existing General Office zoning be maintained. Points made in the testimony include:

- * In 1983 when the site was rezoned to RP Residential/Professional (now GO), the Planning Commission and Council determined that the zoning was consistent with the Metropolitan Plan. There have been no changes to the Metro Plan text or diagram that warrant a reversal of that decision.
- * There is an approved Planned Unit Development that integrates residential and office uses on the property. The approved PUD is in effect at the present time.
- * The GO zoning is appropriately located to buffer and separate existing and planned residential development from adjoining uses such as the bowling alley and the I-105 freeway.
- * The Willakenzie Planning Team supports the existing zoning.

Relationship to Pending Draft Studies:

The draft Willakenzie Area Plan recommends designating that portion of the site zoned GO commercial on the Willakenzie Plan Diagram and limiting the zoning to the existing GO General Office.

Planning Commission Recommendation:

Because the site is less than five acres, do not consider the GO General Office zoning in conflict with the Medium-Density Residential designation on the Metro Plan Diagram.

The Metro Plan Diagram provides the overall land use pattern at a metropolitan scale. The text of the Metro Plan and local plan policies provide direction for specific zoning decisions. Site No. 2-10 is less than five acres in size. During the Commercial Lands Study, this site was brought to the Commission's attention because of its relationship to the area zoned GO between Country Club Road and I-105. Separate treatment of Site No. 2-10 is valid given its unique site characteristics and surrounding development.

Given the site constraints and testimony submitted on behalf of the property owner, it is likely that the site will develop with office use and thus should continue to be considered part of the supply of vacant commercial land. The draft Willakenzie Plan, once adopted, will provide greater certainty to developers and community members that the site is available for commercial use.

- **Site No. 2-12, 11.80 Acres.** Refer to map on page C-26.

Conflict: Planned Medium- and High-Density Residential and zoned GO General Office.

The site is located on the south side of Country Club Road between Willagillespie Road and Southwood. Prior to 1984, the zoning was RP Residential Professional. The zoning allowed both medium-density residential uses and professional office development. In 1984, the City zoning districts were changed and all land zoned RP was changed to GO General Office. The GO district emphasizes office use yet still allows residential development. The GO district is viewed as a commercial zoning district. If this site is to continue to be considered part of the commercial land supply the Metro Plan should be amended to indicate a commercial land use designation. Due to traffic noise from I-105 this site may not be suitable for residential use.

Resolution of Conflict:

Alternative A: Change the Metro Plan designation from Medium- and High-Density Residential to Commercial.

Alternative B: Rezone from GO General Office to R-3 Multiple-Family Residential with PUD or Site Review attached if necessary.

Impact on Vacant Commercial Lands Supply:

| | | |
|----------------------|----|----------------------|
| <u>Alternative A</u> | vs | <u>Alternative B</u> |
| 0 acres | to | -11.80 acres |

Summary of Public Testimony:

None.

Relationship to Pending Draft Studies:

The draft Willakenzie Area Plan recommends designating the site commercial on the Willakenzie Plan Diagram and limiting the zoning to the existing GO General Office.

Planning Commission Recommendation:

Continue to consider Site No. 2-12 as part of the commercial lands supply. Initiate an amendment to the Metro Plan to designate the area Commercial concurrent with any other Metro Plan amendments resulting from the Willakenzie Area Plan adoption process.

- **Site 2-13, 2.02 Acres.** Refer to map on page C-27.

Conflict: Planned Medium-Density Residential and zoned GO General Office.

The site is located south of Sand Avenue and north and east of Country Club Road. Prior to 1984, the zoning was RP Residential Professional. The zoning allowed both medium-density residential uses and professional office development. In 1984, the City zoning districts were changed and all land zoned RP was changed to GO General Office. The GO district emphasizes office use yet still allows residential development. The GO district is viewed as a commercial zoning district. If this site is to continue to be considered part of the commercial land supply the Metro Plan should be amended to indicate a commercial land use designation. This site is irregular in shape, has poor visibility, and limited access to both Sand Avenue and Country Club Road.

Resolution of Conflict:

Alternative A: Change the Metro Plan designation from Medium-Density Residential to Commercial.

Alternative B: Rezone from GO General Office to R-3 Multiple-Family Residential with PUD or Site Review attached if necessary.

Impact on Vacant Commercial Lands Supply:

Alternative A vs Alternative B
0 acres to -2.02 acres

Summary of Public Testimony:

Cathy and David Freedman, property owners of Site No. 2-13, requested that the Commission support Alternative A, which would have the Metro Plan conform to the existing GO General Office zoning. The site is suitable for office development and plans are underway.

Relationship to Pending Draft Studies:

The draft Willakenzie Area Plan recommends designating the site commercial on the Willakenzie Plan Diagram. There is no text specifying that the site is to remain zoned GO.

Planning Commission Recommendation:

Because the site is less than five acres, do not consider the existing GO General Office zoning to be in conflict with the Medium-Density Residential designation on the Metro Plan Diagram. Continue to consider the site part of the commercial lands supply. This site is part of a larger commercial office development.

- **Site 2-22, 11.20 Acres.** Refer to map on page C-28.

This site was originally identified as having a plan/zone conflict with a Metro Plan designation as Commercial and zoned R-2 Limited Multiple-Family Residential. The site is located between Goodpasture Island Road and Delta Highway. The site has poor access and low visibility and was not be considered a viable commercial site. Only a small portion of the site has direct access to Goodpasture Island Road. A small portion of the site is also impacted by wetlands and riparian features.

Upon further examination, it was determined that the site was both planned and zoned for residential use and that no plan/zone conflict existed.

Planning Commission Recommendation:

Recognize that the site is both planned and zoned for residential use and remove the site from the commercial lands inventory. (Note: Removal of the site is reflected in the revised adjusted supply total shown on Table 4 in Chapter II.)

- **Site 2-23, 10.80 Acres.** Refer to map on page C-29.

Conflict: Planned for Medium-Density Residential and zoned C-1 Neighborhood Commercial.

The site is located east of Goodpasture Lakes Loop Road and north of Goodpasture Island Road. The Metro Plan allows for neighborhood commercial centers to occur within areas designated for residential development. Generally, neighborhood commercial areas do not exceed five acres in size. In this case, the site was found to be the only suitable site for neighborhood commercial development to meet both existing and future residential growth. The larger area was approved for neighborhood commercial zoning in conjunction with a larger residential Planned Unit Development.

Resolution of Conflict:

Alternative A: Change the Metro Plan designation from Medium-Density Residential to Commercial.

Alternative B: Rezone from C-1 Neighborhood Commercial to R-2 Limited-Family Residential.

Impact on Vacant Commercial Lands Supply:

Alternative A vs Alternative B
0 acres to -10.80 acres

Summary of Public Testimony:

Ron Petitti, Chief Executive Officer, Emerald Valley Development, requests that the plan/zone conflict related to Site No. 2-23 be resolved by changing the Metro Plan designation from Medium-Density Residential to Commercial.

Relationship to Pending Draft Studies:

The draft Willakenzie Area Plan recommends designating this site commercial in the Willakenzie Plan Diagram with text limiting zoning to the existing C-1 Neighborhood Commercial. According to the Metropolitan Natural Resources Special Study portions of the site are impacted by riparian features and are within the floodplain.

Planning Commission Recommendation:

Initiate an amendment to the Metro Plan to change the designation from Medium-Density Residential to Commercial and to note in the legislative record that the site is only appropriate for C-1 Neighborhood Commercial zoning. Process amendment concurrent with any other amendments resulting from the draft Willakenzie Area Plan.

- **Site 3-4, 5.03 Acres.** Refer to map on page C-30.

Conflict: Planned for Low-Density Residential and zoned for C-1 Neighborhood Commercial.

The site is located on Jacobs Street, south of Concord just west of the Lane ESD office. The site was zoned Neighborhood Commercial to allow development of neighborhood commercial uses. The C-1 Neighborhood Commercial zoning was applied to an area slightly above the usual 5-acre maximum for neighborhood commercial areas. The C-1 zoning limits the range of uses and is intended to be consistent with the intent of providing commercial facilities in residential areas to serve the surrounding population.

Resolution of Conflict:

Alternative A: Change the Metro Plan designation from Low-Density Residential to Commercial.

Alternative B: Rezone from C-1 Neighborhood Commercial to R-1 Low-Density Residential.

Impact on Vacant Commercial Lands Supply:

| | | |
|----------------------|----|----------------------|
| <u>Alternative A</u> | vs | <u>Alternative B</u> |
| 0 acres | to | -5.03 acres |

Summary of Public Testimony:

Jim Saul submitted oral and written testimony on behalf of the owner requesting that the site not be listed as a site with a plan/zone conflict and that the existing C-1 zoning be retained. Points made in the testimony include:

- * The site size is 5.03 acres and is so close to the five acre maximum specified in the Metro Plan that no true conflict exists.
- * Even if the area zoned C-1 slightly exceeds five acres, it is contiguous with a community commercial center and the Metro Plan expressly recognizes that the five-acre maximum will be exceeded in such circumstances.
- * The property was rezoned in 1976 to encourage provision of commercial services within easy walking distance of nearby residential developments, particularly those housing the elderly. That purpose remains as valid now as it did then.

Relationship to Pending Draft Studies:

None.

Planning Commission Recommendation:

Because the site is so close to the five acre threshold, do not consider the C-1 zoning in conflict with the residential plan designation. Continue to consider the site as part of the commercial lands supply.

- **Site 3-16, 57.90 Acres.** Refer to map on page C-31.

Conflict: Planned for commercial use, the site is zoned I-2 Light-Medium Industrial and AG Agricultural.

This site is located in the Willow Creek Basin and was annexed to the city in 1987. When the property was annexed, the decision was made to apply the City zoning closest to what the land was zoned while in the County; in this case, Industrial and Agricultural. The southern portion of the site (20.00 acres) is zoned AG and is part of a larger wetland area. The northern portion of the site (37.90 acres) is zoned for Light-Medium Industrial development. Because wetland issues have changed the nature of development in West Eugene considerably, the site may no longer be needed for commercial development. The Willow Creek Refinement Plan describes the area as suitable for commercial development. The exact location of commercial zoning may be established following the decision regarding the alignment of the extension of Beltline into the area.

Resolution of Conflict:

Alternative A: Change the Metro Plan designation from Commercial to Light-Medium Industrial (north portion) and from Commercial to Agricultural or Natural Resource (south portion).

Alternative B: Rezone both portions of site to C-2 General Commercial.

Impact on Vacant Commercial Lands Supply:

| | | |
|----------------------|----|----------------------|
| <u>Alternative A</u> | vs | <u>Alternative B</u> |
| -57.90 acres | to | 0 acres |

Summary of Public Testimony:

Bill Kloos, representing the Cuddeback family (property owners), presented oral and written testimony in support of resolving conflict by rezoning property to C-2 General Commercial. Other points made include:

- * Commercial zoning would implement current adopted policies. The Metro Plan and Willow Creek Special Area Study both designate site as commercial.
- * From a regional perspective, site is more suited for commercial than industrial.
- * There is no need for additional industrial land in the area.
- * The owner has premised its investment strategy and expenditures on the continuing validity of the commercial plan designation.

Relationship to Pending Draft Studies:

When the Willow Creek Special Area Study was adopted, a commercial node was identified in the area to the east of Beltline extending both north and south of West 11th. The commercial area was

The draft **West Eugene Wetlands Special Area Study (WEWSAS)** identifies significant wetland areas within the Willow Creek Special Area Study boundaries. The amount of area recommended for protection could result in a shift in the overall land use density in the basin. In general, about 95.65 acres of low-density residential land, 20.33 acres of medium-density residential land, 42.18 acres of high-density residential land, and 11.16 acres of industrial land would be protected if the study recommendations are adopted. In addition, within the area identified in the Commercial Lands Study as Site No. 3-16, about 6.69 acres of commercially designated land are recommended for protection. (The draft WEWSAS also recommends protection of another 53 acres within the Willow Creek Special Area Study boundary for buffering wetlands. Most of the buffering acreage impacts land planned for low-density residential use.)

The draft **Metropolitan Industrial Lands Study** refers to a northern portion of this site as Site No. 2-48. The site in the industrial study indicates about 20 acres of tax lot 1701 and all of tax lot 2400 (1.4 acres) is designated commercial and zoned I-2 Light-Medium Industrial. The draft Industrial study recommends this site to be designated Light-Medium Industrial and included in the industrial lands inventory. The southern portion of tax lot 1701 that is designated commercial and zoned AG Agricultural is not included in the Metropolitan Industrial Lands Study, nor is any of tax lot 2600 (presumably there is too little of the I-2 zoned portion of this lot to count as industrial).

An assumption can be made that the population and employment growth displaced by the protected wetlands will still occur elsewhere in the metropolitan area. The key policy question is what is the basis for the commercial site. If the commercial area is intended to serve primarily the Willow Creek area then a reduction in size may be warranted. If the commercial area is intended to also provide a new regional commercial center or meet broad economic objectives for increased office growth then retention of the commercial site can be justified.

Planning Commission Recommendation:

Initiate rezoning the site for C-2 General Commercial with provisions for protecting the area noted in the West Eugene Wetlands Special Area Study.

While the identification of federally regulated wetlands may alter the amount and type of development in West Eugene, the area remains a major future growth area for the city. Site No. 3-16 could continue to be considered part of the available commercial supply. The draft West Eugene Wetlands Special Area Study recommends restoring the Willow Creek Channel. Given the surrounding environmental values, the site offers unique aesthetic qualities that can be an asset to future development.

Site **, 16.16 Acres. Refer to map on page C-32.

Conflict: Planned for Commercial use and zoned I-2/SR Light-Medium Industrial with site review.

This area is located at the southwest corner of Highway 99N and Beltline Road. The area is zoned I-2/SR Light-Medium Industrial with site review. A majority of the businesses in the area are industrial rather than commercial in nature. The area is not suited to commercial development due to poor access. *** This site is currently partially developed and was not considered part of the commercial buildable land supply. The site, therefore, was never assigned a site number.*

Resolution of Conflict:

Alternative A: Change the Metro Plan designation from Commercial to Light-Medium Industrial.

Alternative B: Rezone from I-2 Light-Medium Industrial to C-2 General Commercial.

Impact on Vacant Commercial Lands Supply: Because the site is already primarily developed, rather than vacant, the two alternatives would have no effect on the current vacant, developable land supply.

Alternative A vs Alternative B
0 acres to 0 acres

Summary of Public Testimony:

Timothy Hovet, Operations Manager for Sycan B, provided both oral and written testimony (refer to latest written material dated May 2, 1991 included under separate cover.) In general, Sycan B indicates a strong desire to resolve the plan/zone conflict on property they own in the area. While they are interested in C-4 zoning they understand that the resolution establishing suitable locations for the district would need to be changed and feel amending the Metro Plan and retaining the existing zoning may be more expedient. In anticipation of potential concerns regarding compatibility with adjacent areas zoned R-1, Sycan B indicate the following points:

- * Sycan B no longer wishes to rezone tax lot 1302 from R-1 to I-2/SR and has received approval for a residential subdivision that extends Arnold Avenue in a cul de sac manner.
- * Sycan B plans to build an industrial development consisting of 1000 to 1200 square foot units for small, low-impact users. Their market analysis shows a need for such spaces.
- * There will be no connection between Arnold Avenue (used for residences) and McDougal Lane (used for industrial traffic).
- * Berms are or will be constructed to provide buffering between the industrial and residential areas.

- * Poorly planned commercial development can have a greater impact on adjacent residential uses than planned industrial development.
- * Sycan B plans on retaining ownership of both the industrial and residential properties. They indicated a desire to be good neighbors and to insure that the two types of developments complement each other.

Brian Obie, President of Obie Industries, indicated that as owners of tax lot 100 at the northern tip of Site **, given the two options presented in the draft study they favor Alternative B- rezoning the property to C-2 General Commercial. The existing building on the site is split between industrial and commercial tenants. Over the past ten years all of the tenants have had a large sales/showroom in front dedicated to retail sales. Based on the exposure and access to transportation, they expect the site to evolve towards more commercial use. There might be a better zone that would recognize the mix of industrial and commercial uses.

Relationship to Pending Draft Studies:

The draft Metropolitan Industrial Study refers to the industrially zoned portion of this site owned by Sycan B as Site No. 2-5. The study identifies the site as having a plan/zone conflict yet interpreted the Metro Plan designation as Low-Density Residential. The site is not included in the area encompassed by the Bethel-Danebo Refinement Plan and the line between commercial and residential use is not precise. The study recommends that the plan/zone conflict be further examined and points out that public improvements are needed to the site and adjacent residential development may make the site unsuitable for industrial use.

Planning Commission Recommendation:

Address Site ** with the following three approaches:

1. Maintain existing commercial designation along Highway 99 and initiate rezoning parcels from I-3 to C-4.

Continue to consider properties fronting along Highway 99N as designated and appropriate for commercial use. Based on the existing mix of industrial and commercial uses in the area, initiate amending the existing zoning to C-4. The purpose set forth in the C-4 zoning district does apply in this situation- the parcels are a mix of industrial and commercial uses and front an arterial that is designated commercial. The City has applied the C-4 district in a few other cases where the specific location was not listed in the C-4 resolution yet the intent of the district was upheld. (An example was the zone change at the NW corner of Barger and Beltline.)

2. Maintain existing I-2 and I-3 zoning for parcels without frontage along Highway 99 and initiate amending the Metro Plan Diagram to indicate the area as suitable for continued industrial use.

For tax lots zoned industrial (including Sycan B property) that do not have direct

arterial frontage on Highway 99N, amend the Metro Plan to designate the properties Light-Medium Industrial.

3. Retain the existing R-1 zoning for Sycan B property at southern edge of Site ** and remove from further consideration within the context of the Commercial Lands Study.

There is no plan/zone conflict associated with this portion of Site **.

Site 5-4, 6.20 Acres. Refer to map on page C-35.

