



Eugene City Council

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Eugene, OR 97401

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www.eugene-or.gov

EUGENE CITY COUNCIL AGENDA

March 12, 2024

6:00 p.m. JOINT LANE COUNTY AND CITY OF EUGENE PUBLIC HEARING

This public hearing will be held using virtual meeting technology. Information about online or other options for access and participation will be available at

<https://www.eugene-or.gov/3360/Webcasts-and-Meeting-Materials>

**Meeting of March 12, 2024;
Her Honor Mayor Lucy Vinis Presiding**

Councilors

Matt Keating, President

Greg Evans

Emily Semple

Alan Zelenka

Randy Groves, Vice President

Mike Clark

Lyndsie Leech

Jennifer Yeh

6:00 p.m. JOINT LANE COUNTY AND CITY OF EUGENE PUBLIC HEARING

- 1. PUBLIC HEARING: An Ordinance Amending The Eugene-Springfield Metropolitan Area General Plan; Adopting The River Road-Santa Clara Neighborhood Plan; And Providing An Effective Date.**

-and-

An Ordinance Amending Sections 9.2160, 9.2161, 9.2170, 9.2740, 9.2741, 9.8010, And 9.8030 Of The Eugene Code, 1971; Adding Maps 9.2161(11) And 9.2170(3)(D) To That Code; Amending Figure 9.2170(4)(C)6. And Map 9.8010 Of That Code; And Providing An Effective Date.

The Eugene City Council welcomes your interest in these agenda items. This meeting location is wheelchair-accessible. For the hearing impaired, an interpreter can be provided with 48 hours' notice prior to the meeting. Spanish-language interpretation will also be provided with 48 hours' notice. To arrange for these services, contact the receptionist at 541-682-5010. City Council meetings are telecast live on Metro Television, Comcast channel 21, and rebroadcast later in the week.

El consejo de la Ciudad de Eugene agradece su interés en estos asuntos de la agenda. El lugar de la reunión tiene acceso para sillas de ruedas. Se puede proveer a un intérprete para las personas con discapacidad auditiva si avisa con 48 horas de anticipación. También se puede proveer interpretación para español si avisa con 48 horas de anticipación. Para reservar estos servicios llame al 541-682-5010. Las reuniones del consejo de la ciudad se transmiten en vivo por Metro Television, Canal 21 de Comcast y son retransmitidas durante la semana.

For more information, contact the Council Coordinator at 541-682-5010,
or visit us online at www.eugene-or.gov.

March 12, 2024 JEO Public Hearing



**AGENDA ITEM SUMMARY FOR
JOINT PUBLIC HEARING
EUGENE CITY COUNCIL AND
LANE COUNTY BOARD OF
COMMISSIONERS**



**ORDINANCE NO. PA1391/ IN THE MATTER OF AMENDING THE EUGENE-SPRINGFIELD
METROPOLITAN AREA GENERAL PLAN AND ADOPTING THE RIVER ROAD-SANTA CLARA
NEIGHBORHOOD PLAN (Lane County)**

-and-

**AN ORDINANCE AMENDING THE EUGENE-SPRINGFIELD METROPOLITAN AREA GENERAL
PLAN; ADOPTING THE RIVER ROAD-SANTA CLARA NEIGHBORHOOD PLAN; AND PROVIDING
AN EFFECTIVE DATE. (City of Eugene)**

-and-

**AN ORDINANCE AMENDING SECTIONS 9.2160, 9.2161, 9.2170, 9.2740, 9.2741, 9.8010, AND
9.8030 OF THE EUGENE CODE, 1971; ADDING MAPS 9.2161(11) AND 9.2170(3)(d) TO THAT
CODE; AMENDING FIGURE 9.2170(4)(c)6. AND MAP 9.8010 OF THAT CODE; AND
PROVIDING AN EFFECTIVE DATE. (City of Eugene)**

Meeting Date: March 12, 2024

www.eugene-or.gov

www.lanecounty.org

Agenda Item Number: 1

Staff Contacts: Terri Harding and Jared Bauder

Telephone: 541-682-5635, 541-682-6949

ISSUE STATEMENT

At this meeting, the Eugene City Council and Lane County Board of Commissioners will hold a public hearing on a proposal to adopt the River Road-Santa Clara Neighborhood Plan, which includes amendments to the Eugene-Springfield Metropolitan Area Plan (Metro Plan). The Eugene City Council will also hold a public hearing on proposed amendments to the Eugene Code (EC) that affect property within the city limits and the River Road and Santa Clara Neighborhoods. After the hearing, each body will meet separately to deliberate and act on the components of the proposal which affect their jurisdiction.

BACKGROUND

Since 2017, the City of Eugene and Lane County have been working with the River Road Community Organization (RRCO) and the Santa Clara Community Organization (SSCO) to create a new Neighborhood Plan. For over 30 years, land use and development within the River Road and Santa Clara communities has been governed by the River Road-Santa Clara Urban Facilities Plan (1987). All parties agreed that a plan with a forward-looking vision was needed for this large part of the community.

Over the years, members of RRCO and SSCO have dedicated innumerable volunteer hours to developing a foundation of community input on which to build the neighborhood planning

March 12, 2024 JEO Public Hearing - Item 1

process. This work included past community and planning efforts, such as the Santa Clara-River Road Outreach and Learning (SCRROL) and Santa Clara-River Road Implementation Planning Team (SCRRIPT) projects.

Launched in Fall 2017, the neighborhood planning process was a collaborative effort among RRCO, SCCO, the City of Eugene, Lane County, and other stakeholders throughout both neighborhoods. The process had six phases: Reaching Out, Neighborhood Visioning, Neighborhood Priorities, Policy Development, Action Planning, and Adoption, with opportunities for community and stakeholder feedback throughout every phase. The Community Advisory Committee (CAC), comprised of volunteers nominated by the community organization boards and approved by the Eugene Planning Commission, played a key role in all phases of the project, and continues to advocate for neighborhood priorities as the project moves through the adoption phase.

The neighborhood planning process created a vision for growth and development in a manner that respects the area's unique characteristics and opportunities, which will guide decision-making in River Road and Santa Clara for decades to come. The Neighborhood Plan vision is consistent with Envision Eugene, the community vision for how growth is managed within Eugene's Urban Growth Boundary (UGB), in a way that protects and enhances quality of life and reflects shared community values, while tailoring the citywide vision to the local context.

The Neighborhood Plan focuses on the topic areas of Economic Development, Transportation, Parks and Natural Resources, Land Use, and Community. To reflect the community values, aspirations, and priorities expressed during outreach, each topic area includes vision statements, goals, and policies.

The proposed County Ordinance amending the Metro Plan and adopting the River Road-Santa Clara Neighborhood Plan is included as **Attachment B**. The proposed City Ordinance amending the Metro Plan and adopting the River Road-Santa Clara Neighborhood Plan is included as **Attachment C**. If approved, the proposed ordinances included as Attachments B and C to this AIS would adopt the new River Road-Santa Clara Neighborhood Plan as a refinement of the Metro Plan and would remove Chapter II Section F (River Road and Santa Clara Goals, Findings, and Policies) from the Metro Plan, as these policies primarily relate to bringing sewer service to the River Road-Santa Clara area and are no longer necessary. The proposed City ordinance amending the Eugene Code is included as **Attachment D** to this AIS. If approved, together, these regulatory components will work to form the framework for guiding policy decisions in River Road and Santa Clara.

In addition, City, County, and community partners may work together to advance actions important to the community and included in the non-regulatory Action Plan. City staff committed to meeting annually with neighborhood leaders to update community priorities and to collaborate on implementation projects.