Conflict: Planned for Medium-Density Residential use and zoned GO/SR General Office with site review.

The site is located just west of River Road, south of Santa Clara Avenue. The River Road/Santa Clara Urban Facilities Plan refines the Metro Plan and delineates more clearly the location of commercial and residential uses. This site was designated in the River Road/Santa Clara Plan as medium-density residential, with emphasis on development of health-related facilities. The R-3 Medium-Density Residential zoning would be more consistent with the current Metro Plan designation.

Resolution of Conflict:

Alternative A: Change the Metro Plan designation from Medium-Density Residential to Commercial.

Alternative B: Rezone from GO General Office to R-3 Medium-Density Residential.

Impact on Vacant Commercial Lands Supply:

| | | |
|----------------------|----|----------------------|
| <u>Alternative A</u> | vs | <u>Alternative B</u> |
| 0 acres | to | -6.20 acre |

Summary of Public Testimony:

None.

Staff Evaluation:

Site No. 5-4 was acquired by Sacred Heart General Hospital in 1983. The hospital created design concepts for the site that included a campus-type, multi-building facility to help meet the health needs of the area. The site was zoned RP Residential Professional by the Lane County Hearings Official in 1986 and was found consistent with the Metro Plan. The River Road/Santa Clara Urban Facilities Plan was adopted by the Eugene City Council in 1987. The property was annexed to the City of Eugene in 1987. At that time questions were raised concerning whether the GO General Office zoning was consistent with the medium-density residential designation in the Metro Plan and River Road/Santa Clara Urban Facilities Plan. The City applied the GO zone based on the following: 1) the urban transition agreement was being negotiated to indicate that the City would apply the closest City zone to the County zone, 2) the RP zone had been found by the Lane County Hearings Officer to be consistent with the Metro Plan, 3) the applicant had requested the GO zone and it would allow the proposed development of health facilities, and 4) the GO zone was found consistent with the recommendation in the River Road/Santa Clara Plan that reads, "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." (Refer to page 2-31 of the Plan.)

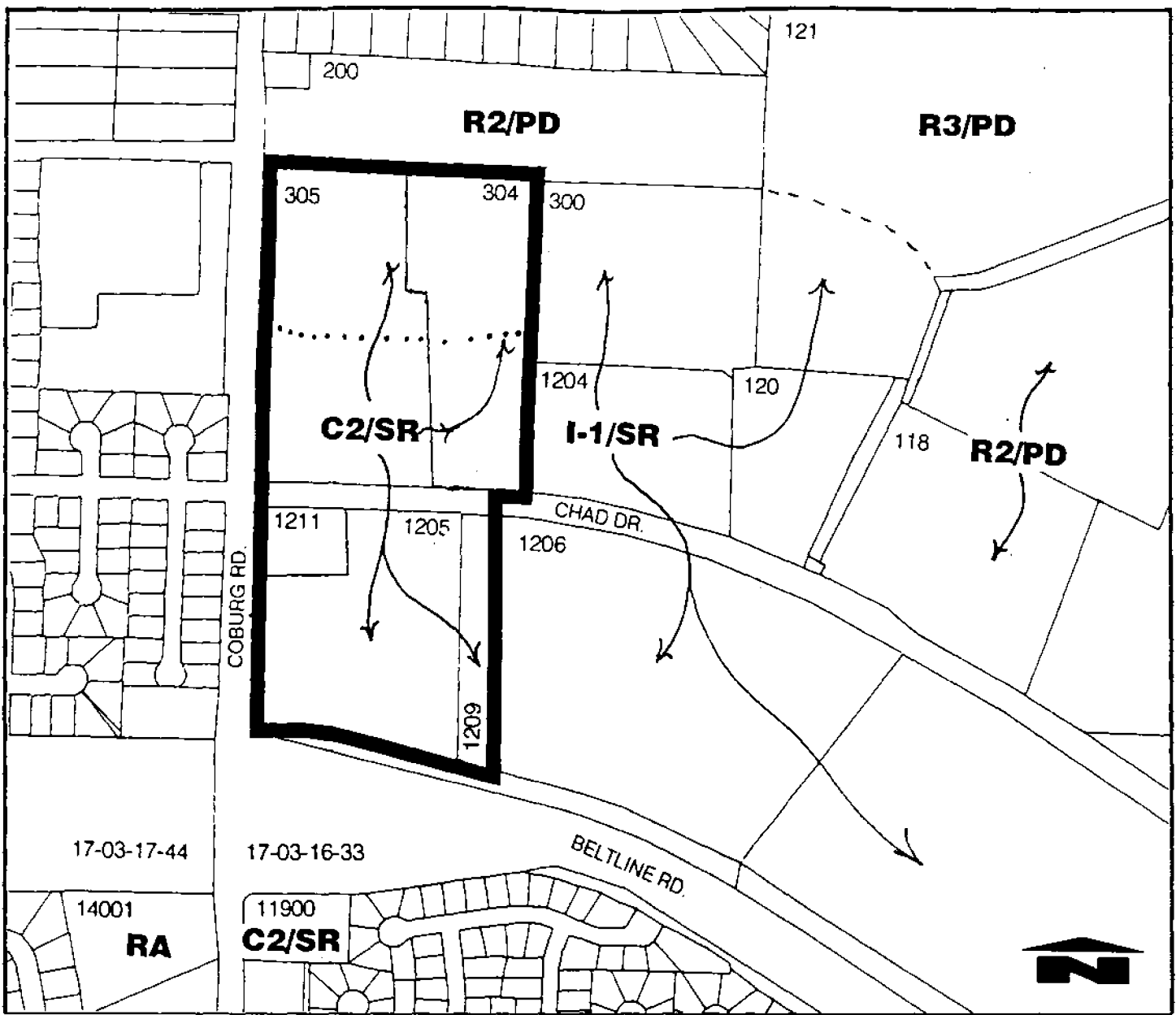
Sacred Heart General Hospital still owns the site and intends to use the property for future expansion of the clinic developed at the southwest corner of Santa Clara Avenue and River Road. The existing clinic was designed to allow for expansion to the west.

The hospital would prefer to keep the site zoned GO to avoid needing to go through the Conditional Use Permit process required for clinics in the R-3 Multiple Family Residential District. If the hospital were to sell the property, however, there is a possibility that an office building would be constructed that would not be in line with the direction in the River Road/Santa Clara Plan. The R-3 district would be more consistent with the refinement plan and would still allow the hospital to proceed with plans for a future clinic.

Planning Commission Recommendation:

Initiate rezoning the site from GO to R-3/20 to better retain the option for multi-family residential development on some or all of the site in the event ownership changes. Continue to consider the site part of the commercial lands supply in light of the existing ownership and the owner's development plans.

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SITE NO. 2-3



Conflict: A portion of the site is Planned Special-Light Industrial and zoned C-2 - General commercial.

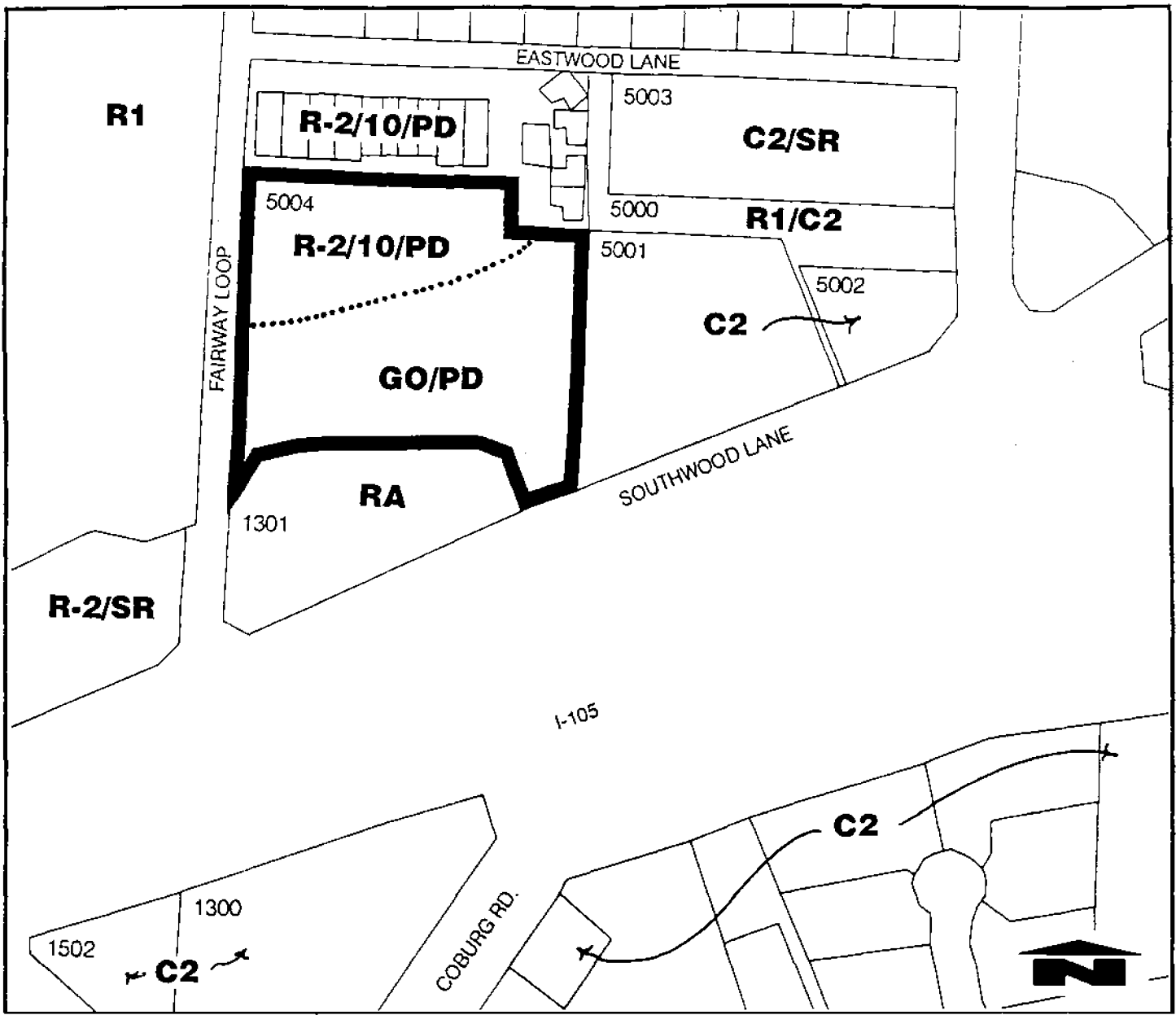
(Area generally below dotted line.)

LEGEND

EXISTING ZONING

- RA Suburban Residential District
- R-2 Limited Multiple Family Residential District
- R-3 Multiple Family Residential District
- C-2 General Commercial District

6/25/91



SITE NO. 2-10



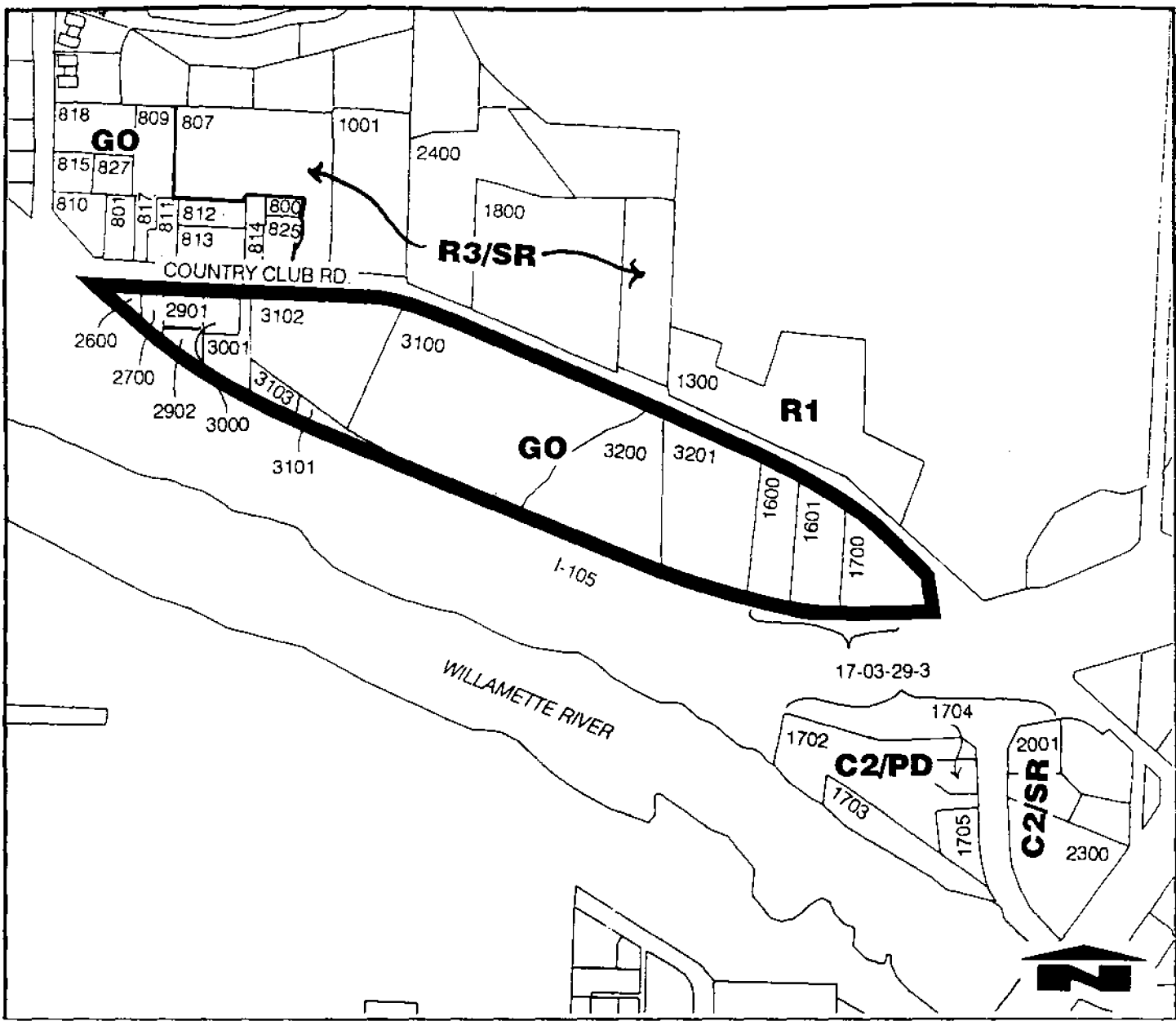
Conflict: Planned Medium-Density Residential and a portion zoned GO - General Office.

LEGEND

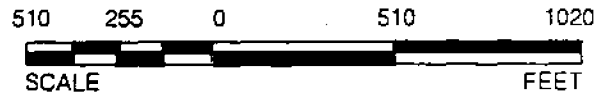
EXISTING ZONING

- RA Suburban Residential District
- R-1 Low-Density Residential District
- R-2 Limited Multiple Family Residential District
- C-2 General Commercial District
- GO General Office District

3/29/91



SITE NO. 2-12



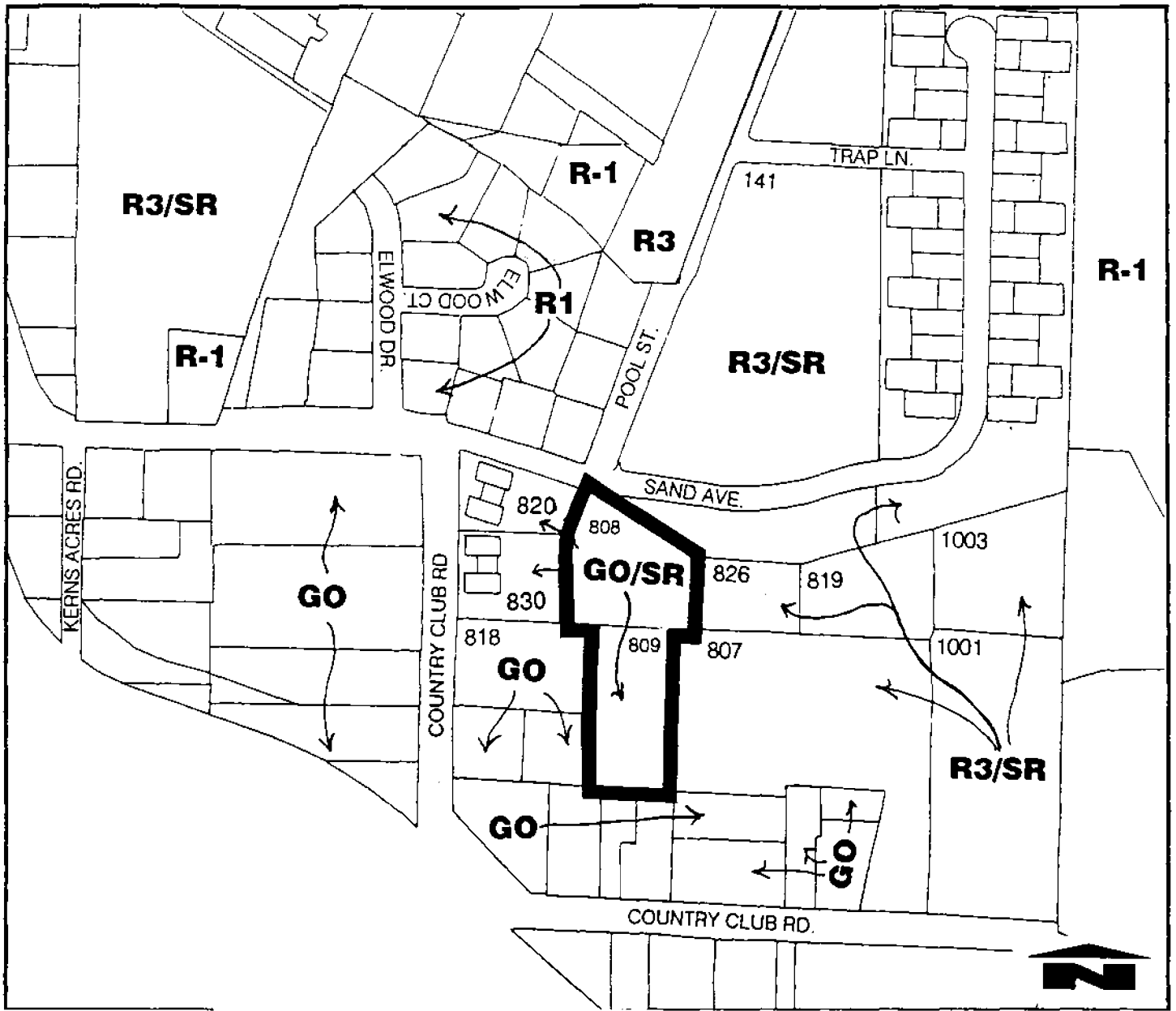
Site 2-12 consists of tax lots 3100 and 3200. Remaining tax lots shown in bordered area are shown as they are part of larger area with plan/zone conflict.

Conflict: Planned Medium- and High-Density Residential and zoned GO- General Office.

LEGEND

EXISTING ZONING

- R-1 Low-Density Residential District
- R-3 Multiple Family Residential District
- C-2 General Commercial District
- GO General Office District



SITE NO. 2-13



Conflict: Planned Medium-Density Residential and zoned GO-General Office.

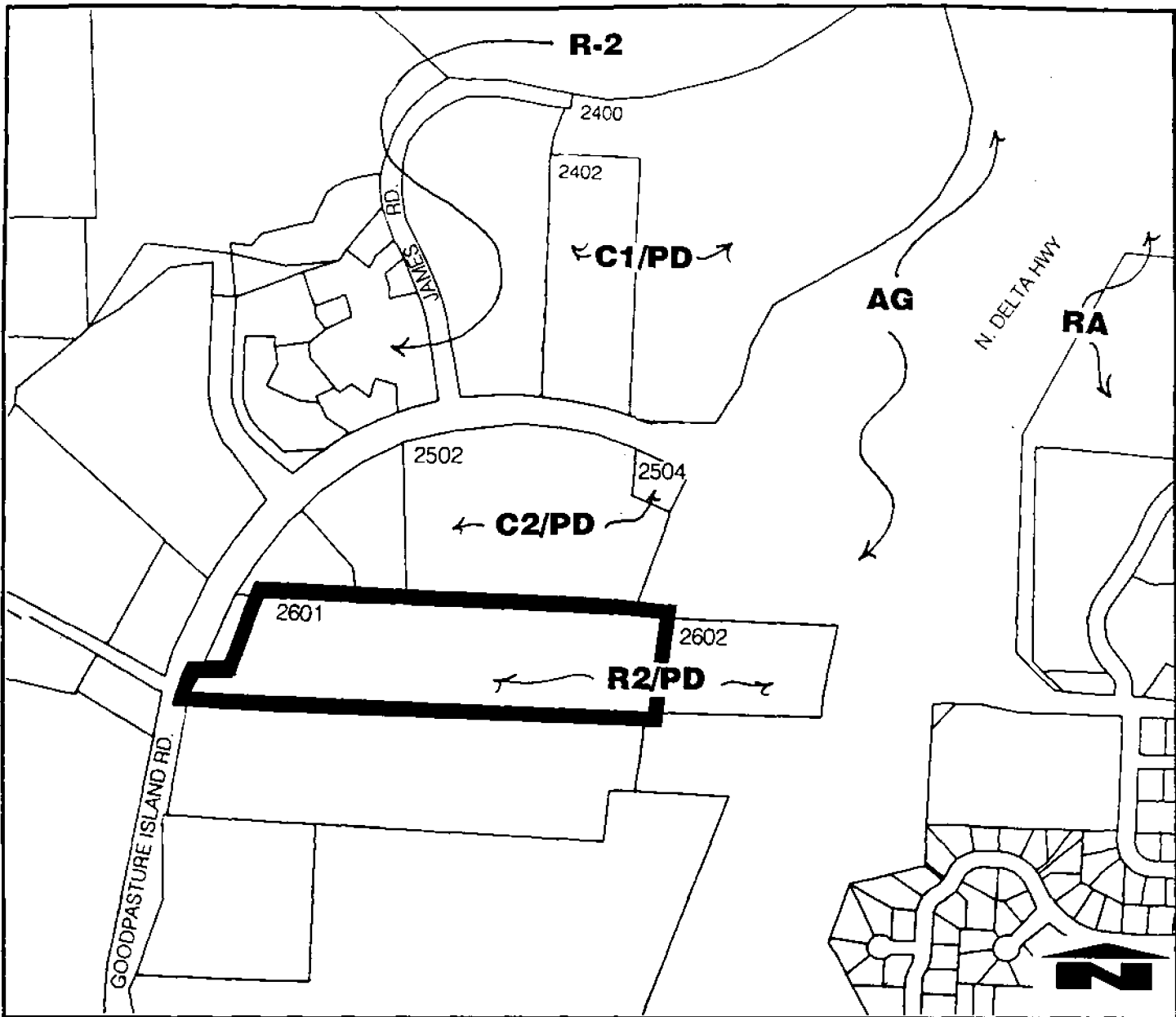
LEGEND

EXISTING ZONING

R-1 Low Density Residential District

GO General Office District

6/25/91



SITE NO. 2-22



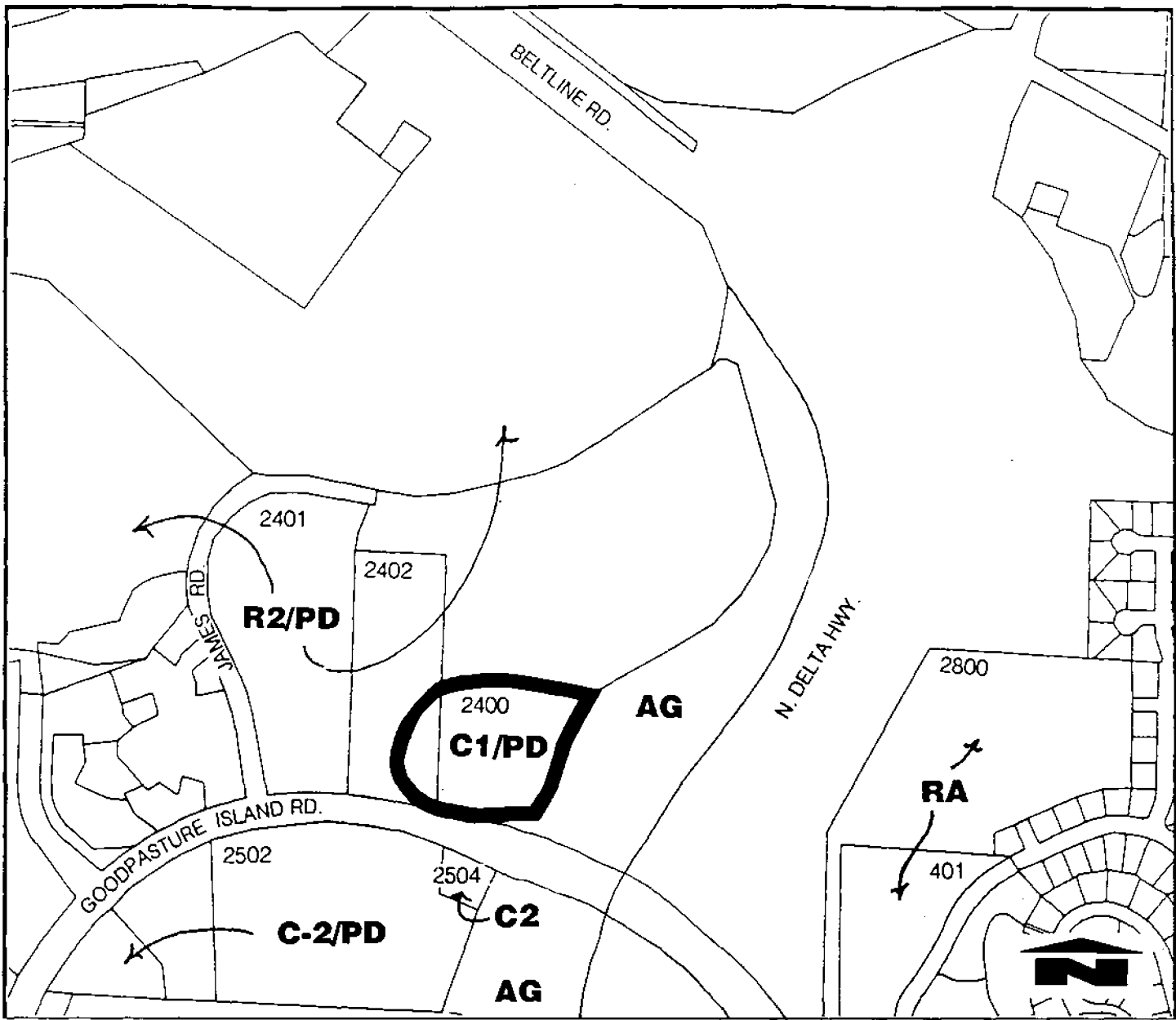
Conflict: Planned for Medium-Density Residential use and zoned R-2 Limited Multiple Family Residential.

LEGEND

EXISTING ZONING

- AG Agricultural
- RA Suburban Residential District
- R-2 Limited Multiple Family Residential District
- C-1 Neighborhood Commercial District
- C-2 General Commercial District

3/29/91



SITE NO. 2-23



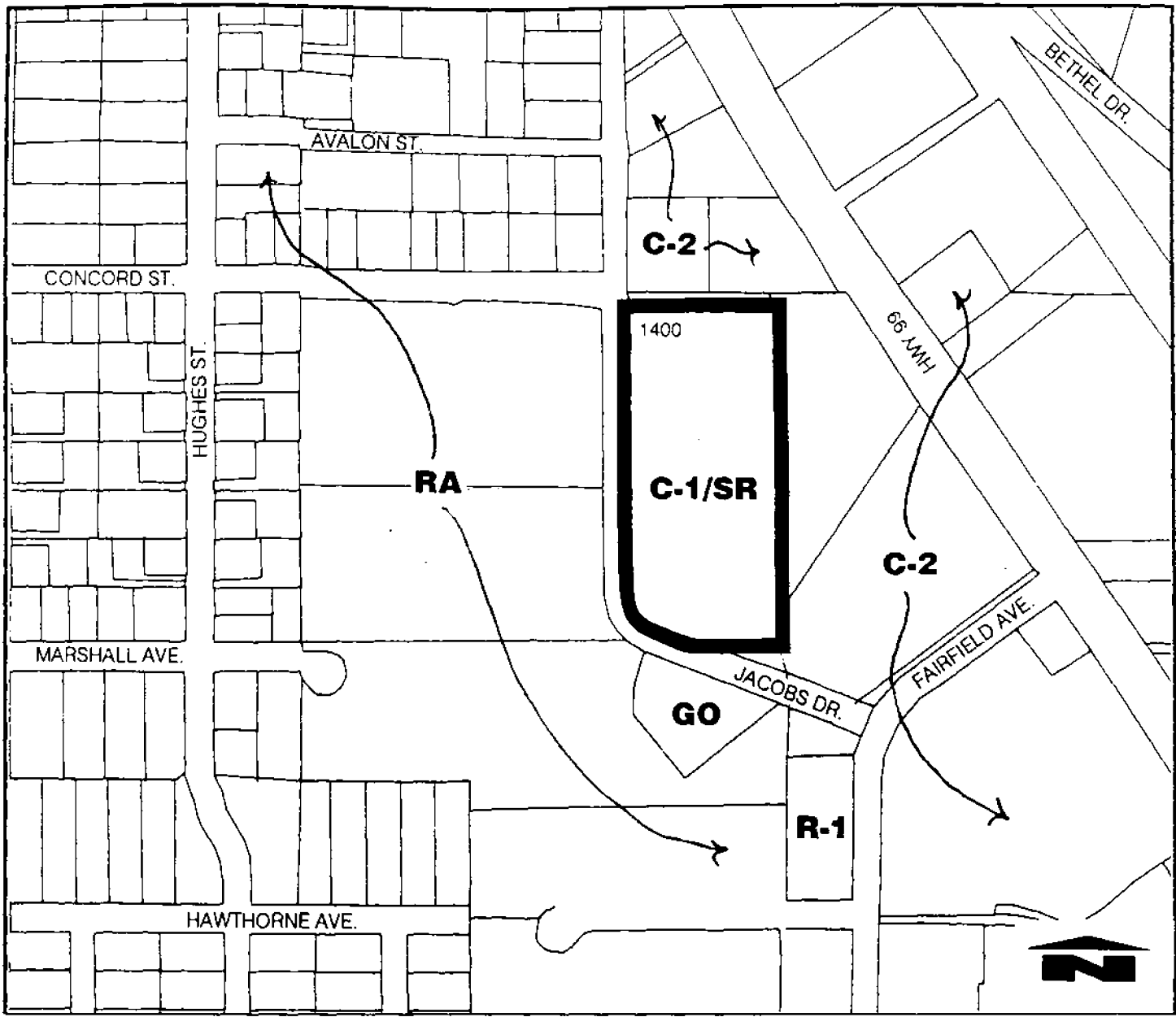
Conflict: Planned for Medium Density Residential and zoned C-1 Neighborhood Commercial.

LEGEND

EXISTING ZONING

- AG Agricultural
- RA Suburban Residential District
- R-2 Limited Multiple Family Residential District
- C-1 Neighborhood Commercial District
- C-2 General Commercial District

4/30/91



SITE NO. 3-4

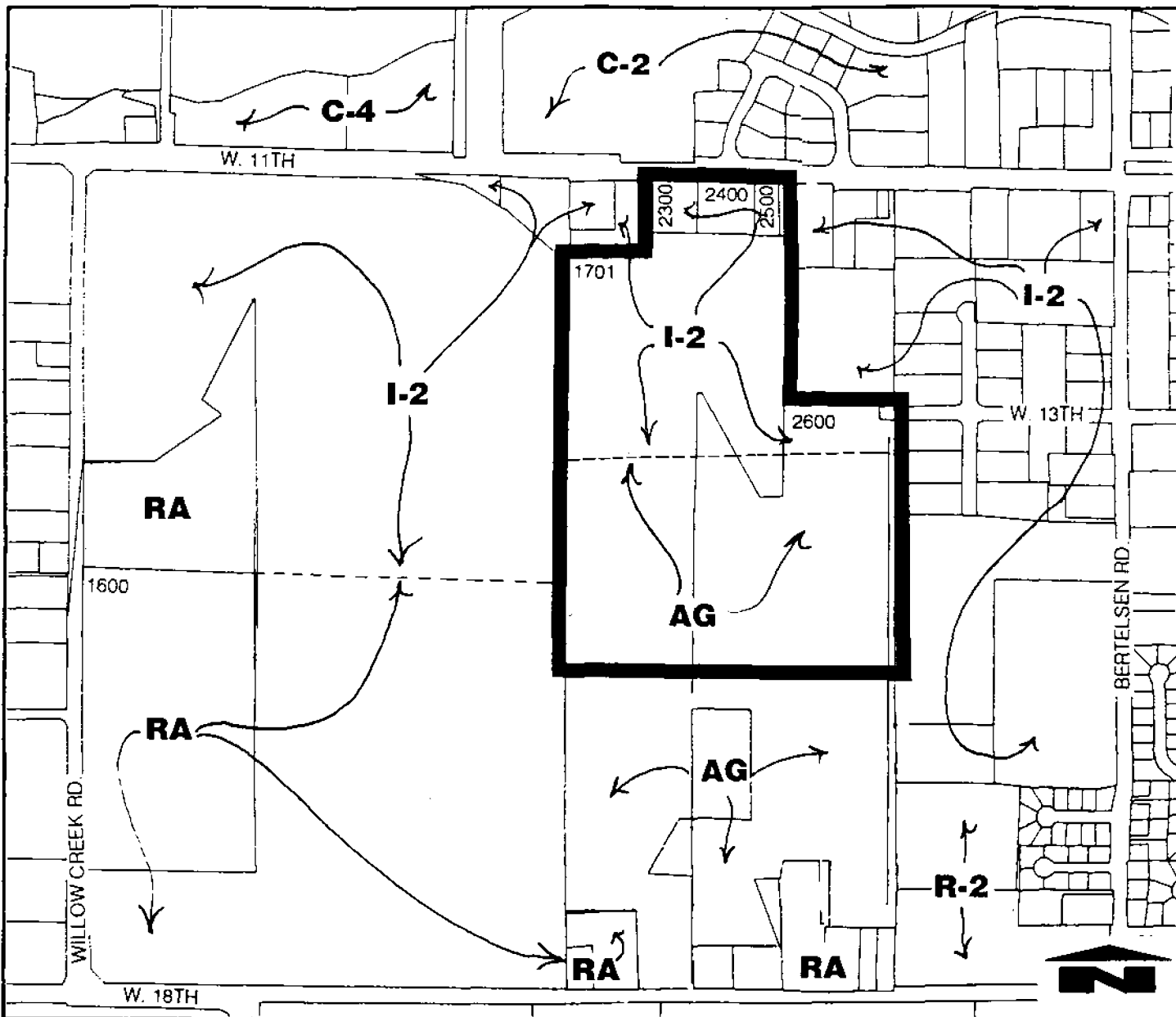


Conflict: Planned for Low-Density Residential and zoned for C-1 Neighborhood Commercial.