Over the past six years, highlights of the neighborhood planning public engagement have included:

- Project [web page](#) and [Engage Eugene](#) page
- Periodic e-newsletter updates to **1,600+ people**
- **5** community meetings at North Eugene High School
- **40+** Community Advisory Committee meetings

March 12, 2024 JEO Public Hearing - Item 1

- **16,800** postcards mailed to all residents and property owners within the River Road and Santa Clara Neighborhoods
- Emails to project interested parties providing updates over the project phases

Please see the project Public Engagement Summary at **Attachment B (Exhibit B, Appendix 1)** for a full description of project engagement.

Neighborhood Planning Process

As noted above, the River Road-Santa Clara neighborhood planning process included six key phases, with opportunities for appointed and elected officials to learn about and provide feedback on the project along the way. A more detailed written explanation of the project phases and group roles can be found on pages 16-18 of the draft [Neighborhood Plan](#).

- **Spring 2017 – 2018:** The first three phases of the project - Reaching Out, Visioning, and Neighborhood Priorities focused on asking community members what they value in their neighborhoods now and about their hopes and visions for the future.
- **2018 - Spring 2019:** The fourth phase, the Policy Development Phase, focused on drafting policies that relate to the vision and neighborhood priorities. The policies are organized under eighteen high-level goals. Both the goals and policies were written by the Community Advisory Committee and vetted by topic area Working Groups and the project management team. The policy language was then refined by staff to incorporate legal feedback, to better reflect the actions associated with those policies, and to provide general clarification.
- **Summer 2019 - Spring 2021:** The fifth phase, the Action Planning Phase, focused on drafting, evaluating, and prioritizing actions, which the community identified as possible strategies to implement the Neighborhood Plan policies. The project team provided updates on the Action Planning Phase and received feedback on land use code related actions to focus on in the Adoption Phase at the [March 22, 2021](#) Eugene Planning Commission work session and the [April 6 and April 20, 2021](#) Lane County Planning Commission work sessions.
- **May 2021:** The [Eugene City Council](#) and [Lane County Board of Commissioners](#) directed staff to move into the Adoption Phase and prepare the River Road-Santa Clara Neighborhood Plan adoption package for community review.
- **Summer 2021-Fall 2022:** Work continued preparing and refining a draft corridor code. By late fall 2022, several challenges to the project including the pandemic, staff changes, and new state rules caused the staff team to reconsider the path to landing the project. While the vision statements, goals, policies, and actions remain largely intact, staff proposed shifting certain implementation tools such as zoning and land use code amendments to better align with new rules affecting middle housing, climate friendly development, and housing production.
- **November 2022-June 2023:** The project staff team spent five months between November 2022 and March 2023 discussing with the CAC how to best land the project within existing resource and state law constraints, while meeting as many of the neighborhood objectives as possible. Staff proposed a compromise that includes the most critical neighborhood-specific land use code amendments identified through the corridor planning work but does not create a new zoning district or rezone properties. In March 2023, the CAC voted to send the draft Neighborhood Plan, Action Plan, and Neighborhood-specific Land Use Code

March 12, 2024 JEO Public Hearing - Item 1

Amendments out to the community for feedback.

- **May-June 2023:** A variety of outreach events and tools were offered in May and June, including virtual information sessions, a community survey, River Road and Santa Clara Community Organization meetings, and a Community Meeting held at North Eugene High School. A project update was presented to the Eugene Planning Commission on [May 23, 2023](#), and the Lane County Planning Commission on [June 6, 2023](#).
- **July-August 2023:** The project staff team assembled comments from the outreach and shared them with the CAC. The comments at this stage in the process were generally supportive, although some community priorities are not addressed by the current plan and will require ongoing work by the City, County, and community partners. The CAC voted on July 27, 2023 to move the revised adoption package forward to public hearings. The CAC and community organization recommendation letters are included in **Attachment F**.

Formal Adoption Package

Based on the process described above, project staff refined the adoption package, including assembling the Neighborhood Plan, drafting plan and code amendments, writing findings, and summarizing the project's public engagement and technical analysis.

A complete adoption package was assembled for the City of Eugene and Lane County Planning Commissions for review and recommendations, which occurred in Fall 2023. Components of the adoption package are summarized in **Attachment A**.

The **components of the Lane County adoption package** attached to this AIS include:

- **Attachment B:** Ordinance No. PA1391/In the Matter of Amending the Eugene-Springfield Metropolitan Area General Plan and Adopting the River Road-Santa Clara Neighborhood Plan.

The **components of the City of Eugene adoption package** attached to this AIS include:

- **Attachment C:** An Ordinance Amending the Eugene-Springfield Metropolitan Area General Plan; Adopting the River Road-Santa Clara Neighborhood Plan; And Providing an Effective Date.
- **Attachment D:** An Ordinance Amending Sections 9.2160, 9.2161, 9.2170, 9.2740, 9.2741, 9.8010, and 9.8030 of the Eugene Code, 1971; Adding Maps 9.2161(11) and 9.2170(3)(d) to that code; Amending Figure 9.2170(4)(c)6. and Map 9.8010 of that Code and Providing an Effective Date.

Minor updates and clarifications have been made to the adoption package documents since the Planning Commissions made their recommendations, such as updating dates, removing draft stamps, and clarifying language.

Planning Commission Recommendations

The Eugene and Lane County Planning Commissions held a Joint Public Hearing on October 17, 2023. The [public hearing packet](#) included a detailed summary of the proposed adoption package components, project background, and other materials.

The Eugene Planning Commission deliberated at their November 14 and December 5, 2023

March 12, 2024 JEO Public Hearing - Item 1

meetings. After lengthy discussions and consideration of issues raised in public testimony, they unanimously recommended that the City Council approve the Neighborhood Plan and Metro Plan Amendments. A majority of Planning Commission also recommended that the City Council approve the proposed Land Use Code Amendments, as amended during Planning Commission discussions. The Planning Commission's recommendations are summarized in the letter in **Attachment G**.

The Lane County Planning Commission met and deliberated on December 19, 2023. The Commission discussed and considered issues raised in testimony, and unanimously recommended that the Board of County Commissioners approve the Neighborhood Plan and Metro Plan Amendments.

Materials related to the proposed amendments are available on the City's Land Use Application page: <https://pdd.eugene-or.gov/LandUse/SearchApplicationDocuments?file=MA-23-0005>, the link is also included as **Attachment E**.

A formal public notice of the City Council and Board of Commissioners public hearing on the proposed River Road Santa Clara Neighborhood Plan was sent to the project's formal interested parties list. Notice of this hearing was also published in The Register-Guard. All testimony received by the time of publication is included in the application materials, provided in a link in **Attachment E**.

Procedural Summary

The process being followed for the formal consideration of the legislative adoption package meets or exceeds all the City and County procedural requirements. The Metro Plan amendments will be processed using the Type II Metro Plan amendment procedures in EC 9.7700-EC 9.7750 and sections 12.300 and 14.030 of the Lane Code. The Eugene City Council and the Board of Commissioners will be the final decisionmakers on the Metro Plan amendments. The code amendments will be processed using the Type V land use application procedures in EC 9.7500-9.7560. The Eugene City Council will be the final decision-maker on the code amendments.

At this stage, the City Council and Board of Commissioners roles are to participate in a joint public hearing and subsequently consider adoption of separate ordinances. The adoption of the Metro Plan Amendments must be based on the applicable approval criteria for the proposed amendments. The County's Metro Plan amendment criteria and findings addressing the approval criteria are provided in **Attachment B, Exhibit B**. The City's Metro Plan Amendment criteria and findings addressing the approval criteria are provided in **Attachment C, Exhibit B**. The City's Code Amendment criteria and findings addressing the approval criteria are provided in **Attachment D, Exhibit E**.

Record of Materials for the Council and Board's Consideration

An online copy of the record materials has been made available to the City Council and Board of Commissioners. As a courtesy, application materials are available on the land use application website: <https://pdd.eugene-or.gov/LandUse/SearchApplicationDocuments?file=MA-23-0005>. The complete record is available for review by the public at Lane County's Land Management Division, located at 3050 N. Delta Hwy, Eugene, OR 97408, between 9:00am and 3:00pm Monday-

Friday and at the City of Eugene's Permit and Information Center, located at 99 West 10th Avenue, Eugene, OR 97401 between 12:00pm and 4:00pm Monday-Friday.