LEGEND

EXISTING ZONING

- RA Suburban Residential District
- R-1 Low Density Residential District
- C-1 Neighborhood Commercial District
- C-2 General Commercial District
- GO General Office District



SITE NO. 3-16



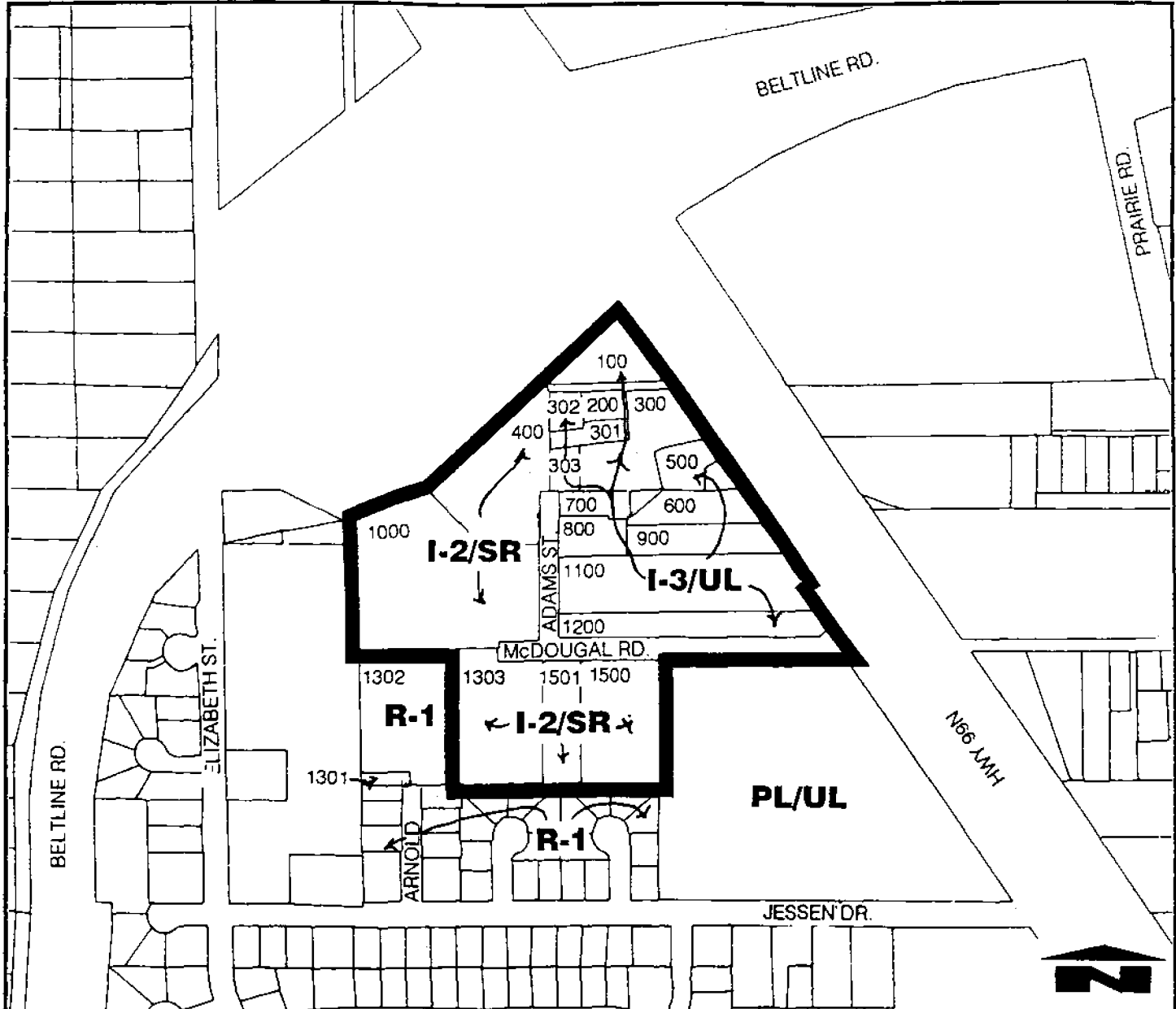
Conflict: Planned for Commercial use, the site is zoned I-2 Light-Medium Industrial and AG-Agricultural.

LEGEND

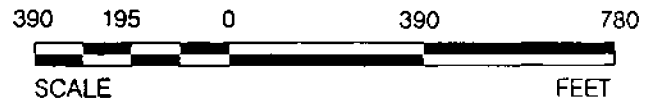
EXISTING ZONING

- AG Agricultural District
- RA Suburban Residential District
- C-2 General Commercial District
- C-4 Commercial-Industrial District
- I-2 Light-Medium Industrial District

4/30/91



SITE NO. **

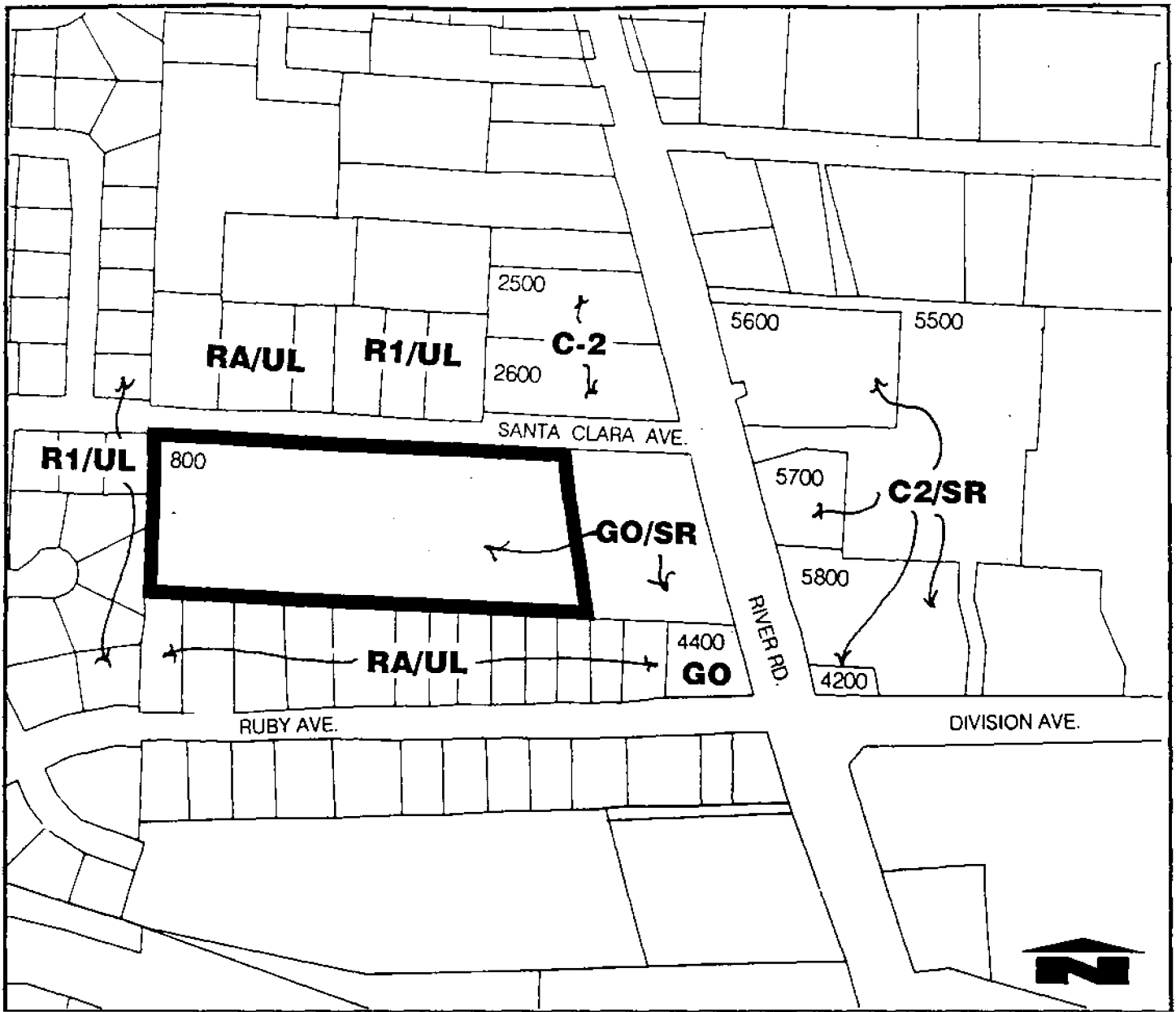


Conflict: Planned for Commercial use and zoned I-2/SR Light-Medium Industrial with site review.

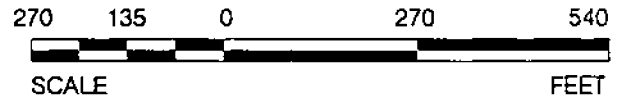
LEGEND

- EXISTING ZONING
- R-1 Low Density Residential District
 - I-2 Light-Medium Industrial District
 - I-3 Heavy Industrial District
 - PL Public Land

6/25/91



SITE NO. 5-4



Conflict: Planned for Medium-Density Residential; zoned GO/SR-General Office with site review.

LEGEND

EXISTING ZONING

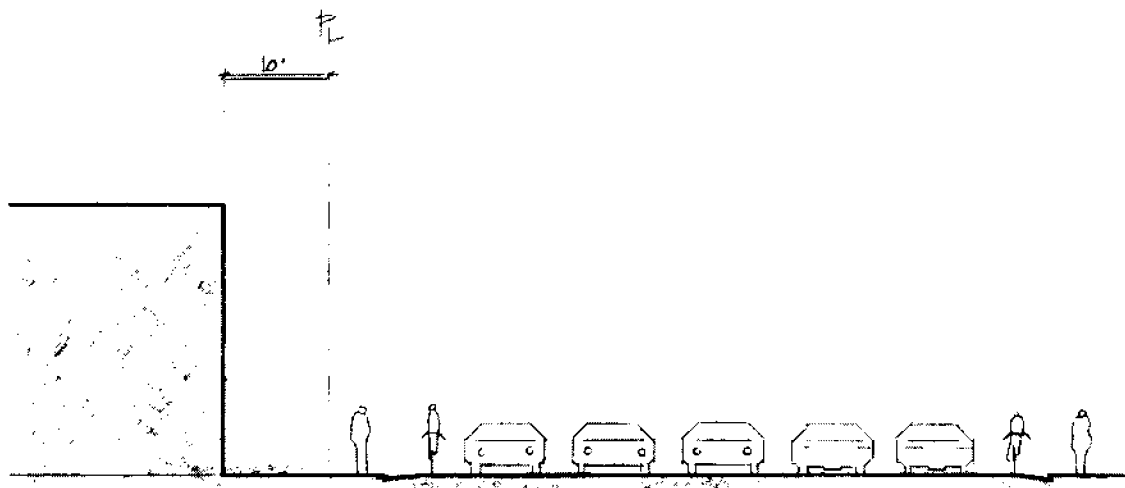
- RA Suburban Residential District
- R-1 Low-Density Residential District
- C-2 General Commercial District
- GO General Office District

DRAFT Eugene Code Amendments for C-1 Neighborhood Commercial Areas

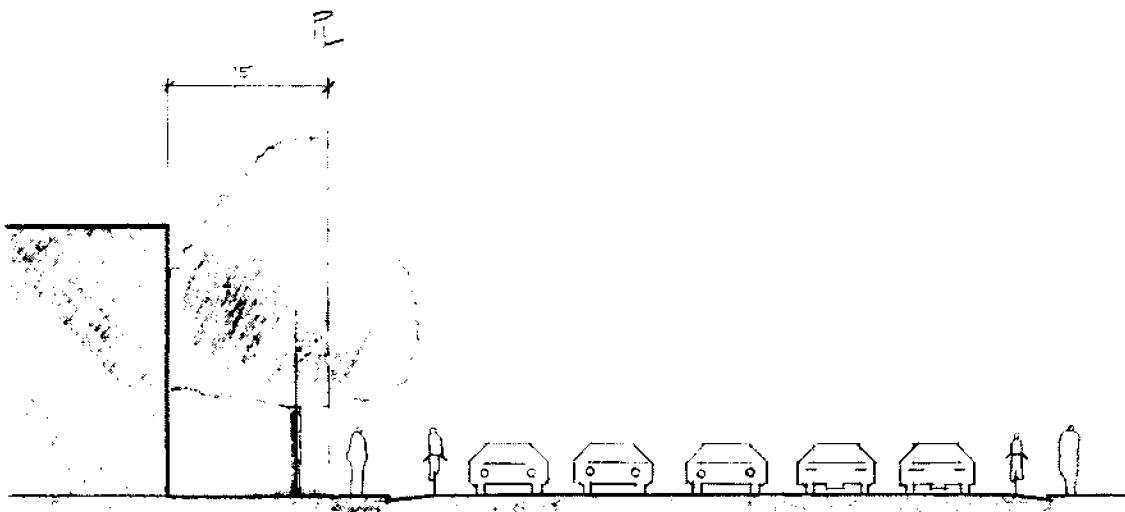
(Excludes parking area buffering changes and new general landscape requirements)

| OBJECTIVES | EXISTING CODE | RECOMMENDED CHANGES |
|---|--|---|
| <p>Building Height Limitations</p> <p>Ensure that the height limit in C-1 is in scale with the height limits for uses surrounding the site.</p> | <p>Section 9.534</p> <p>(b) Commercial:</p> <p>1. In the C-1 district no main building or accessory building shall exceed 25 feet in height. (The intent of the code was to have the same building height as in the RA or R-1 district. Due to the way building height is measured currently, a single-story building could exceed 40 feet at the highest point.)</p> | <p>Measure buildings at the highest point. Maintain a maximum 25 foot height for neighborhood commercial areas adjacent to low-density residential areas. If the C-1 area is adjacent to other zoning districts adjust the height limit accordingly.</p> |
| <p>Front Yards</p> <p>Ensure that the front yard setback is landscaped with living plants at a depth required for surrounding residential uses.</p> <p>Encourage pedestrian orientation to the building by bringing portions of the building closer to the street and sidewalk with the parking to the rear.</p> <p>Ensure that refuse materials are fully screened.</p> <p>Discourage blank walls along street frontage or major bicycle/pedestrian corridors by encouraging architectural details, awnings, windows, etc., while preventing significant intrusions into the required setback that could negatively impact trees.</p> | <p>Section 9.540</p> <p>(b) Commercial:</p> <p>1. Except as provided in Section 9.532 to 9.574, all lots or development sites in the C-1... districts shall have a front yard of not less than 10 feet. Said yard shall be landscaped and maintained.</p> | <p>Front Yard at Building: Maintain a front yard setback not less than 15'.</p> <p>Front Yard at Parking Area: Maintain a front yard setback not less than 15' or equal to 1/3 the length of paved area between the main building and the street, whichever is more. The maximum required yard is 25'.</p> <p>See Section 9.544 for exceptions and permitted intrusions.</p> <p>See Landscape Section 0.000 for planting requirements.</p> <p>Provide sight-obscuring walls 5' to 8' in height and screen plantings around centralized trash. Contain all refuse materials within the screened area receptacles and locate out of the yard setback.</p> |

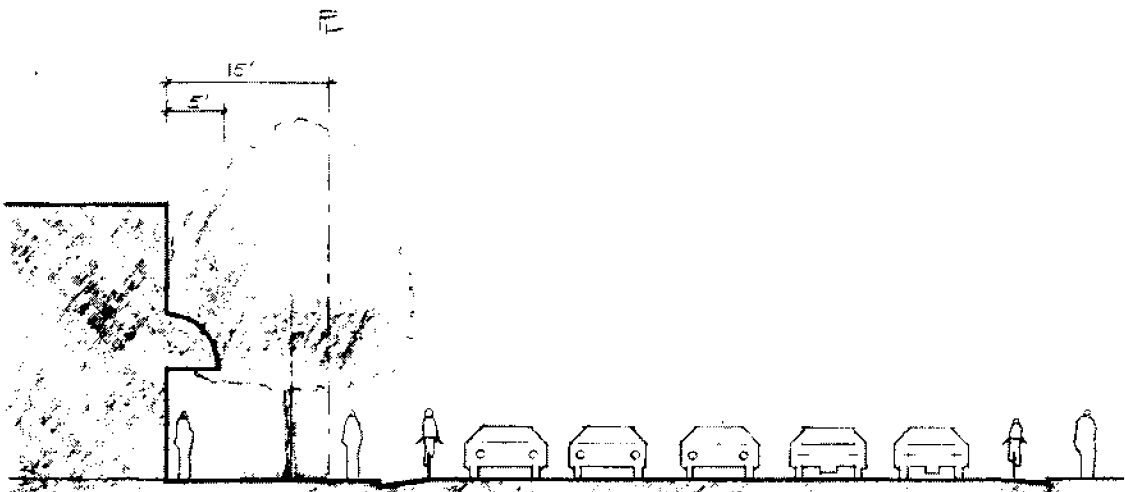
Front Yard Setbacks (See text on page C-34)



Existing code - 10' setback



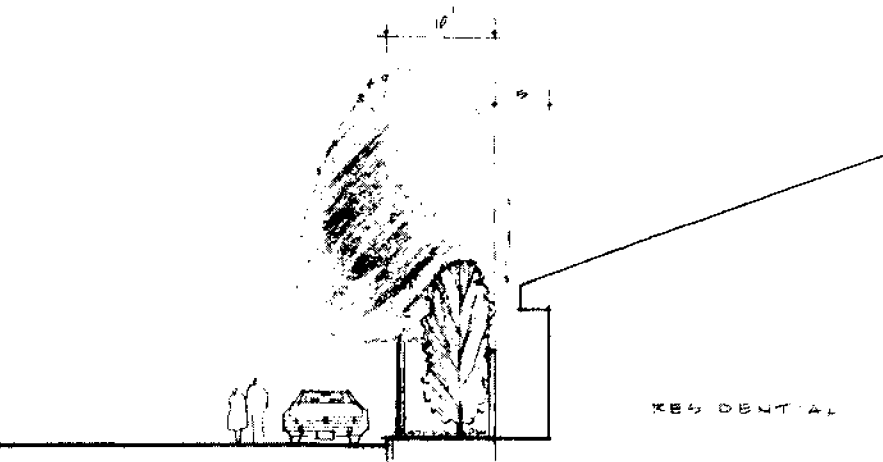
Proposed code - 15' setback



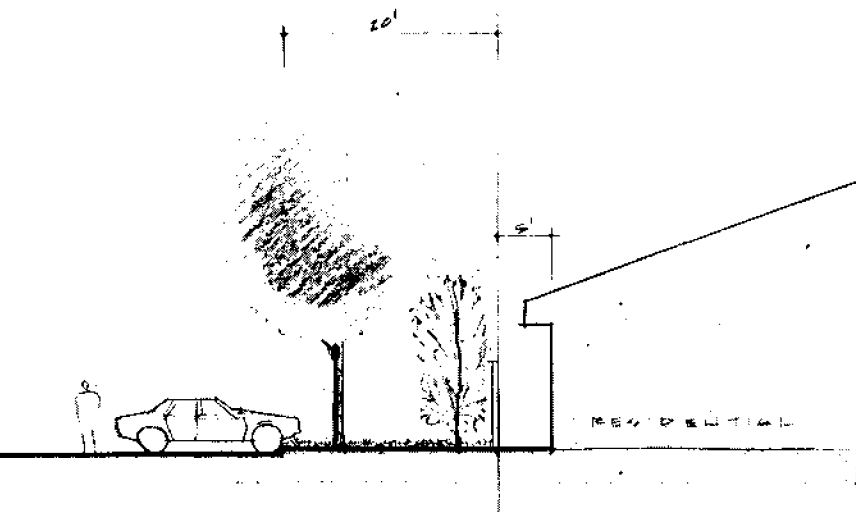
Proposed code - 15' setback with intrusions

Interior Yard Adjacent to Residential Development

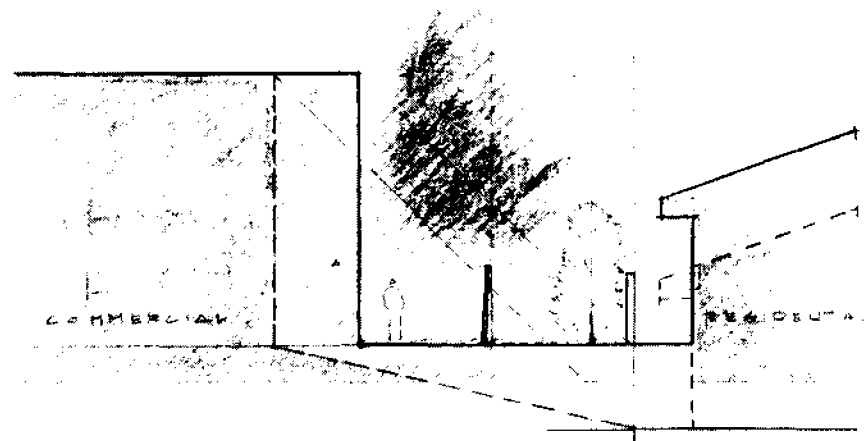
(See Recommended Changes on page C-37)



Proposed code at all interior yards



Proposed code at head-in parking



- Building height adjustment
- Slope consideration adjustment
- Commercial building adjacent to residential

OBJECTIVES

Interior Yards

Create visual separation between different commercial uses yet also encourage adjoining businesses to cooperate on vehicular circulation.

Encourage separation between business and adjacent residential areas.

Adjust interior yard setback requirement for sites adjacent to residential uses to require further separation if the building floor elevation is higher.

EXISTING CODE

Section 9.542

(b) Commercial:

1. All lots or development sites in the C-1...districts have no interior yards required where said lots or development sites abut property lines of commercially or industrially zoned property. When interior lot lines of said districts are common with property zoned residentially, interior yards of not less than 10 feet shall be required opposite the residential districts. Those yards shall be screened from the residential district properties, when they are occupied by residential uses, by a six to eight feet high at least 75 percent site-obscuring fence, wall, or vegetation.

RECOMMENDED CHANGES

Interior Yard Adjacent to Undeveloped, Industrial, or Commercial Uses:

Maintain a minimum 10' interior yards where property is adjacent to undeveloped property, industrial developments, other commercial development.

Where adjacent property owners cooperate on vehicular circulation, interior yards may be reduced to a total of 10' between properties.

Interior Yard Adjacent to Residential Development:

Maintain an interior yard of 10' where property is adjacent to residential development and where vehicular circulation occurs adjacent to the interior yard.

Where head-in parking is adjacent to residential development, maintain a minimum 20' interior yard.

Where property is adjacent to residential development, plant interior yards with trees, shrubs a minimum of 8' in height, and ground cover. Provide a fence 6' - 8' in height which is 75% sight obscuring.

Where the main building is adjacent to residential development, maintain an interior yard equal to the height of the commercial building plus the difference between the finished floor elevations of the commercial and residential buildings adjacent to the shared property line.

OBJECTIVES

Interior Yards (Continued)

Ensure screening of service areas and of refuse materials.

Yard Exceptions and Permitted Intrusions into Required Yards

Encourage architectural details, such as awnings.

EXISTING CODE

Section 9.542 (b) (Continued)

Section 9.544

(c) Projecting building features. The following building features may project into the required front yard no more than five feet and into the required interior yards no more than two feet; provided, that such projections are at least eight feet from any building on an adjacent lot:
1. Eaves, cornices, belt courses, sills, awnings, buttresses.

(d) Fences and walls:
2. In any commercial...district, fences or walls not to exceed eight feet in height may be located or maintained in any yard except where the requirements of vision clearance apply...
Vehicular circulation may occur within 5' of the required front yard.

RECOMMENDED CHANGES

See Section 9.544 for exceptions and permitted intrusions.

See Landscape Section 0.000 for planting requirements.

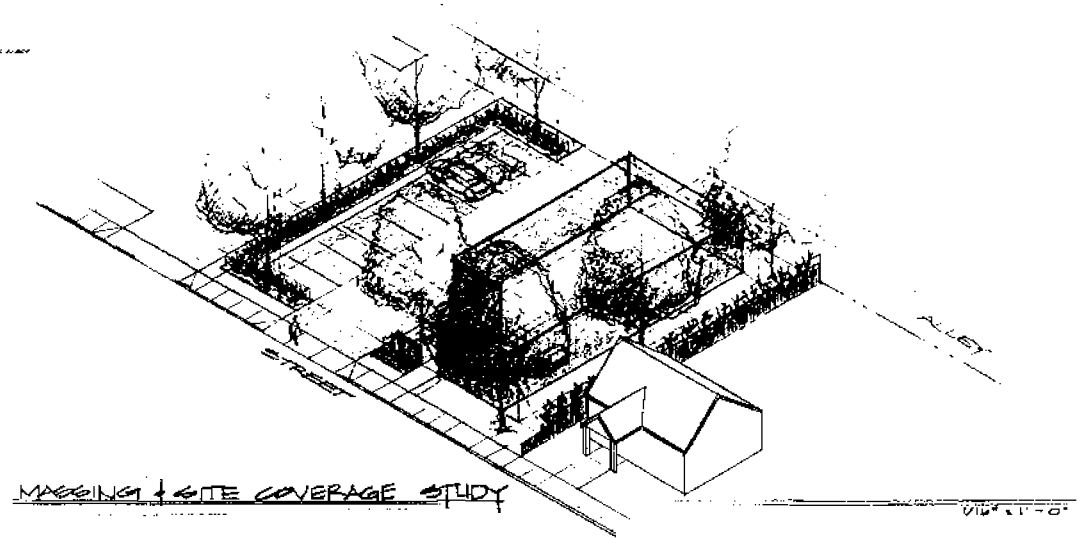
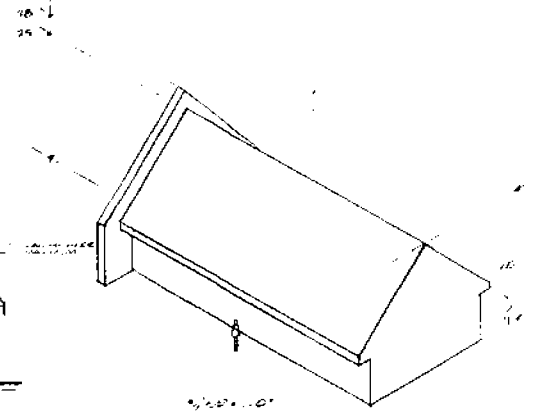
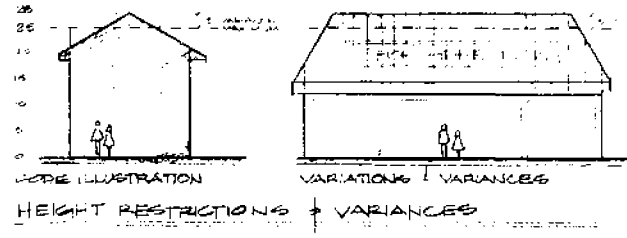
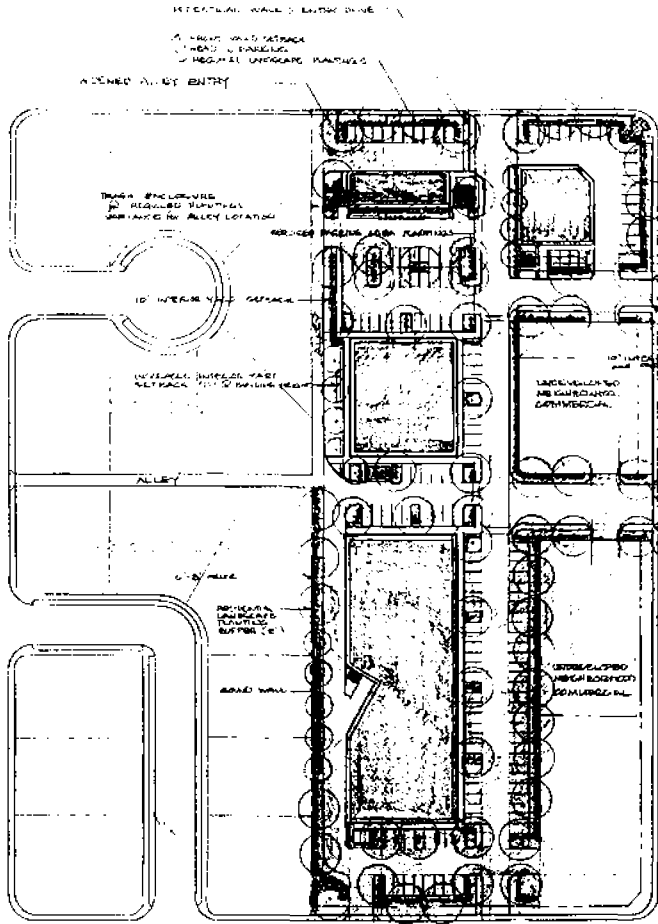
Where the service area is adjacent to residential development, provide a sound-obscuring wall between the service area and residential development. The sound-obscuring wall may be within the required interior yard.

Provide sight obscuring walls 5' to 8' in height and screen plantings around centralized trash. Contain all refuse materials within the screened area and located out of the yard setback.

In C-1 district, fences are not to exceed 3' in height in the front yard.

Development Likely Under Revised Neighborhood Commercial Code

(See Recommended Changes on page C-38)



DRAFT Eugene Code Amendments for Parking Lot Buffering

OBJECTIVES

Parking Area Improvements

While encouraging joint parking and circulation patterns, create a visual separation of distinct commercial developments to avoid the "sea of parking".

Encourage parking areas and other high-impact aspects of the development to be located away from adjacent residential uses.

Require landscaping at entrances to parking areas and throughout parking lots to avoid having a "sea of asphalt".

Increase landscaping requirements for parking lots in excess of 50 spaces.

EXISTING CODE

Section 9.592

All public or private parking areas which contain three or more parking spaces and outdoor vehicle sales area, shall be improved according to the following:...

(c) All required parking areas and service drives...shall be enclosed along interior property lines that abut those residential districts with a 75 percent opaque site-obscuring fence, wall, or hedge three to eight feet in height. .. If it is not located on the property line, the area between the fence, wall or hedge and the property line shall be landscaped with lawn or low-growing evergreen ground cover, or vegetable or rock mulch. All plant vegetation in this area shall be adequately maintained by a permanent irrigation system, and fences, walls and hedges shall be maintained in good condition. Plantings shall provide the required degree of screening within one year of installation. Adequate provision shall be maintained to protect walls, fences and plant materials from being damaged by vehicles using the parking lot.

(d) Any lights provided to illuminate any public or private parking area...shall be so arranged as to reflect the light away from any abutting or adjacent residential district.

RECOMMENDED CHANGES

Provide a minimum 8' planting strip between entry drives and parking lots. For lots of 50 spaces or smaller provide a 5' pedestrian walk on at least one side of the entry drive.

For lots over 50 spaces provide pedestrian walks, raised to curb height and free from intrusion by parked vehicles, from any part of a large parking lot to the buildings when that distance exceeds 150 feet to an entrance.

Provide planting islands at ends of each parking bay and at intervals within parking bays so that no parking stall is more than 30' from a planting island. Planting islands must be a minimum of 180 square feet.

(See Landscape Section 0.000 for planting requirements.)

(Code could allow the developer the flexibility of increasing the required landscaping around the lot rather than landscaping through the interior.)

OBJECTIVES

EXISTING CODE

RECOMMENDED CHANGES

Parking Area Street Buffering

(see objectives under parking area improvements.)

Section 9.593

(1) All public and private outdoor parking areas...that provide for four or more spaces...shall be buffered from abutting streets utilizing such materials, design and characteristics as necessary to conform to all the following requirements:

(a)...the minimum height is established as two-and-one-half feet above grade within one year of installation; and

(b) Visual barriers between two-and-one-half and nine feet above grade shall be a maximum of 20 feet in length with visual openings between two-and-one-half and nine feet above grade and at least five feet in length provided between such visual barriers; and

(c) Plant materials shall be comprised of a minimum of 75 percent evergreen non-artificial vegetation; and

(d) A maximum of 25 percent of the lineal frontage of the parking area may be utilized for fences and wall...

(e) Coverage shall consist of either:
1. A five foot width along at least 75 percent of the lineal frontage, exclusive of driveways, entrances, and exits; or
2. Evenly spaced clusters ...

(2) Exceptions to the minimum standards required in (1) above may be granted by the building official ...

Provide landscape boundaries for parking lots of any size. For parking lots of 50 spaces or smaller, the width of required landscaping is 10 feet. For lots over 50 spaces, 15-foot widths are required. Boundary landscaping is to include strips along adjoining streets, at adjoining residential zones, and at adjoining parking lots.

Lots in excess of 50 spaces could be divided into two or more 50-space lots, provided that each 50-car lot would be surrounded with landscaped borders at least 10 feet in width.

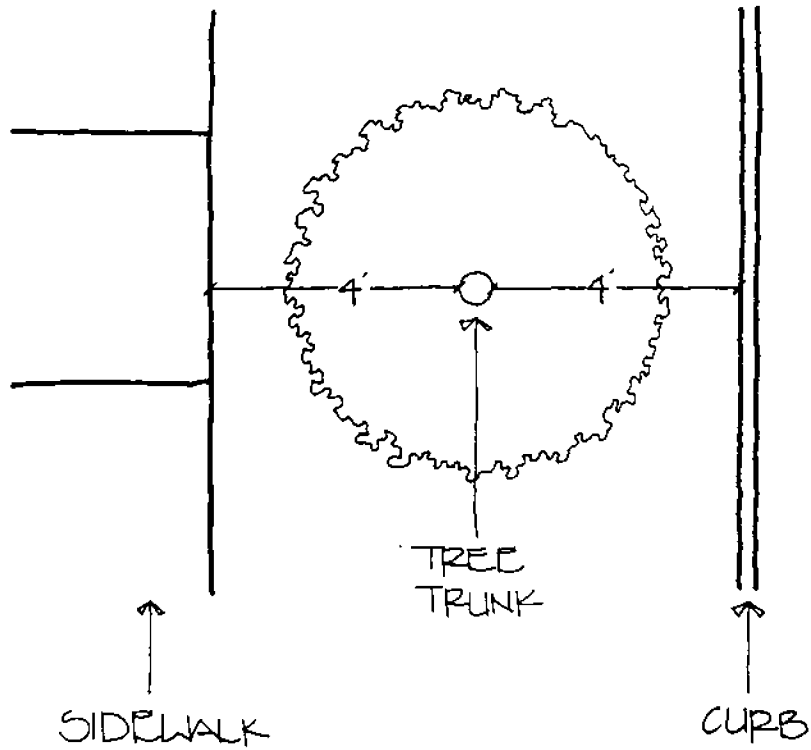
DRAFT Eugene Code Amendments for Landscaping Requirements

Preliminary Concepts -- While prepared for Neighborhood Commercial areas, could be considered for other areas as well.