NEXT STEPS

After the public hearing, the City Council and Board of Commissioners will hold separate deliberation meetings and consider adoption of separate ordinances. The Eugene City Council deliberations and final action is scheduled for April 22, 2024. The Lane County Board of Commissioners deliberations and final action is scheduled for April 23, 2024.

Community members are encouraged to send their comments on the proposals to RRSCPlan@eugene-or.gov. All written comments received on or before March 5, 2024 at 5:00pm will be provided to the City Council and Board of Commissioners prior to the public hearing. Written comments received after March 5, 2024 at 5:00pm will be provided to the Council and Board in batches and included in the record.

COUNCIL/BOARD OPTIONS

This item is a public hearing only. Options will be provided at the time of deliberations and action.

ATTACHMENTS

- A. Summary of the Adoption Package
- B. Proposed County Ordinance and Exhibits: River Road Santa Clara Neighborhood Plan and Metro Plan Amendment Findings
- C. Proposed City Ordinance and Exhibits: River Road Santa Clara Neighborhood Plan and Metro Plan Amendment Findings
- D. Proposed City Ordinance and Exhibits: Land Use Code Amendments and Code Amendment Findings
- E. Link to Application Materials
- F. Advisory Committee and Community Organization Recommendation Letters
- G. Eugene Planning Commission Recommendation Letter

FOR MORE INFORMATION

City Staff Contact: Terri Harding, Principal Planner
Telephone: 541-682-5635
Email: THarding@eugene-or.gov

County Staff Contact: Jared Bauder, Senior Planner
Telephone: 541-682-6949
Email: jared.Bauder@lanecountyor.gov

Project page: www.riverroad-santaclaraplan.org

Summary of River Road-Santa Clara Neighborhood Plan Adoption Package Components

Metro Plan Amendments

The proposal involves a Metro Plan Amendment to be considered by the City of Eugene and Lane County to:

- adopt the new **River Road- Santa Clara Neighborhood Plan**
- remove Chapter II Section F from the *Eugene-Springfield Metropolitan Area General Plan* (Metro Plan) and references to this section in the Table of Contents and Chapter II Introduction

Land Use Code Amendments (considered by City of Eugene only)

The proposal involves a City of Eugene Land Use Code Amendment to establish River Road and Santa Clara neighborhood-specific code amendments within the city limits, as follows:

- In the C-2 Community Commercial Zone, applies the following design standards:
 - Limit building height to 65 feet (current limit is 120 feet).
 - Apply transition standards (setbacks, landscaping, and/or fencing) to new buildings and building additions that increase the square footage of floor area by 20% or more for any development on property abutting Low Density Residential (R-1) zoned land.
 - Require buildings fronting River Road to provide a main entrance facing that street or to the corner where River Road and another street intersect.
 - Increase the minimum percentage of the street facing building façade that must be within the maximum front yard setback, from 25% to 80%.
 - Require minimum percentage of windows along the ground floor of street facing facades and prohibit blank walls of more than 20 linear feet of any façade.
 - Require weather protection features over all building entrances.
- In the C-2 Community Commercial Zone (excepting most of the River Avenue area), prohibits the establishment of the following uses:
 - Motor Vehicle Sales/Rental/Service, excluding recreational vehicles and heavy trucks
 - Motorcycle Sales/Rental/Service
 - Recreational Vehicles and Heavy Truck, Sales/Rental/Service
 - Agricultural Machinery Rental/Sales/Service
 - Boat and Watercraft Sales/Service
 - Equipment, Heavy, Rental/Sales/Service – includes truck and tractor sales
 - Storage Facility, Household/Consumer Goods, enclosed
- In the R-1 Low Density Residential Zone, allows the “Display and Sale of Agricultural Products Grown Offsite” as a permitted use and include limits to size of display, hours of operation, and signage in keeping with “small scale.”
- Amends Table 9.8010 and corresponding figure to add the new River Road- Santa Clara Neighborhood Plan
- Adds adjustment review criteria specific to River Road-Santa Clara under EC 9.8030(39).

BEFORE THE BOARD OF COMMISSIONERS OF LANE COUNTY, OREGON

ORDINANCE NO.: PA 1391

IN THE MATTER OF AMENDING THE
EUGENE-SPRINGFIELD METROPOLITAN
AREA GENERAL PLAN AND ADOPTING
THE RIVER ROAD-SANTA CLARA
NEIGHBORHOOD PLAN

(County File No.: 509-PA23-05532 / City File
No.: MA 23-5)

WHEREAS, the River Road and Santa Clara neighborhoods are comprised of a patchwork of properties some of which are located in the City of Eugene and some of which are located in Lane County; and

WHEREAS, the River Road-Santa Clara Neighborhood Plan was developed with substantial community input utilizing a collaborative process incorporating the River Road Community Organization, the Santa Clara Community Organization, the City of Eugene, Lane County, and other stakeholders throughout both neighborhoods; and

WHEREAS, the River Road and Santa Clara communities, the City of Eugene, and Lane County all agree that a neighborhood plan with a forward-looking vision is an important asset for the River Road and Santa Clara communities; and

WHEREAS, on October 17, 2023, the Eugene Planning Commission and the Lane County Planning Commission held a joint public hearing on the proposed River Road-Santa Clara Neighborhood Plan and associated changes to the Eugene Springfield Metropolitan Area General Plan (Metro Plan); and

WHEREAS, on December 5, 2023, the Eugene Planning Commission recommended approval of the proposed neighborhood plan and the Metro Plan amendments; and

WHEREAS, on December 19, 2023, the Lane County Planning Commission recommended approval of the proposed neighborhood plan and the Metro Plan amendments; and

WHEREAS, the Board of Commissioners conducted a joint public hearing with the Eugene City Council on this matter on March 12, 2024, and is now ready to take action.

NOW, THEREFORE, the Board of County Commissioners of Lane County **ORDAINS** as follows:

1. The Eugene-Springfield Metropolitan Area General Plan (“Metro Plan”) is amended as follows:

- (a) The page reference to “River Road and Santa Clara Goals, Findings, and Policies” is deleted from the Table of Contents.

- (b) The phrase “River Road and Santa Clara Goals, Findings, and Policies:” is deleted from the first paragraph of Chapter II: Fundamental Principles and Growth Management Policy Framework.

- (c) Chapter II, Section F: River Road and Santa Clara Goals, Findings, Objectives, and Policies, is deleted in its entirety.

2. The River Road-Santa Clara Neighborhood Plan, attached as **Exhibit A** to this Ordinance, is adopted as a refinement plan of the Metro Plan.

3. Metro Plan Appendix B: Refinement Plans, Functional Plans, and Other Planning Documents is amended to add the following information in alphabetical order within the list of documents:

River Road-Santa Clara Neighborhood Plan

Date: 2024

Adopted by: Eugene City Council
Lane County Board of Commissioners

Adopting Ordinances: City of Eugene Ordinance No. XXXX
Lane County Ordinance No. PA 1391

Adoption Date: *[Month, day, year]*

4. The findings as set forth in **Exhibit B**, attached to this Ordinance, are incorporated by this reference and in support of this Ordinance.

5. If any section, subsection, sentence, clause, phrase, or portion of this Ordinance is for any reason held invalid or unconstitutional by a court of competent jurisdiction, such portion shall be deemed a separate, distinct, and independent provision and such holding shall not affect the validity of the remaining portions hereof. Further, if this Ordinance is remanded back to the Board of Commissioners for further action by the Oregon Land Use Board of Appeals, those sections, subsections, sentences, clauses, phrases or portions that do not require action on remand shall be deemed separate, distinct, and independent provisions and such remand shall not affect their validity or effect.