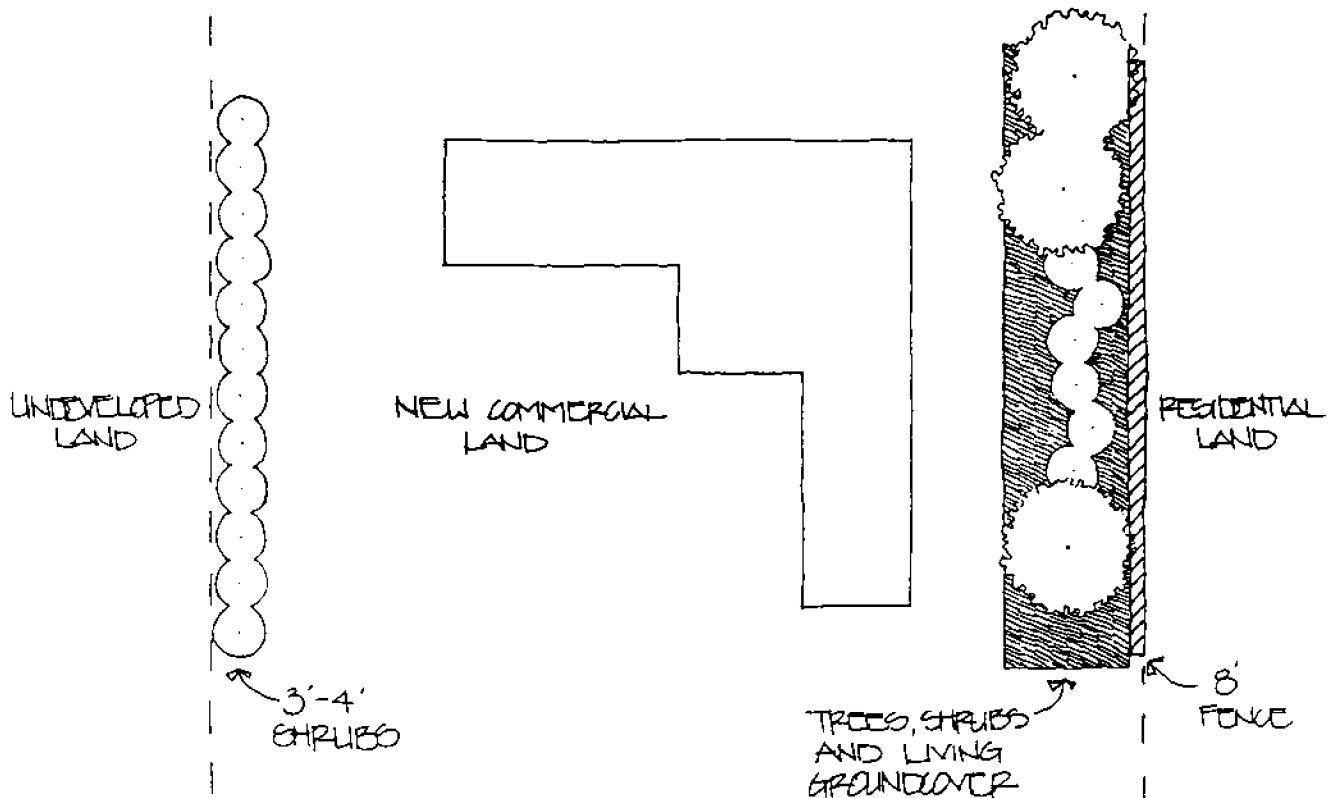
| SECTION | CATEGORY | RECOMMENDED CODE |
|----------------|---|---|
| 0.100 | Purpose and Intent | |
| 0.200 | Definitions | |
| 0.300 | General | <p>Planting is required in all front and interior yards. Parking, loading, or vehicle circulation, except bicycle paths, are not permitted within required yards.</p> <p>The City Manager or designee may authorize a variance in the required landscaped area up to 10% in the case of pre-existing development requiring a building permit. Standards relating to size of plant materials, living plant material coverage, or irrigation may not be reduced or waived.</p> |
| 0.400 | Design Standards - Neighborhood Commercial | |
| 0.410 | Planting Requirements | |
| 0.411 | General | <p>Plant trees so that the tree trunk is at least 4 feet from any curb or paved area. Sidewalk cuts in concrete for tree planting shall be at least 3' x 5' in small sidewalks and larger where possible to allow air and water into the root area. Space between the tree and a curbed or paved area may be covered by permeable non-permanent hard surfaces such as grates, bricks on sand, paver blocks, and cobblestones. Do not allow compaction of the soil to occur in the planned root zone area.</p> |

| SECTION | CATEGORY | RECOMMENDED CODE |
|----------------|-----------------------|--|
| 0.412 | | <p>Front Yards Where parking or vehicular circulation does not occur in front, plant the front yard with lawn or living ground cover, shrubs, and trees.</p> <p>Provide a visual screen where parking is facing or adjacent to the front yard. Screen height should be at least 36" higher than the finish grade of the parking area except for required vision clearance areas. Screen height may be achieved by a combination of earth mounding and plant materials including living ground cover, shrubs, and trees. At least 75% of plant material should be evergreen.</p> |
| 0.413 | Interior Yards | <p>Where property is adjacent to undeveloped property, industrial development, or other commercial development plant interior yards with trees, shrubs between 3' minimum and 4' maximum in height at maturity, and living ground cover.</p> <p>Where property is adjacent to residential development, provide a visual screen of trees, shrubs a minimum of 8' in height at maturity, and living ground cover. Provide a fence 6' to 8' in height which is 75% sight obscuring.</p> |
| 0.414 | Entry Drives | Plant entry drives with trees and living ground cover. |
| 0.415 | Parking Lot Interiors | <p>Plant trees which are large canopied shade trees and which appear on the approved list of "Trees for Eugene". Plant shrubs that will not exceed 4 feet in height at maturity.</p> <p>Plantings should result in a minimum ratio of 1 tree per 10 parking spaces. A minimum of 7% of total parking area should be planted.</p> |
| 0.420 | Coverage | |

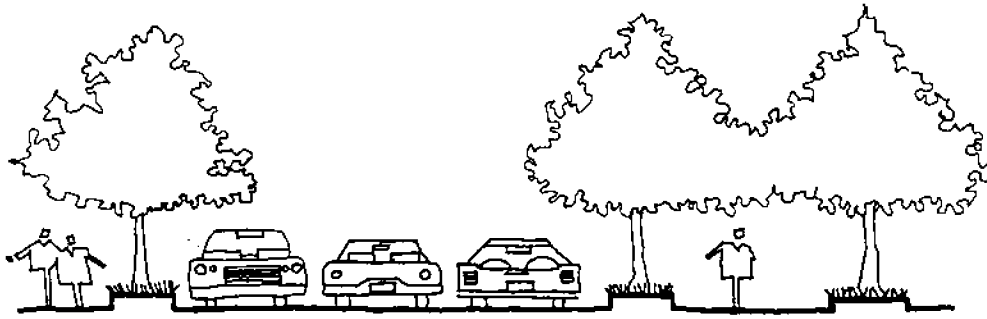
See Section 0.411 on page C-43: Trees planted 4' from curb or paved area.



See Section 0.413 on page C-44: Visual screen between commercial development and residential.

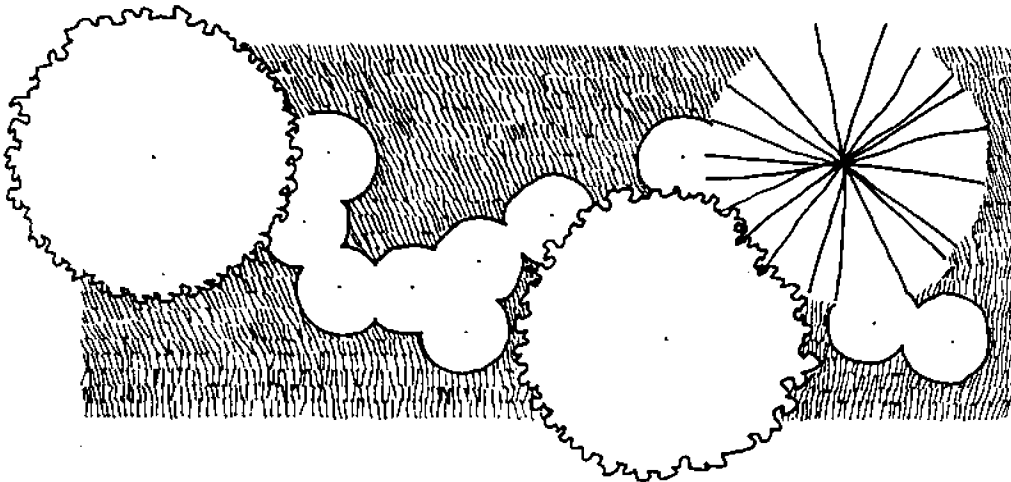


See Section 0.415 on page C-44.



REASONABLE DISTRIBUTION OF LARGE SCALE
CANOPIED TREES THROUGHOUT PARKING LOTS
WILL MAXIMIZE SHADING AND BREAK UP
VISUAL EXPANSIVENESS OF LOTS.

See Section 0.421 on page C-47.



1000 SQUARE FOOT PLANTING PLAN
2 DECIDUOUS TREES
1 EVERGREEN TREE
10 SHRUBS
LIVING GROUNDCOVER

| SECTION | CATEGORY | RECOMMENDED CODE |
|----------------|--|---|
| 0.421 | Required Yards and Parking Lot Interiors | <p>For every 1000 square feet of required planting area, plant the following: At least 3 trees. Evergreen trees shall not be less than 8' in height at the time of planting (not including root ball); Deciduous trees shall not be less than 8' in height at the time of planting (not including root ball) and not less than 2" caliper measured 3' from the base.</p> <p>10 shrubs, five gallons or larger. Coverage shall be at least 50% upon installation and 80% after 3 years.</p> <p>Lawn or living ground cover where indicated. Coverage shall be at least 50% upon installation and 100% within 2 years.</p> |
| 0.422 | Screening | <p>Where visual screening is required, earth berms may be combined with plantings, walls or fences. Construct walls of wood or masonry and blend colors with surrounding vegetation or buildings. Plant shrubs in sufficient quantity and of sufficient spread to be 75% site obscuring within 3 years.</p> |
| 0.430 | Irrigation Requirements | |
| 0.431 | Permanent Irrigation Systems | <p>Provide all new required planting areas with a permanent underground irrigation system unless exempted by the City Manager or designee. If permanent irrigation is exempted, a landscape architect or licensed nursery person shall submit written verification and a program to ensure that the proposed plant materials will have at least a 90 percent survival rate over a 5 year period without an irrigation system.</p> |
| 0.432 | Temporary Irrigation Systems | <p>Temporary irrigation systems may be installed where all plants are native or drought resistant. Unless otherwise approved, temporary systems shall operate for a 25-month period. The amount of irrigation shall be reduced by one-half from the first year to the second year. Watering is typically not required during the third year and thereafter. The temporary system may be completely removed upon successful establishment of the plantings.</p> |

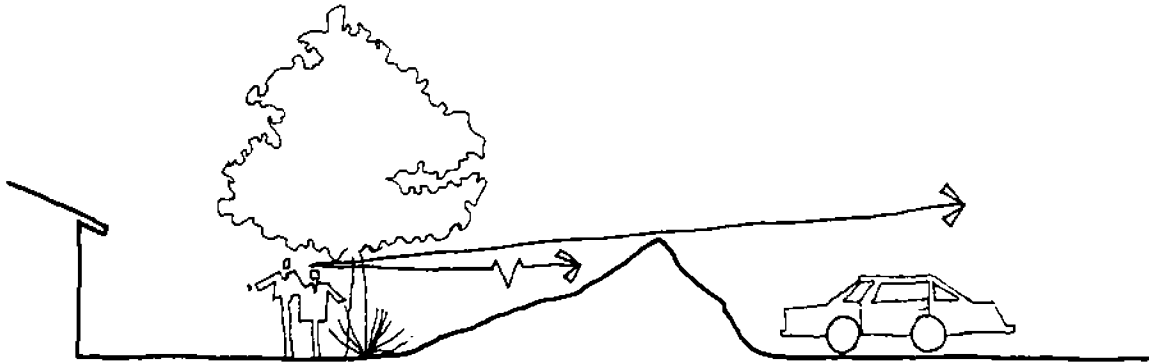
| SECTION | CATEGORY | RECOMMENDED CODE |
|----------------|-------------------------------------|--|
| 0.440 | Sound-Obscuring Walls | Build sound-obscuring walls of masonry construction or a combination of masonry and earth mound. Masonry materials are limited to brick, slump block, split block, or stone. |
| 0.500 | Submittal Requirements | |
| 0.510 | Drafting Standards | |
| 0.520 | Conceptual Landscape Plan | |
| 0.530 | Landscape Construction Plan | Provide specifications for topsoil, including depth, organic matter requirements, limits to sand, clay, and gravel and other requirements designed to ensure the health and vitality of required plantings. |
| 0.600 | Construction Standards | |
| 0.610 | Preserving Existing Plant Materials | <p>Any existing plant material which otherwise satisfies the requirements of this section may be counted toward satisfying all such requirements.</p> <p>Existing trees to be retained shall not have construction occur within the drip line. Keep trees to be saved free from trunk abrasion and soil compaction during construction. Do not cut or fill within the drip line.</p> |
| 0.620 | Soil Treatment | Do not use required planting areas for waste dump or fill during the construction process. |

| SECTION | CATEGORY | RECOMMENDED CODE |
|----------------|---------------------------------|--|
| 0.630 | Inspections | <p>Inspection shall be made prior to planting to verify proper rough grade, installation of irrigation, soil preparation, and top soil application. Plant materials will be inspected prior to planting to verify that placement, quantity, size, and variety conform to the approved landscape plan and requirements of this ordinance. All plant specimens shall have the nursery tags identifying variety and species. All tags shall remain on plant specimens until final inspection.</p> <p>Approval of planting and irrigation installation is required prior to occupancy. A temporary occupancy permit for up to 9 months may be issued prior to the complete installation of plant material if security equal to 110% of the cost of plant materials and labor is filed with the City.</p> |
| 0.700 | Maintenance Requirements | Trees adjacent to vehicle circulation shall be kept trimmed of branches up to 8' from base five years following planting. |

NOTE: Enforcement of proposed inspections under Section 0.630 will require,

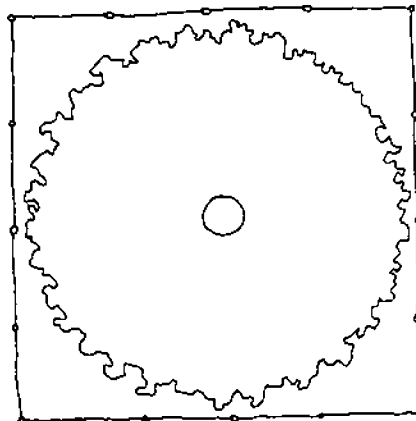
- 1) Qualified staff to review,*
- 2) Additional time to review, and*
- 3) Qualified inspectors to inspect.*

See Section 0.422 on page C-47.



EARTH MOUNDS CAN BE USED TO SCREEN
OBJECTIONABLE VIEWS.

See Section 0.610 on page C-48.



BUILD FENCES AROUND DRIPLINE DURING
CONSTRUCTION TO PRESERVE EXISTING TREES
AND HELP ENSURE THEIR SURVIVAL.

STRIP COMMERCIAL AREAS-- BACKGROUND/CHARACTERISTICS OF EXISTING STRIP COMMERCIAL AREAS

Background

The Commercial Lands Study focuses on vacant land and the availability of new commercial sites. As strip commercial areas were examined, the opportunities for enhancing these corridors was seen as based primarily on the ability to redevelop existing sites into more attractive and functional commercial areas.

Through adoption of the Glenwood Refinement Plan, policy direction was established to help eliminate some of the undesirable aspects of strip commercial development along Franklin Boulevard and McVay Highway. Site development guidelines were approved for portions of the area that address landscaping, parking areas, placement of fencing, signs, illumination, and safe ingress and egress (including minimizing new curb cuts). In addition, the Metro Plan was amended to reduce the amount of area along Franklin Boulevard that is designated as Strip Commercial. Because of the recent review of Glenwood, the Glenwood portion of the Franklin Boulevard strip commercial area was not considered further.

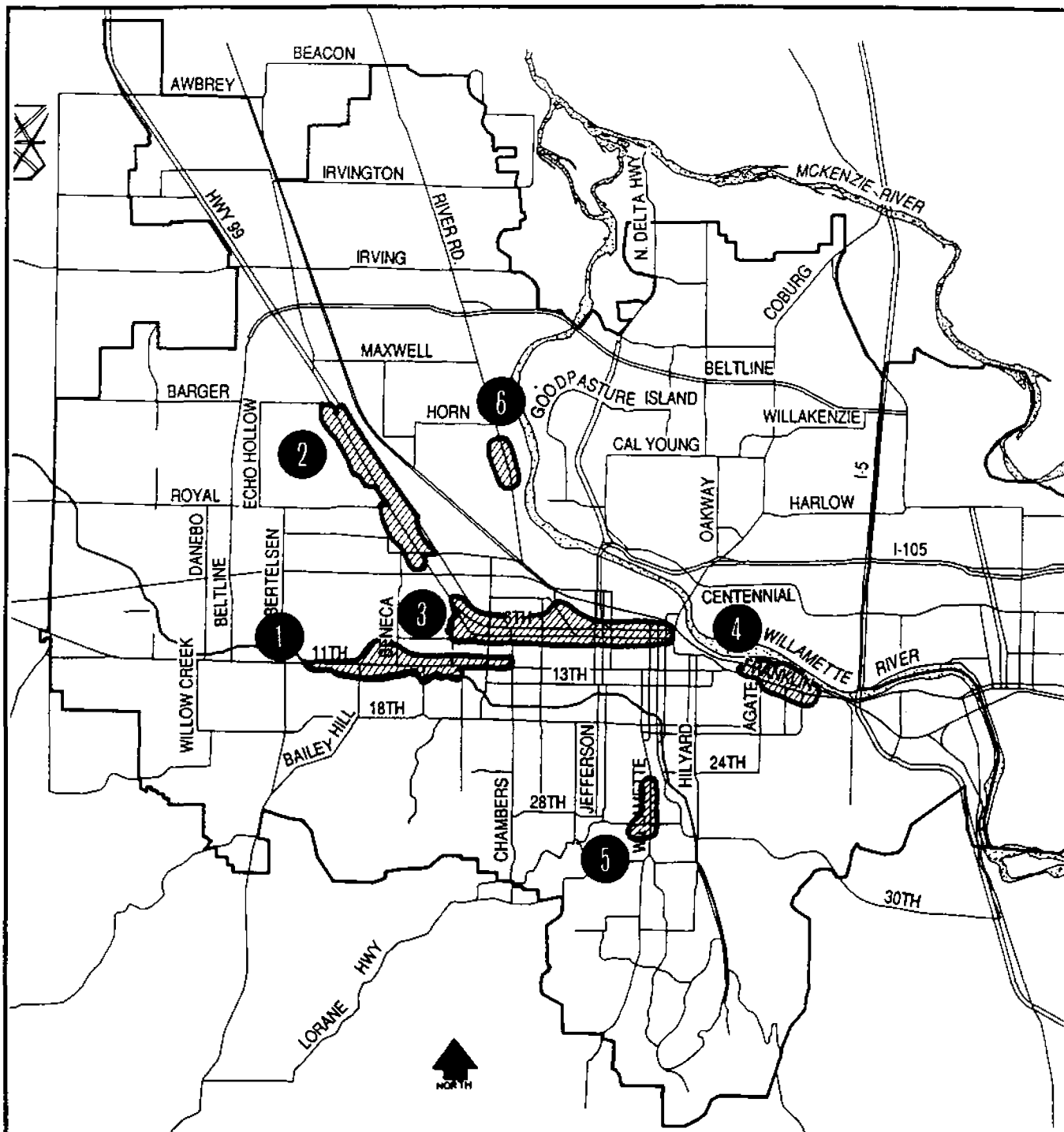
Reflecting existing land use patterns, the Metro Plan includes a list of six other areas in Eugene that are designated Strip or Street-Oriented Commercial:

1. West 11th from Chambers to the Amazon Channel crossing (portions of the strip include only the north or the south side.)
2. Highway 99N from just south of Roosevelt north to Barger.
3. The 6th-7th corridor from downtown to McKinley.
4. Franklin Blvd. from East 11th Avenue to Walnut Street.
5. Willamette Street from south of 24th to south of 29th.
6. River Road between Sunnyside and Hillcrest Drive.