6. Nothing herein is intended to, nor acts to amend, replace, or otherwise conflict with any other ordinances of Lane County or any other Code or statutory provision unless expressly so stated.

7. Ordinances, Lane Code sections, and regulations amended by this Ordinance remain in force to authorize a punishment, penalty, or forfeiture incurred, or a suit, prosecution, or proceeding when the amendment takes effect, for an offense or violation committed under the amended Ordinance, code section, or regulation prior to the effective date of this Ordinance.

8. This Ordinance will take effect on the 30th day after being enacted.

ENACTED this ____ day of _____, 2024.

Laurie Triege, Chair
Lane County Board of Commissioners

Recording Secretary for this Meeting of the Board

APPROVED AS TO FORM

Date_____

LANE COUNTY OFFICE OF LEGAL COUNSEL

RIVER ROAD • SANTA CLARA

Neighborhood Plan



Exhibit A

TOPIC AREAS

1. ECONOMIC DEVELOPMENT
2. TRANSPORTATION
3. PARKS AND NATURAL RESOURCES
4. LAND USE
5. COMMUNITY



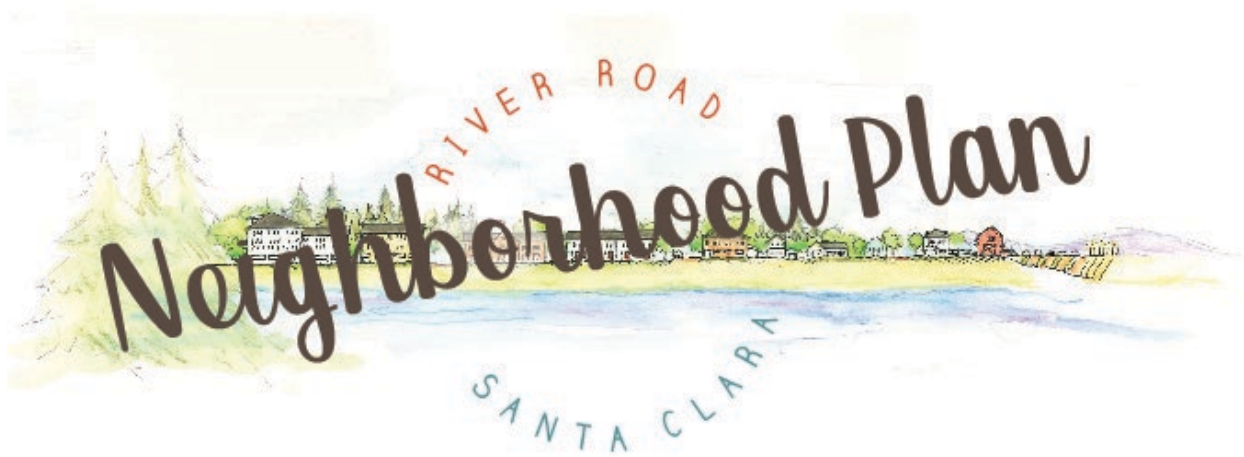


Table of Contents

Table of Contents.....	1
Acknowledgements.....	3
Introduction	5
How to Use the Neighborhood Plan	7
Regulatory Framework and Relationship to Other Plans and Policies	10
How We Got Here	14
Neighborhood History.....	14
Past Community and Planning Efforts	16
Developing the Neighborhood Plan.....	17
Planning Process Phases	20
River Road Corridor Study.....	22
Neighborhood Plan Visions, Goals, and Policies	23
Economic Development.....	24
Transportation	25
Transportation Maps	26
Parks and Natural Resources	30
Parks and Natural Resources Maps	31
Land Use.....	33
Community.....	35

List of Figures

Figure 1: River Road-Santa Clara Neighborhood Plan Map 6

Figure 2: River Road-Santa Clara Historical Development Patterns 15

Figure 3: River Road-Santa Clara Vision Map..... 23

Figure 4: River Road-Santa Clara Existing Transportation Map 27

Figure 5: River Road-Santa Clara Future Transportation Map..... 28

Figure 6: River Road-Santa Clara Street Jurisdiction Map.....29

Figure 7: River Road-Santa Clara Parks and Natural Resources Map 32

Acknowledgements

Thank you to the community members who have dedicated countless hours to the development of this Neighborhood Plan and the future of the River Road and Santa Clara neighborhoods. Special thanks to the Community Advisory Committee for providing leadership and playing an active role throughout the process. This work would not have been possible without you.

Community Advisory Committee Members

Jon Belcher	Mary Leontovich
Carl Below	Ed McMahon
Luke Callahan	Michele O’Leary
Terah Cleveland	Kate Perle
Rick Duncan	Harry Sanger
Cameron Ewing	Rebecca Sprinson
Jerry Finigan	Ann Vaughn
Beth Gerot	Louie Vidmar
Louisa de Heer	Hans Wittig
Susan Kittleson	

Working Group Members

Bruce Barney	George Price
Vickie Barnts	Christina Prince
Beverly Barr	Meredith Prochot
Todd Berger	Gaston Ramos
Peter Bolander	Carleen Reilly
Joe Castino	Pat Reilly
Betty Grant	Becky Riley
Lisa Hudson	Joel Robe
Kevin Jones	Vicki Roessler
Hillary Kittleson	Christine Rush
Hamid Madami	Julie Schaum
Cathy Martinit	Jolene Siemsen
Jacqueline McClure	Jan Spencer
Jerry Mohr	Miaya Sustaita
Nora Morgan	Cat Tanzer
Jim Neu	Alpha Wilson
Steve Norris	Catherine Zukowski
Brian Parmelee	

River Road Community Organization Board Members

Jon Belcher	Stefan Ostrach
Charlsey Cartwright	Clare Strawn
Mysti Frost	Carly Sylva-Gabrielson
Dan Isaacson	Jacque Wurster
Susan Kittleson	

Exhibit A

Santa Clara Community Organization Board Members

Jerry Finigan
Tim Foelker
Patrick Kerr
Dawn Lesley
Jerry Mohr

Kate Perle
Terri Reed
Louie Vidmar
Matt Vohs

Triple Bottom Line Sounding Board Members

Bill Aspegren
Allen Hancock
Randy Hledik
Ela Kubok

Daniel Lombardi
Emily Reiman
Kristen Taylor
Alicia Voorhees

Members of the project staff team changed somewhat over the course of the planning period. At the time the River Road-Santa Clara Neighborhood Plan was adopted, the following staff were part of the core project team:

City of Eugene

Terri Harding, Principal Planner & Project Manager
Alissa Hansen, Planning Director
Elena Domingo, Associate Planner
Leah Rausch, Associate Planner
Zoli Gaudin-Dalton, Assistant Planner
Annie Loe, Urban Designer
Rob Inerfeld, Transportation Planning Manager
Carolyn Burke, Parks & Natural Resource Planning Manager
Fabio Andrade, Equity and Community Engagement Manager

Lane County

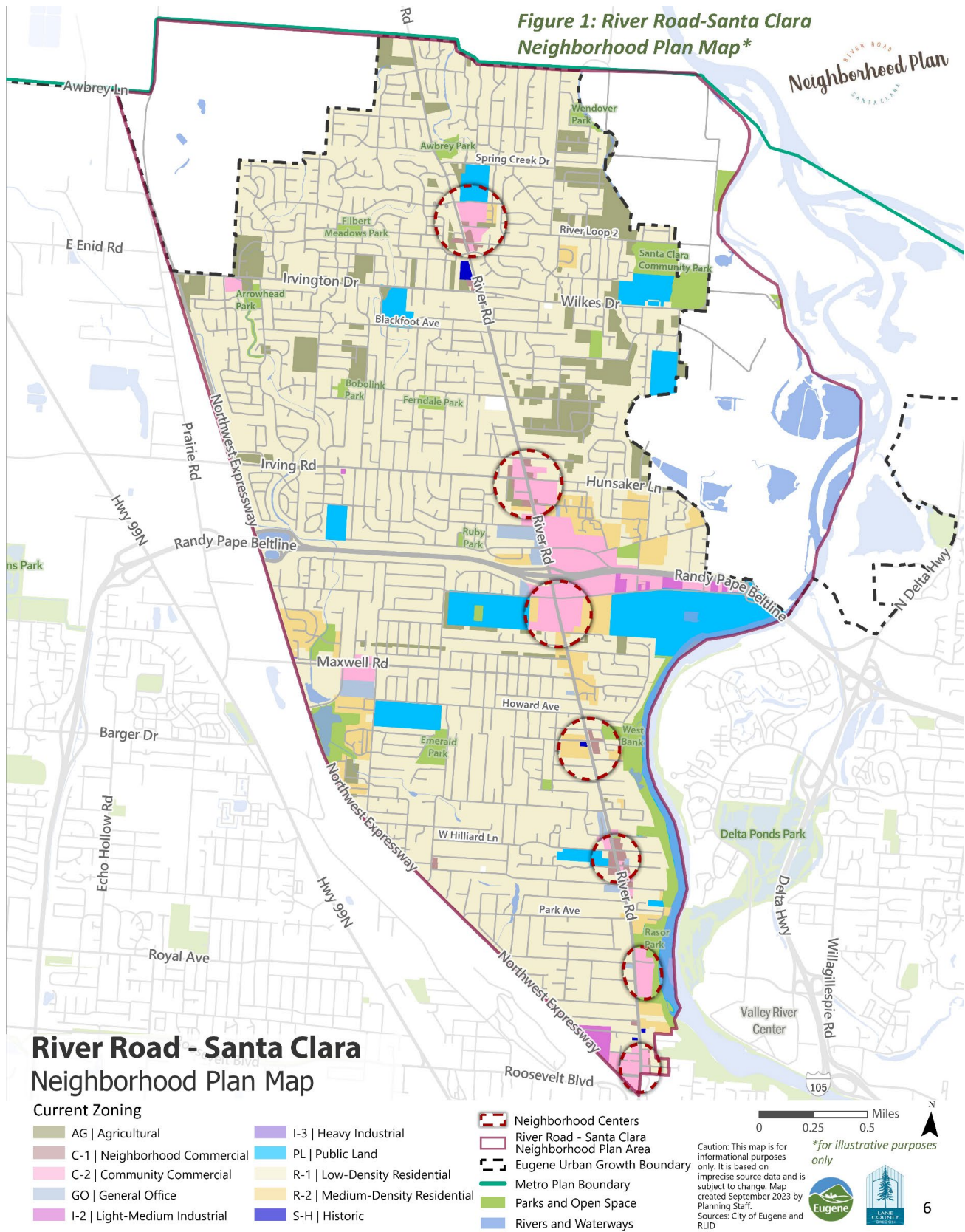
Jared Bauder, Associate Planner
Lindsey Eichner, Principal Planner

Introduction

The River Road and Santa Clara neighborhoods are a patchwork of properties located in the City of Eugene (incorporated) and in Lane County (unincorporated). For over 30 years, land use and development within the River Road and Santa Clara communities have been governed by the River Road-Santa Clara Urban Facilities Plan (1987). The community, the City and the County all agreed that a plan with a forward-looking vision was needed for this large part of the community.

The River Road Community Organization (RRCO) and Santa Clara Community Organization (SCCO) dedicated innumerable volunteer hours developing a foundation of community input on which to build the neighborhood planning process. This work included past community and planning efforts, such as the Santa Clara-River Road Outreach and Learning (SCRROL) and Santa Clara-River Road Implementation Planning Team (SCRRIPT) projects. Launched in Fall 2017, the neighborhood planning process was a collaborative effort among RRCO, SCCO, the City of Eugene, Lane County, and other stakeholders throughout both neighborhoods. The process had six phases: Reaching Out, Neighborhood Visioning, Neighborhood Priorities, Policy Development, Action Planning, and Adoption with opportunities for community and stakeholder feedback throughout every phase.

The neighborhood planning process created a vision for growth and development in a manner that respects the area's unique characteristics and opportunities, and which will guide decision-making in River Road and Santa Clara for decades to come. The Neighborhood Plan vision is consistent with Envision Eugene, the community vision for how growth is managed in Eugene's Urban Growth Boundary (UGB), in a way that protects and enhances quality of life and reflects shared community values, while tailoring the citywide vision to the local context. **The Neighborhood Plan focuses on the Topic Areas of Economic Development, Transportation, Parks and Natural Resources, Land Use, and Community.** To reflect the community values, aspirations and priorities expressed during outreach, each Topic Area includes vision statements, goals, policies, and actions.



How to Use the Neighborhood Plan

The River Road-Santa Clara Neighborhood Plan is a formally adopted, legally binding land use plan. The plan boundary follows the boundaries of RRCO and SCCO, and includes properties located inside the Eugene city limits, properties located outside the Eugene city limits but within Eugene's UGB, and properties located outside Eugene's UGB but within the boundary of the Eugene-Springfield Metropolitan Area General Plan (Metro Plan). See *Figure 1: River Road-Santa Clara Neighborhood Plan Map*.

The Neighborhood Plan provides policy direction for City and County decision-makers as they consider future legislative decisions. Plan policies are not intended to be applied as a standard or criterion for approving or denying a land use or development application unless such direction is specifically stated in the policy. Land use codes adopted by the City and the County, which implement certain policies of this Neighborhood Plan through detailed regulation, generally include the approval criteria for individual land use applications. Finally, some of the policies in this plan are aspirational, including those policies that call for collaboration or additional efforts from RRCO and SCCO and additional community partners.

The Neighborhood Plan is organized around five Topic Areas: Economic Development, Transportation, Parks and Natural Resources, Land Use, and Community. Each Topic Area includes vision statements, goals, policies, and actions. The terms "vision statement," "goal," "policy," and "action" as used in this Neighborhood Plan mean the following:

- **Vision Statements** are aspirational and describe the community's best outcome for how the neighborhood will look, feel, and function 20 years and more into the future. Each vision statement is based on community values and aspirations expressed during the Neighborhood Plan community engagement process. The vision statements reflect the ideal outcome if all aspirational goals were to be attained.
- **Goals** are statements that describe hopes for the future of the community related to a particular idea, and flow directly from the neighborhood vision. A goal is aspirational and may not be fully attained within a particular time frame.
- **Policies** are statements adopted to provide a consistent course of action and to move the community toward attainment of its goals. Some of the policies in the Neighborhood Plan guide the City and County in planning and policy decisions such as: formulating proposed changes to local land use codes and other regulatory documents; developing other work programs and long-range planning projects; and preparation of budgets and capital improvement programs. Other plan policies are aspirational calls for collaboration or additional efforts from the RRCO, SCCO, and other community partners. The policies included in this plan will not be used in determining whether the City or County should approve or deny land use or development applications unless such direction is specifically stated in the policy.

- **Actions** are possible strategies to implement the policies of this plan. The Neighborhood Plan is supported by the non-regulatory **Action Plan**, which includes actions such as possible land use code amendments, zone changes, projects, programs, and possible community partnerships. The Action Plan is not attached to or incorporated in the Neighborhood Plan and the Action Plan is not adopted by the City or County governing boards. The Action Plan is a separate document, which identifies community priorities to guide implementation of the Neighborhood Plan. The inclusion of a particular action in the Action Plan does not require implementation of that action, nor does it prohibit the implementation of other actions, whether or not they are listed in the Action Plan. The Action Plan identifies various local entities such as the City of Eugene, Lane County, RCCO and SCCO, as well as additional community partners, who may lead implementation of different actions. Some actions, such as land use code amendments and zone changes, may require implementation by the Eugene City Council or the Lane County Board of Commissioners. Other actions may be implemented by City or County staff, RCCO and SCCO, or other community partners.