The Metro Plan, on page II-E-6, includes the following direction concerning efforts that should be made to mitigate negative external characteristics frequently associated with strip commercial areas:

1. landscape perimeters, especially when adjacent to residential properties;
2. direct lights and signs away from residential areas; and
3. control and consolidate points of access and off-street parking to minimize safety hazards and congestion in connection with adjacent streets.

The draft development guidelines further address strip commercial areas.



Strip Commercial Areas

as shown on the Metro Plan Diagram

LEGEND

1. West 11th from Chambers to Amazon channel crossing (portions of north and south side)
2. Highway 99N from Roosevelt to Barger
3. The 6th-7th corridor from downtown to McKinley Street
4. Franklin Blvd. from East 11th to Walnut Street
5. Willamette Street from 24th Place to 29th
6. River Road between Sunnyside and Hillcrest Drive

1/91

NOTE: Portions of Coburg Rd. in Willakenzie and Franklin Blvd. and McVay Hwy. in Glenwood are also considered strip commercial but were not examined as part of the Commercial Lands Study due to neighborhood planning work in those areas.

Characteristics of Existing Strip Commercial Areas

1. West 11th Avenue- Portion only from Chambers to Amazon Channel

Strip Commercial Area Zoning: C-1/SR, C-2, C-2/SR, C-4, C-4/SR, I-2

Lot Size: Extremely varied, eastern end contains smallest lots (3,250 to 8,200 square feet); several lots around 18,000 square feet, largest lots about 9 acres.

Lot Depth: Extremely varied. Eastern end about 50' to 164'. Commercial area on the south side of West 11th has the Amazon Channel as the border, resulting in very different lot depths. Marketplace West has lot depth of about 190'. An additional 30' easement along north side on industrial land is used for service delivery. Deepest area at Fred Meyer is about 1,400'.

Land Uses: Small and large retail establishments, gas and auto repair.

Infrastructure: One way section from Chambers to Garfield has two lanes westbound. From Arthur (one block west of Garfield) to Tyinn there are four lanes (the lack of a left-turn lane contributes to congestion, also need for right-turn lanes or bays at major access locations such as Waremart); west of Tyinn, there are four lanes plus a fifth left- turn lane. A project is scheduled for fiscal year 1992-93 to widen West 11th from Tyinn to Arthur. Offset street intersections contribute to the traffic problems from Garfield to Bailey Hill. Examples include McKinley, Oak Patch, Acorn Park, Seneca, City View, and Fred Meyer.

Sidewalks only in sections. No bike lanes. Street trees exist only along newly developed sections. Most of the stretch does not contain any street trees. Overhead utility wires. Utility poles located within sidewalk.

Buildings: One- and two-story structures. Several structures in poor condition. Newer development at western end- Marketplace West, Fred Meyer area, and Shopko/Safeway.

Surrounding Uses/Special Features: Residential and industrial areas surround strip commercial area. Larger numbers of pedestrians and bus riders near Waremart. Amazon Channel not recognized/used as an amenity, usually not visible from road. Unbuffered parking lots are a major visual problem along almost entire stretch. There are far too many curb cuts with numerous opportunities for access consolidation. Sign clutter contributes significantly to negative strip commercial image. The West Eugene Parkway east phase parallel to this section of West 11th is now scheduled for fiscal year 1993-1994. (The west phase of the Parkway will happen first during fiscal year 1992-1993- west of Beltline.) The Parkway will help separate through traffic (primarily commuter and "to the coast" traffic) from local commercial/ shopping traffic.

2. Highway 99 North

Strip Commercial Area Zoning: C-2, C-2/SR

Lot Size: Extremely varied lot sizes.

Lot Depth: On east side, lot depth is to railroad tracks; on west side lot depth is one tax lot deep.

Land Uses: Professional offices, small and large retail establishments, car sales, car repair service, and gasoline sales, hotels.

Infrastructure: Four-lane road with center-turn lane. No bike lanes. There are no street trees. Overhead utility wires. Edge of street is undefined. Area lacks curbs and sidewalks. Commercial uses encroach on the public right-of-way. There is very poor lighting. Crossings for pedestrians are very difficult and unsafe.

Buildings: One- and two-story structures. Several in poor condition.

Surrounding Uses/Special Features: Uses surrounding strip commercial area consist primarily of low-density residential areas in the southern section with industrial areas on the eastern side in the northern section. There are numerous curb cuts along strip commercial area. There is almost no business landscaping. There is no parking lot buffering. There is significant sign clutter. Major street improvements are not scheduled to begin until at least fiscal year 1991-1992.

3. Sixth & Seventh Avenues--Downtown to McKinley

Strip Commercial Area Zoning: C-2, C-2/SR, I-2 (small amount)

Lot Size: Typical lot about 7,800 to 9,000 square feet.

Lot Depth: Typical lot depth about 160'.

Land Uses: Professional offices, small and large retail establishments, car sales, car repair service, and gasoline sales, hotels.

Infrastructure: From downtown to Garfield, recently upgraded and widened roads to four lanes with curbs and sidewalks. No bike lanes. Street trees along this entire section. The landscaped strip along the streets are not irrigated. Some of the street trees have died and others are stressed from inadequate watering. There is no consistent treatment of the planting strip area between the sidewalk and the street. Some is in turf, some is maintained, and some areas have been paved over to the detriment of the street trees. Utility wires are along the alleys. Sidewalks primarily free from utility poles and other obstructions. Even though fairly "new streets", further requirements to combine or relocate accesses to side streets would continue to improve or maintain the operating efficiency of the streets as traffic volumes continue to increase.

Section from Garfield to McKinley is in poor condition with a variety of access controls

ranging from zero to inadequate. This section will be improved with the east phase of the West Eugene Parkway scheduled during fiscal year 1993-94.

Biggest problems along this facility are at the connections to the I-105 ramp at Washington/Jefferson/Madison and at the freeway south bound on/off ramps. While the problems are not a result of adjacent commercial activities, access to and from the adjacent properties in the area of these major roads is very negatively affected. The major problem is the mixing of through traffic with local traffic.

Buildings: One- and two-story structures. Majority in good to fair condition. Several new buildings have resulted in some consolidation of lots.

Surrounding Uses/Special Features: Uses surrounding strip commercial area consist primarily of medium-density residential areas. Parking lot buffering has not been enforced on new developments along West 7th Avenue.

4. Franklin Boulevard- East 11th Avenue to Walnut

Strip Commercial Area Zoning: C-2, C-2/SR, PL

Lot Size: Extremely varied lot sizes. Smaller lots, such as those on the north side of Franklin Boulevard along Garden Avenue, are about 6,000 square feet. Several lots are about 14,000 square feet with the larger lots 36,000 square feet and greater.

Lot Depth: Extremely varied lot depths. In the Garden Avenue area the lots range from 88' to 160' in depth. In some other areas along Franklin, lots are significantly deeper.

Land Uses: Significant number of travel-oriented commercial establishments such as motels, restaurants, and gas stations. Also contains car sales lots, a grocery store, and other community commercial services.

Infrastructure: Contains very narrow six lanes with center turn pockets in median strip at intersections. The median strip minimizes the negative impacts of direct private accesses by eliminating the majority of left-turn movements. It also creates a big demand for U-turns at intersections. Practically all the major intersections on the street are poorly designed. The Riverfront Research Park will have a significant influence on this facility. Access improvements along Franklin into the park are planned. Agate intersection improvements are in process. There are plans to improve the bicycle and pedestrian facilities along and across Franklin. Currently there are no bike lanes and in some areas there are no sidewalks. Street trees along some sections. Overhead utility wires. The landscaped median strip is in State-owned right-of-way. The pedestrian area along the south side along the University is dangerous and inadequate. Inadequate pedestrian lighting in some sections.

Buildings: Varied types of buildings in terms of age, architectural type, condition, and general appearance. Significant redevelopment has occurred in the past 10 years. Most

motels have been upgraded and there are new fast food restaurants, offices, and small commercial structures.

Surrounding Uses/Special Features: This portion of Franklin Boulevard contains a large landscaped median strip. The landscaping significantly helps reduce the negative impacts often associated with strip commercial developments. Parking lots are unbuffered in some sections. The car dealer's displays are often in large unbuffered parking lots. The Riverfront Research Park will influence traffic and surrounding uses.

5. Willamette Street from south of 24th Avenue to south of 29th Avenue.

Strip Commercial Area Zoning: C-2, C-2/SR

Lot Size: Typical lot about 7,200 square feet

Lot Depth: 125' to 150' north of 28th, 225' south of 28th

Land Uses: Professional offices, small and large retail establishments, gas and auto repair.

Infrastructure: Paved road with four lanes, curbs and curbside sidewalks. No bike lanes and no left turn lane for motor vehicles. A few street trees along sections. Overhead utility wires. Utility poles located within sidewalk. There are an excessive number of curbcuts, some poorly designed, that inhibit traffic flow on and off Willamette Street.

Buildings: One-, two-, and three-story structures. Majority in good to fair condition. Recent redevelopment activity has resulted in new structures at intersection of 29th and Willamette.

Surrounding Uses/Special Features: Residential areas surround strip commercial area. High level of pedestrians, bus riders, and bicyclists, especially near 29th and Willamette. Sign clutter is not severe along most sections but intensifies in area from 26th Street to 29th Street. Most parking lots are not buffered. Recent evidence of redevelopment activities.

6. River Road (Portion between Sunnyside and Hillcrest Drive)

Strip Commercial Area Zoning: C-1/UL, C-2/UL, GO/UL, RA/UL

Lot Size: Lot sizes range from about 9,000 to 79,780 square feet.

Lot Depth: Lot depths range from about 64 to 387 feet.

Land Uses: Small office and retail establishments, car repair service, and gasoline sales.

Infrastructure: Brand new street with four lanes plus a left-turn lane. There are bike lanes and new sidewalks, most setback with a landscaped planting strip adjacent to the street. There are bus stop turn outs. As part of the street improvement project, access locations

were combined and tighter controls were established to the greatest extent possible while still providing reasonable access to adjacent properties.

Buildings: One- and two-story structures. Several in poor condition.

Surrounding Uses/Special Features: Uses surrounding strip commercial area consist primarily of low-density residential areas.

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DRAFT STRIP COMMERCIAL DEVELOPMENT GUIDELINES

PARKING

Issues

Off-street parking areas on deeper lots are often characterized by large, uninterrupted expanses of parking situated between buildings and the street. Parking is seldom provided at the side or rear of buildings.

Parking lots are often unscreened from the road and often allow cars to overhang onto the sidewalk or public right-of-way.

The large numbers of poorly defined driveways make it difficult to determine the correct access to a business location.

The large number of separate driveways can cause confusion for the driver and add to traffic accidents.

Guidelines

Where practical, parking should be encouraged on the side or rear of buildings rather than in the front. Parking areas at these locations should be well identified from the road. Loading and delivery areas should be confined to the rear of the buildings where possible.

Discourage businesses from providing parking areas that are significantly larger in size than needed.

Parking lot buffering requirements should clarify use of living plant materials to provide an effective screen. Landscaping should also be used to improve separation of parked vehicles from pedestrians. Landscape buffers should be wide enough to allow effective plant material growth.

Shared driveways should continue to be required as part of the site review and land division processes. The number of new driveways allowed in new developments should continue to be controlled. If adjoining businesses indicate an interest in having a shared driveway, allow the business that develops first to have a narrower width driveway until the second business develops.

Driveways should be clearly visible, properly curbed, well lit, and signed as needed.

Driveways should be separated to minimize the number of conflict points.

Linked parking areas and shared parking should be encouraged to reduce the number of driveways.

BUILDINGS

Issues

The buildings are usually very functional with materials and design bearing little relationship to the distinct characteristics of the community or the adjoining businesses along the strip. The corporate image and recognition of the businesses products are usually more important to the owner than improving the character of the area.

Deep building set-backs add to the perceived width and poor definition of the commercial corridor.

Buildings are often small compared with the site area and do not create an appearance of a vital area.

Large parking lots are unattractive.

Guidelines

Building design should strive to create a local character to the strip and community especially when there are residential uses in the vicinity of the strip commercial area.

Buildings should be used to help define the corridor. A maximum setback should be established to prevent large expanses in the front and an appearance that the roadway is wider.

Redevelopment of small one-story buildings should be encouraged when such buildings do not add to the special character of the area, are substandard (significantly do not meet building codes), and are not fully using the available site. As redevelopment occurs, try to achieve larger development nodes, improved access, transit, pedestrian access and landscaping.

Separate large parking areas with pedestrian walkways and landscaped areas.

CIRCULATION

Issues

Often strip commercial areas serve both going through traffic and traffic going to a specific destination within the strip commercial area. Traffic congestion due to high traffic volumes and frequent turning movements can cause accidents and detract from the quality of the area.

Commercially generated traffic sometimes uses local access streets in residential areas.

Guidelines

Consolidation of access points should be encouraged. Left-turn lanes, right-turn bays, or median islands should be considered to help reduce congestion and accidents.

Limit commercial driveway access onto adjacent local residential streets.

Commercial developments are sometimes completely cut-off from surrounding residential areas.

Pedestrian and bicycle linkages should be provided to connect commercial development with adjacent residential development.

INFRASTRUCTURE

Issues

Above ground utilities often significantly contribute to visual clutter.

Multiple access points along the strip commercial street can create traffic and congestion problems.

The lack of sidewalks or adequate bus shelters can be safety issues for pedestrians.

Guidelines

Utilities should be placed underground for all new developments. Utilities should be relocated, whenever possible, when major redevelopment occurs or with any major work with the utilities themselves.

At the time of redevelopment, try and get a continuous left-turn lane or turn refuges.

Encourage the installation of sidewalks, transit amenities, bus shelters, pullouts, right-of-way landscaping, and street trees. Continue to consider requiring some of these improvements through site review, conditional uses, partitions, and L-RAPA indirect source permits for larger commercial projects.

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DRAFT Design Review Guidelines for Large-Scale Retail Establishments

How to implement the following design goals in future large-scale commercial developments requires additional investigation and discussion. While the overall goal, of a better built environment, is clearly visible, research and careful thought should be applied to discover those steps that will assure the attainment of that goal.