Implementation of the Action Plan will occur over time as committed community members strive to improve the neighborhoods, and as resources allow. The Action Plan includes general budget and timeframe estimates to help inform community advocacy for resources and to inform City, County, and other community partners' work plans and capital project development. Some actions will require public funds and resources while other actions will be dependent on private investments and development activities.

A set of neighborhood-specific amendments to the City of Eugene's Land Use Code, applying only within RRCO and SCCO, are proposed to be adopted concurrently with the Neighborhood Plan. These amendments include changes to the C-2 Community Commercial Zone to lower the maximum building height, add design standards, and prohibit certain auto-oriented land uses. Additionally, the amendments include changes to the R-1 Low Density Residential Zone to allow for the small-scale collective sale of agricultural products. These amendments reflect community feedback and certain high priority actions in the Action Plan.

The policies under the various Topic Areas in this Neighborhood Plan are interrelated and, together, create the plan's policy framework. In some cases, there is overlap between policies, and in other cases, there may be conflicts and inconsistencies between and among some policies. When making decisions based on the Neighborhood Plan, not all the policies can be complied with to the same degree in every instance. Use of the Neighborhood Plan requires a balancing of its various policies on a case-by-case basis, with an emphasis on those policies most pertinent to the issue at hand.

The policies in the Neighborhood Plan vary in their scope and implications. Some call for a specific City or County action; others are directives the City and County must address when adopting or amending their respective land use codes or plans; and others are aspirational calls for collaboration or additional efforts from RRCO, SCCO, and community partners. The common theme of all the policies is that each represents an approach toward land use problem-solving and goal realization in the River Road and Santa Clara neighborhoods. Adoption of the River Road-Santa Clara Neighborhood Plan does not

Exhibit A

necessarily commit the City, County, neighborhood organizations, or others to immediately carry out each policy to the letter. The City and County will carry out the policies applicable to the City and County to the best of their abilities, given sufficient time and resources.

Future Amendments

The Neighborhood Plan is a long-range policy document which establishes a framework for future decision-making, however it may require updates or amendments in response to changes in the law or circumstances important to the community.

Because the boundary of the plan includes land within the Eugene city limits, land between the Eugene city limits and the UGB, and land outside the UGB but within the Metro Plan Boundary, the plan requires joint adoption by Eugene and Lane County. The approval process for an amendment to the Neighborhood Plan shall necessarily follow the Metro Plan Amendment process for two jurisdictions (Type II process), as outlined in the Eugene-Springfield Metropolitan Area General Plan.

Regulatory Framework and Relationship to Other Plans and Policies

The Neighborhood Plan is one plan among a variety of land use plans and regulations that exist at the state, regional, and local level. As an adopted land use plan, the Neighborhood Plan has defined relationships to other adopted plans.

Statewide Planning Goals

Oregon's Statewide Land Use Planning Goals, related statutes, and administrative rules provide a framework for all local land use planning. State law requires each city and county to adopt a comprehensive plan, which must be consistent with the Statewide Land Use Planning Goals, as well as the zoning and land division ordinances necessary to effectuate the comprehensive plan.

Other Adopted Land Use Plans

At the local and regional level, the two applicable comprehensive plans are the Envision Eugene Comprehensive Plan and the Eugene-Springfield Metropolitan Area General Plan (Metro Plan).

Envision Eugene Comprehensive Plan

Envision Eugene is the community vision for how growth is managed in Eugene's UGB in a way that protects and enhances quality of life and reflects Eugene's shared values. The Envision Eugene Comprehensive Plan, the regulatory component of Envision Eugene, is the basic guiding policy document for land use planning within Eugene's UGB and addresses the future of Eugene through goals and regulatory policies regarding land use.

Eugene-Springfield Metropolitan Area General Plan (Metro Plan)

The Metro Plan is the basic guiding land use policy document for regional land use planning and applies to the Cities of Eugene and Springfield and areas of Lane County within the Metro Plan boundary.

The Neighborhood Plan must be consistent with applicable provisions in both the Envision Eugene Comprehensive Plan and the Metro Plan. If inconsistencies occur between the Neighborhood Plan and the Envision Eugene Comprehensive Plan, the Envision Eugene Comprehensive Plan is the prevailing policy document. If inconsistencies occur between the Neighborhood Plan and the Metro Plan, the Metro Plan is the prevailing policy document. As provided in the Envision Eugene Comprehensive Plan, for properties located within Eugene's UGB, if inconsistencies occur between the Envision Eugene Comprehensive Plan and the Metro Plan, the Envision Eugene Comprehensive Plan is the prevailing policy document.

Major Related Plans and Programs

The River Road and Santa Clara neighborhoods are a patchwork of properties located within the City of Eugene (incorporated) and Lane County (unincorporated), and there are related City and County plans and programs that apply to this area. Following is a summary of key City and County plans and programs



in place at the time of Neighborhood Plan adoption that relate to the Neighborhood Plan goals, policies, and actions.

River Road-Santa Clara Urban Facilities Plan (1987)

The 1987 River Road-Santa Clara Urban Facilities Plan (the 1987 Plan) was adopted in part to address groundwater contamination by septic systems in the River Road Santa Clara area and to act as a planning document for the provision of urban facilities, including sanitary sewer systems to the area. The 1987 plan also contains land use policies applicable to individual land use applications and a land use diagram for the plan area. The area encompassed by the 1987 Plan is slightly different from the area encompassed by the Neighborhood Plan, so there may be some areas within the Neighborhood Plan boundary that are not governed by the 1987 Plan. If inconsistencies occur between the Neighborhood Plan and the 1987 Plan, the Neighborhood Plan is the prevailing policy document.

Eugene 2035 Transportation System Plan

Eugene's 2035 Transportation System Plan (TSP) establishes a system of transportation facilities and services that will meet the needs of Eugene residents, businesses, and visitors through 2035, consistent with the Envision Eugene Comprehensive Plan and compliant with Statewide Planning Goal 12 (Transportation). By addressing all modes of travel, the Eugene 2035 TSP is designed to meet Eugene's transportation needs as they evolve in the future and to increase transportation choices available throughout the community. The TSP serves as the City of Eugene's local transportation system plan and pedestrian and bicycle master plan. The Eugene TSP includes a list of projects, including specific projects in the River Road-Santa Clara area, for implementation through 2035.

Eugene Vision Zero Action Plan

Vision Zero is an approach to transportation safety that aims to eliminate deaths and lifechanging injuries caused by traffic crashes – this is the goal of implementing Eugene's Vision Zero Action Plan. The Vision Zero approach helps with educating the community on local traffic safety issues and enabling the City of Eugene to prioritize resources based on evidence of the greatest need and impact.

Lane County Transportation System Plan

The Lane County Transportation System Plan (TSP) establishes Lane County's transportation policies and identifies transportation projects needed through 2036 to meet the needs of the community. As a 20-year policy and investment guide, the County's TSP addresses major systems rather than ongoing operations and maintenance activities.

See *Figures 4: Existing Transportation Map, 5: Future Transportation Map, and 6: Street Jurisdiction Map* to learn more about City, County, and private streets and infrastructure.

Eugene Parks and Recreation System Plan

The Eugene Parks and Recreation System Plan (PRSP), adopted in 2018, is a 30-year strategic plan with implementation recommendations for the first 10 years. The Eugene PRSP includes new parks and trails, improved access to the Willamette River, revitalized pools and community centers, greater connectivity, and more recreation opportunities in underserved areas. The PRSP's long-term vision includes many

specific projects - to see a list of priority 1, 2, and 3 projects in the River Road-Santa Clara area, see the Planning District Summary in the PRSP.

Eugene Stormwater Basin Master Plan

The Eugene Stormwater Basin Master Plan includes goals and objectives, implementation strategies, study area characteristics, and methods for evaluating flood control, water quality, and open waterways. The Stormwater Basin Master Plan is broken into volumes, with a stormwater management strategy for each basin, including River Road-Santa Clara.

Lane County Stormwater Management Program

The County's stormwater management program addresses control measures to reduce pollutants discharged into waterbodies, including illicit discharge detection. The County works closely with the City of Eugene on stormwater issues, although both jurisdictions maintain an inventory of their stormwater infrastructure and conduct regular maintenance activities.

Eugene Climate Action Plan

The Climate Action Plan (CAP 2.0) was developed to outline the types of bold actions needed to reach Eugene's community-wide Climate Recovery Ordinance goals. The CAP 2.0 captures the actions the community is prepared to implement, as well as community ideas for what else is needed to create an equitable and livable community for everyone. Some of these actions relate to transportation options, housing, stormwater management, urban forestry practices, and community resilience.

Eugene Capital Improvement Program

Eugene's Capital Improvement Program (CIP) provides a six-year funding plan for the City's capital improvements, including airport, parks and open space, public buildings, stormwater, transportation, and wastewater projects. Capital projects are generally large-scale endeavors in terms of cost, size, and benefit to the community and needs are based on various City-adopted long-range plans, goals, and policies.

Additional Related Plans, Manuals, Resources, and Programs

The Neighborhood Plan is a long-range planning document that identifies needs throughout the two neighborhoods that relate to many different topics. There are several other plans, manuals, resources, and programs that relate to the goals and policies in this Neighborhood Plan. They include, but are not limited to, the following:

- Beltline Facility Plan
- City of Eugene Complete Street Design Guide
- City of Eugene Green Building Resources
- City of Eugene Historic Loan Program
- City of Eugene Housing Implementation Pipeline (HIP)
- City of Eugene Parks and Recreation Bond and Levy Projects
- City of Eugene Urban Forestry Program
- City of Eugene Urban Reserves
- City of Eugene Water Quality Overlay Zone

Exhibit A

- City of Eugene Water Resources Conservation Overlay Zone
- MovingAhead
- Rivers to Ridges Regional Parks and Open Space Vision
- Safe Routes to School
- Sidewalk Inventory
- Transportation Options: Strategies for a Growing Eugene

How We Got Here

Neighborhood planning took place between 2017 and 2023, but it builds on a legacy of community organizing and planning, as well as the natural environment, built environment, and community features that make the River Road and Santa Clara neighborhoods distinct. This section summarizes the path to creating the Neighborhood Plan, beginning with the neighborhood's history through to plan adoption.

Neighborhood History

The River Road and Santa Clara communities are oriented around River Road, which now runs on top of an established indigenous peoples' trail, moving north-south through these communities. In the northernmost portion of Eugene's UGB, the Santa Clara area encompasses about 2,400 acres and has physical borders that include the Willamette River to the east, Randy Pape Beltline Road to the south, and Northwest Expressway to the west. Just south of Santa Clara is the River Road community which encompasses about 1,700 acres and is bordered by the Willamette River to the east, Beltline Road to the north, Northwest Expressway and Railroad Yard to the west, and Thomason Lane to the south, adjoining the Whiteaker Neighborhood. See *Figure 1: River Road-Santa Clara Neighborhood Plan Map*.

The areas known today as River Road and Santa Clara lie within the traditional homeland of the Kalapuya people. From time immemorial, within the context of the Willamette Valley's mosaic of majestic landscapes and ecologies, the Kalapuya bands have accessed the natural resources made available by way of the walamst, or what is today known as the Willamette River and the Valley's fertile, nutrient-rich soils.

Given the available resources and the potential for agricultural land, the area was also attractive to non-indigenous settlers. Beginning in 1840, these settlers arrived in the Oregon territory by way of the Oregon Trail. Diseases, introduced to the Valley by settlers, decimated the indigenous populations. By 1850, more than 90 percent of the Native population had died in an onslaught of repeated epidemics. Today, the Kalapuya people are modern Indigenous community members who continue to practice reverence and traditional connection to the Willamette River and Valley. (*Learn more about the Kalapuyan people of Oregon at <https://fiveoaksmuseum.org/exhibit/this-is-kalapuyan-land/>.*)

In the 1850s, this area was settled by scattered subsistence farm operations. Over time, commercial agriculture became the preeminent land use, especially with the construction of the Oregon and California Railroad in 1871, which was associated with transporting agricultural products.

Though residential construction continuously increased throughout the early 1900s, the River Road and Santa Clara communities remained predominantly agricultural in character until post-World War II increases in Eugene's population spurred the siting and development of more subdivisions and homes within both communities. The rapid increase in population correlated with an estimated 45 percent of the River Road area's residences being constructed between 1940 and 1959. The result was a continued decrease in average farm size, declining agricultural production, and a checkerboard landscape of homes and farmland. As urbanization accelerated during the late 1940s and 1950s, Santa Clara also experienced increases in commercial development.

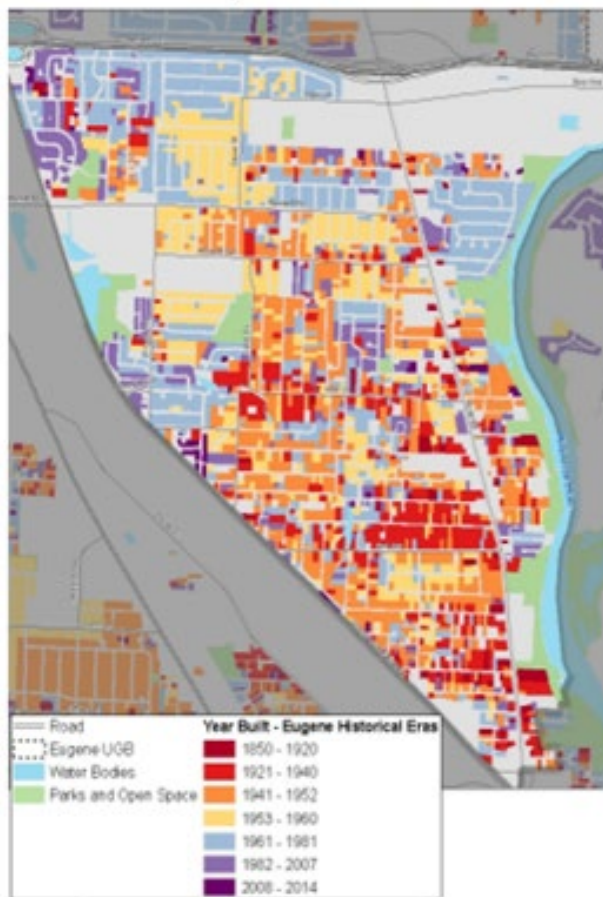
Exhibit A

River Road, designated Pacific Highway in 1923, was once the only major link between Portland and California. This designation of River Road as a state highway greatly influenced much of the development experienced in the River Road and Santa Clara communities. According to land use studies from the 1930s and 1940s, the majority of the roads in the area were created to provide access to River Road. Later, the completion of Beltline Highway (1970) and Northwest Expressway (1980) further facilitated development; this development resulted in changes to the use of the land. Generally, land uses shifted from being primarily farmland to an increase in subdivisions and the presence of homes.