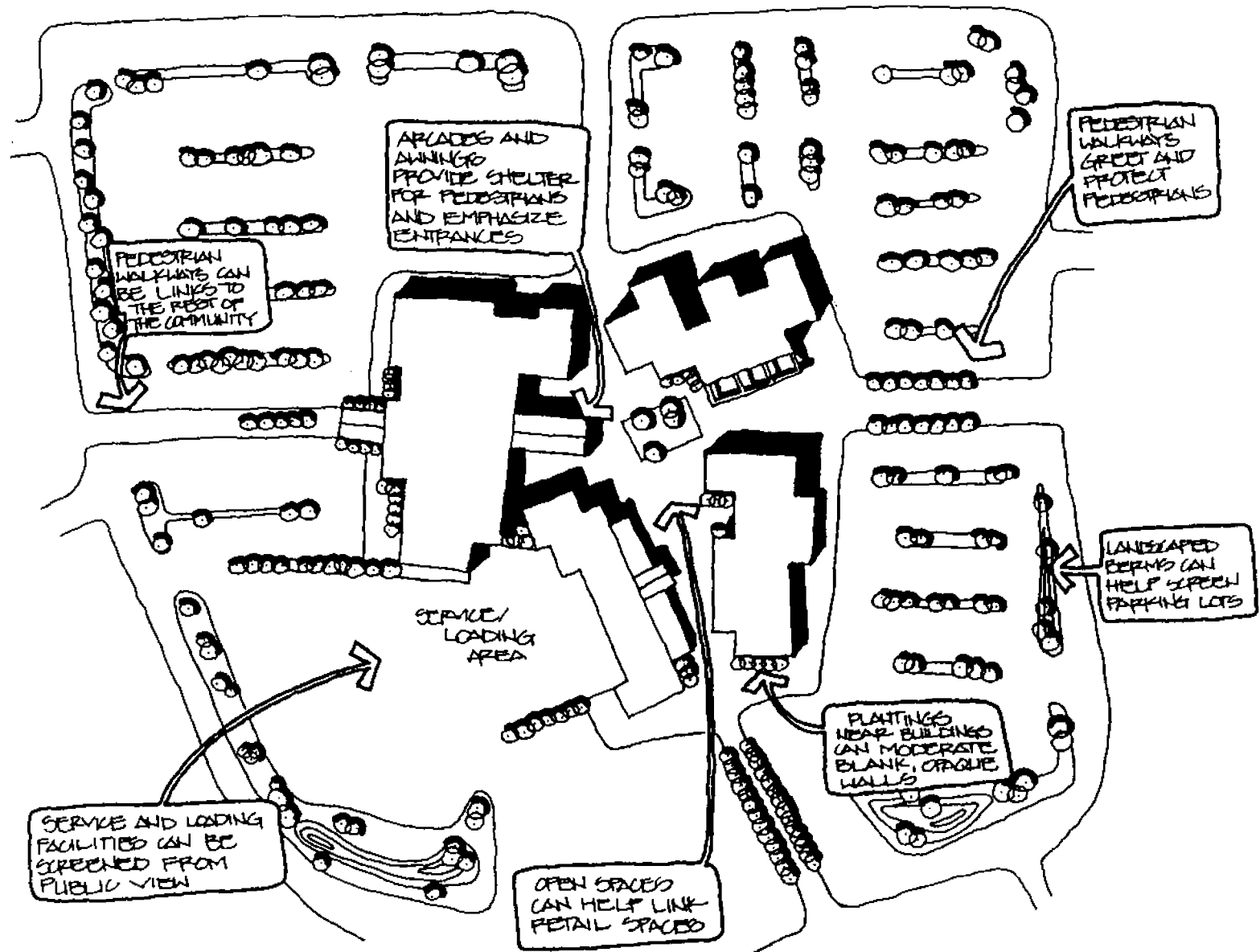
| DESIGN GOALS | TRY TO AVOID | TRY TO ACHIEVE | POSSIBLE APPROACHES |
|--|--|--|--|
| <p>1. Pedestrians are provided with landscaped walking spaces and shelter from the weather at the approach to all entrances.</p> | <ul style="list-style-type: none"> • Concrete building wall that abruptly meets asphalt parking lot. | <ul style="list-style-type: none"> • A transitional zone that visually softens the edge of the building. • Safe walking areas for pedestrians. • Pedestrians feel important over motor vehicles. • Weather protection for pedestrians. • An inviting entrance to the shopping area and specific businesses. | <ul style="list-style-type: none"> • Broad sidewalks at building. • Pedestrian walkways approaching building are in contrasting material, slightly raised. • Landscaping and trees at building. • Arcades or roofs that effectively protect pedestrians from rain. |
| <p>2. Large expanses of opaque surfaces are moderated with glazed areas at public approaches.</p> | <ul style="list-style-type: none"> • Blank, opaque, industrial walls at pedestrian approaches. • Industrial doors. | <ul style="list-style-type: none"> • Visual interest at pedestrian approaches that give emphasis to entrances. | <ul style="list-style-type: none"> • Transparent or translucent glazing over a significant proportion of the wall area. • Lighting, intriguing objects or changes in mass, surface or finish that give emphasis to entrances. |

| DESIGN GOALS | TRY TO AVOID | TRY TO ACHIEVE | POSSIBLE APPROACHES |
|---|---|---|--|
| <p>3. Separate occupancies over 10,000 square feet in area are clearly identified by changes in the building mass.</p> | <ul style="list-style-type: none"> • Two or more large stores housed in a single undifferentiated building mass. | <ul style="list-style-type: none"> • Large building masses are broken down to create visual interest and permit individual identification of large stores. | <ul style="list-style-type: none"> • Building masses are separated, offset, or have other distinctive changes in the building facade making a clear distinction between building occupancies of over 10,000 square feet. |
| <p>4. Within large masses, architectural elements are established to reference human scale.</p> | <ul style="list-style-type: none"> • Huge, monolithic masses with little or no visual interest. | <ul style="list-style-type: none"> • Building mass or surface have objects or detail that divide overly large building masses into heights and sizes that relate to human scale. | <ul style="list-style-type: none"> • Change in building mass or direction. • Sheltering roofs. • Use of materials of known size. • Distinct pattern of divisions on surfaces, windows, trees, lighting, etc. |
| <p>5. The height and scale of building elements within 100 feet of residential zoning districts are modified to address compatibility concerns.</p> | <ul style="list-style-type: none"> • Abrupt changes in building size at property edges. | <ul style="list-style-type: none"> • A subtle transition exists between different zoning districts. • Commercial development does not overwhelm adjacent housing. | <ul style="list-style-type: none"> • Large setbacks adjacent to R-1/RA Zoning Districts. • Avoid commercial buildings near R-1/RA property lines. • Height and scale of building elements is modified. • Large trees and shrubs, densely planted, buffer commercial development from adjacent non-commercial uses. |

| DESIGN GOALS | TRY TO AVOID | TRY TO ACHIEVE | POSSIBLE APPROACHES |
|--|---|---|--|
| <p>6. Loading and service facilities, including garbage, are located away from major public view of on-site circulation and surrounding residential areas. Vehicles and visual clutter are effectively screened.</p> | <ul style="list-style-type: none"> • Loading docks, delivery vehicles, trash containers, etc., in full view of city streets and approaches to buildings for pedestrians and public vehicles. | <ul style="list-style-type: none"> • Minimal objectionable objects and visual clutter. | <ul style="list-style-type: none"> • Service entrances are kept away from public streets and approach routes by screening with garden walls and/or dense landscaping. • Trash bins are placed within screened walls or in building recesses. |
| <p>7. Public approaches are well lit and are of a height and intensity appropriate to human scale.</p> | <ul style="list-style-type: none"> • Freeway scale lighting in public parking lots. • Industrial character. | <ul style="list-style-type: none"> • A more personal character in parking lots. | <ul style="list-style-type: none"> • Reduce height, spacing and intensity of parking lot lighting. • Use lamps that provide a reasonably accurate color rendition. • Integrate with landscaping. |

Large Scale Retail Design Conceptual Plan

(See Design Goals starting on page C-29)



Factors to Consider in Evaluating Design Review

Recent large-scale commercial developments in Eugene have served to underscore that the City should consider adding a design review component for large-scale commercial developments to the Eugene Code. At present there is little direction in the Code to encourage developers to improve the quality of large-scale developments. Some sort of design review process seems appropriate. This design review process would serve to mitigate or prevent negative impacts of large-scale commercial developments which are insensitive to the needs of the citizens these developments are intended to serve. Such a design review process should have the following characteristics:

- **Scope:** The design review process should be limited to retail developments enclosing 25,000 square feet or larger. To include other types of development would entail much more difficulty in preparing design guidelines, impose a serious administrative burden on the City, and infringe unnecessarily on design freedom and creativity.
- **Simplicity:** The design review process should be simple and workable and not place severe demands on city or developer resources.
- **Specificity:** Regulations should be sufficiently precise to allow a meaningful review to be conducted and require that deficiencies in design be corrected.
- **Flexibility:** Regulations should provide for a variety of design solutions to allow for response to such factors as site variability and requirements that the tenant may impose. Allow creativity in design.
- **Guidance:** Review would be directed along guidelines proposed by the A.I.A. Committee in a form designed to encourage the application of well understood design principles without limiting design innovations by imposing specific requirements of style, materials, etc. (Refer to Draft Design Review Guidelines for Large-Scale Retail Establishments in the Appendix on page C-61.)

The degree to which all these requirements can be met in a single design review process is an issue that requires further study. There are sufficient examples of design review processes throughout the nation that have been in effect long enough to allow an assessment to be made of their success in improving the quality of the built environment. Additional inquiry should occur to find out what what has worked in other areas prior to the establishing a process in Eugene.

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GLOSSARY

Airport-related commercial and industrial development: Land uses which are directly related to or dependent upon airport operations. Some examples include airplane sales, service, and manufacturing.

Developed land: Tax lots which are completely developed with urban uses.

Floating nodes: Areas with a core of commercial development surrounded by medium to high density residential development. The commercial area may range in scale from neighborhood to community commercial (such as 5 to 20 acres in size), depending upon the geographic area served by the floating node. The exact location of nodes is determined through a neighborhood planning process or other local planning efforts, such as the Commercial Lands Study.

Floodplain: Land which has been identified by the Federal government as subject to flooding on the average once every 100 years.

Mixed use plan designation: Areas on the Metro Plan diagram where more than one use might be appropriate, usually as determined by local neighborhood plans.

Performance zoning: A method of regulating development based on a use's external impacts, rather than solely by zoning districts that list specific permitted uses.

Plan designation: Land uses shown on the Metro Plan diagram.

Riparian: Land located on the edge of a river or other body of water.

Shared parking: When two or more businesses share the same parking facility, as permitted in the Eugene zoning regulations (Section 9.590). More than two businesses can share the same parking spaces if they are used at different times, but only two businesses can share spaces at the same time.

Slope: Usually expressed as a percentage, such as 5% slope. A 5% slope means the property slopes 5 feet up or down for every 100 lineal feet.

Underdeveloped land: Tax lots which are partially developed with urban uses, and partially vacant.

Undeveloped land: Complete tax lots which are vacant or used for agricultural purposes.

Wetland: Areas which have enough water to support vegetation which typically is present in water-saturated soil. They may include swamps, marshes, bogs, grasslands, and similar areas.

Zoning district: An area defined by the City which permits certain land uses within it. Eugene has five zoning districts which permit different combinations of commercial land uses.

ORDINANCE NO. 19852

**AN ORDINANCE ADOPTING THE EUGENE
COMMERCIAL LANDS STUDY.**

The City Council of the City of Eugene finds that:

A. The Eugene, Springfield and Lane County elected officials approved the start of a comprehensive update of the Metropolitan Area General Plan (Metro Plan) in July, 1987. The update was to include a review of the local economy and needed changes to the supply of commercial and industrial land.

B. Work on the update was stopped in January, 1989 when Springfield and Lane County pulled out of the process due to fiscal constraints. In response, the Eugene Planning Commission began work on the Eugene Commercial Lands Study (Study) in February, 1989.

C. The Study is an examination of commercial land issues for the City of Eugene and the Eugene portion of the Urban Growth Boundary. The Study was primarily initiated to address the following:

(a) Statewide Goal 9 Economy Administrative Rule requires cities to evaluate whether the supply of commercial land meets local community economic objectives;

(b) With lowered unemployment rates (in 1989) and a growing population base, Eugene was viewed as a strong market for new and expanding commercial activities;

(c) The absorption rate of commercial land appeared high based on the number of requests for rezoning land to commercial use and development of vacant sites;

(d) Trends in commercial development appeared to be changing; and

(e) The quality of commercial development varied, in some cases creating major community concerns.

The main goal of the Study was to decide if there is a need to make any changes to the supply of commercial land and/or to existing City policies or regulations based on local community objectives.

D. The Eugene Planning Commission served as the main citizen advisory group for the Study. The Planning Commission sponsored a major public forum on January 30, 1990 to generate comments concerning the draft Study findings and key community

discussion points. Excluding commissioners and staff, about 65 people participated at the Study forum.

E. The Eugene Planning Commission considered public comments from the forum as it proceeded with preparing the draft Study policies and implementation strategies. In addition to the forum, numerous presentations were made during the preparation of the Study to interested groups and organizations. The commission also considered suggestions made during the presentations.

F. In March, 1991, the initial draft of the Study was distributed for public review. Information sessions were held regarding the Study and citizens were provided an opportunity to share comments with staff and complete a survey regarding commercial land issues. Comments generated were forwarded to the Eugene Planning Commission.

G. The Eugene Planning Commission conducted a public hearing on the draft Study on April 30, 1991. The commission then received approval from the Eugene Citizen Involvement Committee to create the Commercial Lands Study Task Force to assist with the resolution of specified issues. The nine-member task force included local developers, business owners, neighborhood representatives, members of the Eugene Area Chamber of Commerce, the League of Women Voters, and two planning commissioners.

H. The Commercial Lands Study Task Force recommendations were presented to the Eugene Planning Commission on September 23, 1991. Following discussion by the Planning Commission, a series of changes to the draft Study were considered along with other potential changes based on public comments.

I. On December 10, 1991 the Eugene Planning Commission held a public hearing on a revised draft of the Study dated December 1991. The commission again made changes to the draft Study and forwarded a revised document dated January, 1992 to the City Council.

J. Notice was provided to the Land Conservation and Development Commission on January 7, 1992 concerning the draft Study. Notice was also provided to the Planning Directors of the City of Springfield and Lane County.

K. The Lane County Planning Commission conducted a work session on the draft Study on February 4, 1992 and a public hearing thereon on February 18, 1992. Following the close of the public hearing the Lane County Planning Commission recommended approval of the Draft January 1992 Eugene Commercial Lands Study.

L. Work sessions on the draft Study were held by the Eugene City Council on March 2, 1992 and the Lane County Board of Commissioners on March 17, 1992. On March 18, 1992, the Lane County Board of County Commissioners had first reading thereon.

M. The Eugene City Council and the Lane County Board of Commissioners conducted a joint public hearing on the draft Study on April 8, 1992.

N. The Eugene Commercial Lands Study is a refinement of the Eugene-Springfield Metropolitan Area General Plan for the Eugene portion of the Urban Growth Boundary. The Study is consistent with the Eugene-Springfield Metropolitan Area General Plan, as acknowledged by LCDC, and consequently this Study conforms to applicable statewide planning goals. The Study carries out the policy directives in the Metro Plan to:

(a) "Conduct a Commercial Lands Study prior to the next major plan update." (Refer to Policy 27, page III-B-6.)

(b) "Review local ordinances and revise them to promote greater flexibility for promoting appropriate commercial development in residential neighborhoods." (Refer to Policy 18, page III-B-6.)

(c) "Increase the amount of undeveloped land zoned for light industrial and commercial uses correlating the effective supply in terms of suitability and availability with the projections of demand." (Policy 6, page III-B-5.)

O. Adoption of the Eugene Commercial Lands Study will provide greater policy direction concerning commercial development in the Eugene portion of the Urban Growth Boundary. The policies will guide future land use decisions and potential changes to regulatory measures affecting commercial land.

NOW, THEREFORE,

THE CITY OF EUGENE DOES ORDAIN AS FOLLOWS:

Section 1. Based on the above findings, which are adopted herein, and subject to the limitations hereinafter set forth in Sections 3 and 4, the Eugene Commercial Lands Study attached as Exhibit A hereto and incorporated herein by reference, including the Policies set forth therein, is hereby adopted as a refinement of the Eugene-Springfield Metropolitan Area General Plan for the Eugene portion of the Urban Growth Boundary.

Section 2. The City Council adopts as additional findings, the supporting text, maps, graphs, and tables contained in the attached Eugene Commercial Lands Study, and the appendix to the Study.

Section 3. The implementation strategies set forth in the Study are recognized as potential ideas on how to address the policies.

Section 4. The list of Planning Commission Implementation Priorities set forth in the Study is recognized as providing direction for implementation activities, though it is

recognized that project complexity and budget constraints may affect the City's ability to implement specific projects.

Passed by the City Council this


11th day of May, 1992



City Recorder

Approved by the Mayor this

11th day of May, 1992



Mayor

ORDINANCE NO. 19879

**AN ORDINANCE ADOPTING AMENDMENTS TO THE
EUGENE COMMERCIAL LANDS STUDY.**

The City Council of the City of Eugene finds that:

A. The Eugene Commercial Lands Study (Study) was amended and adopted by the Council as a refinement of the Eugene-Springfield Metropolitan Area General Plan for the Eugene portion of the Urban Growth Boundary by Ordinance No. 19852 on May 11, 1992.

B. The Study had previously been reviewed by the Lane County Board of Commissioners, and at a meeting of the Board held on May 13, 1992 it was determined that the City Council's amendments to the Study were substantive and required a further public hearing before the Board took final action on the Study.

C. The Lane County Board of Commissioners held a public hearing on the City Council's amendments to the Study on June 3, 1992, and based on the testimony presented adopted text defining the term strip commercial for purposes of Policy 21 as adopted by the Council pursuant to Ordinance No. 19852 on May 11, 1992.

D. Further discussion with the Lane County Board of Commissioners and consideration of the public testimony on this matter led to the conclusion that a portion of the Commercial Lands Study should be further refined to address questions raised in public testimony and by elected officials from Eugene and Lane County. The Lane County Board of Commissioners adopted amendments that further revised but did not make substantive changes to the text previously adopted by the Council. The Lane County Board of Commissioners revised Policy 21 and adopted a new Policy 22 (replacing Policy 21 on page III-25 of the Study) on September 23, 1992.

NOW, THEREFORE,

THE CITY OF EUGENE DOES ORDAIN AS FOLLOWS:

Section 1. Based on the above findings, which are adopted herein, the following are hereby adopted as changes to the Eugene Commercial Lands Study as adopted by the Council on May 11, 1992:

Replace Policy 21 on page III-25 with a new policy as follows:

21.0 Consider downtown as the commercial service area for South Eugene. If a new area for medium-density residential development is established in South Eugene, additional general commercial land may be created with the housing.

Add a new Policy 22 on page III-25 as follows:

22.0 Further strip commercial activity along Willamette Street will be discouraged. Strip commercial is defined as commercial facilities which are largely oriented to automobile traffic, such as retail uses found in the C-2 General Commercial District. Small-scale General Office District developments are not considered strip commercial.

Section 2. Except as herein amended, all other provisions of the Eugene Commercial Lands Study as amended and adopted by the City Council by Ordinance No. 19852 on May 11, 1992 remain in full force and effect.

Passed by the City Council on this

Approved by the Mayor on this

12th day of October, 1992

12th day of October, 1992.



City Recorder



Mayor