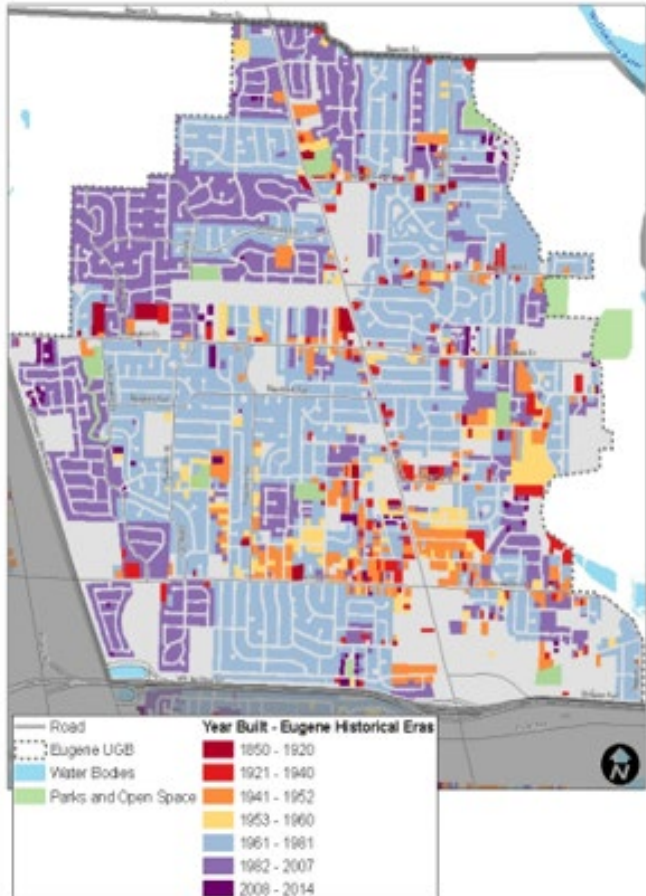
Post-World War II growth brought with it the development of educational and religious facilities. In 1945, River Road and Santa Clara school districts joined Eugene School District No. 4, and five schools were built in the River Road community. The area also experienced an increase in church construction during the 1950s and 1960s. Though church construction had previously been limited to the downtown core, over this period of rapid growth, construction of churches began to take place in areas outside of downtown.

Figure 2: River Road and Santa Clara Historical Development Patterns

Historical Development Patterns in River Road



Historical Development Patterns in Santa Clara



Continued Development and Annexation

Development continued to urbanize both communities, bringing aspects of in-town communities, such as curved streets and cul-de-sacs, to River Road and Santa Clara by 1975. Accompanying these transformations to the built environment were continuing conversations around how these communities could be incorporated into the City's jurisdiction and how urban services, such as electricity, water, transportation, and sewer, would be provided to the area.

Annexation, sometimes called "incorporation," is the legal process by which properties located in a county become part of a city ("incorporated") and thus eligible to receive city services. In 1982, the adopted regional Metro Plan governing planning efforts of Eugene, Springfield, and Lane County, established the regional UGB and included policies requiring that if new development occurred on properties within the UGB, the properties in question would be annexed to the appropriate city, either Eugene or Springfield.

Sanitary Sewer Service and Patchwork Jurisdiction

Later in the 1980s, a groundwater pollution problem in the area led to the State of Oregon mandating the provision of sanitary sewers. The Metro Plan specified that cities were the sole providers of sewers in the metro area, which meant the City of Eugene was responsible for providing sewers to River Road and Santa Clara. While the City originally intended to provide sewer service to individual properties that chose to voluntarily annex, in order to reduce the groundwater pollution problem, Eugene extended wastewater service to developed properties regardless of whether a property owner chose to annex.

These processes resulted in tensions between River Road and Santa Clara community residents and the City. The legacy of these tensions has led to the continued jurisdictional fragmentation of these communities, with some residents integrated into the Eugene City limits and others remaining within the Lane County jurisdiction—all of which contributed to the checkerboard pattern of City and County properties seen throughout the River Road and Santa Clara neighborhoods today and created inefficiencies in the provision of services and confusion for residents and agencies alike.

Policies in the Metro Plan now encourage annexation as the preferred means of providing urban services to new development. Annexation is voluntary; however, it is typically required when a property owner proposes to develop a property that is within the UGB but not within city limits as a condition of certain land use approvals. In the City of Eugene, annexations must be approved by the Eugene City Council, and the property must be contiguous to the city limits or separated from the city limits only by a public right of way or a stream, bay, lake or other body of water.

Past Community and Planning Efforts

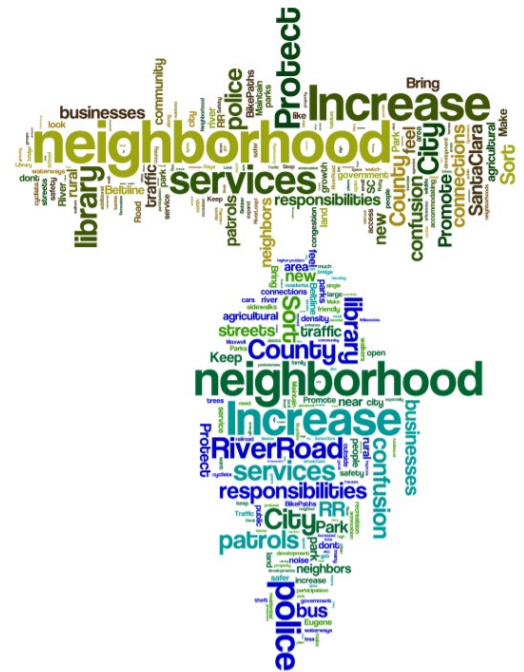
Adopted in 1987, the River Road-Santa Clara Urban Facilities Plan has governed land use and development in the River Road and Santa Clara communities for over 30 years. A number of planning efforts have occurred in River Road and Santa Clara in the years since the Urban Facilities Plan was adopted, leading up to and informing the formal Neighborhood Planning process that began in 2017.

Published in 2006, “Eugene’s Historic River Road” document was the result of a year-long collaboration between Historic Preservation Northwest, City of Eugene Planning staff, and members of the public. The document was intended to assist in the preparation of City and County policies pertaining to the identification and protection of historic resources in the area.

Initiated in 2007 and acknowledged by the Eugene Planning Commission in 2009, the Lower River Road Concept Plan supported planning efforts for the Razor Mixed-Use Center. Lower River Road was identified in the regional transportation master plan, TransPlan (2001), as a potential area for mixed-use redevelopment. This planning process brought diverse elements of the community together to propose over thirty recommendations related to the vision for Lower River Road and to evaluate implementation strategies related to sustainability, transportation, and land use.

Santa Clara-River Road Outreach and Learning (SCRROL)

RRCO and SCCO joined together in February 2011 on an ambitious public outreach project to survey area residents and identify priorities for the future development of both neighborhoods. Known as the Santa Clara-River Road Outreach and Learning (SCRROL) project, their mission statement was: *To develop a community-wide, shared knowledge about challenges and opportunities in our growing and changing neighborhoods that can inform collaborative decisions in the future.* They identified community priorities and facilitated community dialogue on land use, governance, parks and recreation, and transportation. This outreach work resulted in a Report and Recommendations document that included key findings about what was important to the neighborhood residents and a list of recommendations.



**Santa Clara-River Road Implementation Planning Team
(SCRRPT)**

SCRROL's Report and Recommendations included a recommendation to form a new advocacy group named the Santa Clara-River Road Implementation Planning Team (SCRRIPT), a task force to be composed of River Road and Santa Clara representatives to work on common goals. SCRRIPT would function similar to SCRROL but was created to be more proactive in advocating for specific solutions and implementing the goals identified by SCRROL.

Throughout the SCRROL and SCRRIPT planning initiatives, the community organizations dedicated countless volunteer hours in reaching out to and engaging neighbors. The results formed a foundation for the Neighborhood Plan.

Developing the Neighborhood Plan

SCRRIP and SCRROL, among other efforts by RRCO and SCCO, laid the foundation for the neighborhood planning process. Launched in fall 2017, neighborhood planning was a collaborative effort among the

RRCO and SCCO, the City of Eugene, Lane County, and other stakeholders throughout both neighborhoods to create a vision for growth and development in a manner that respects the area's unique characteristics and opportunities, which will guide decision-making in River Road and Santa Clara for decades to come. The process was guided by a project charter that outlined the decision-making structure, and a public involvement plan that focused on community outreach.

Project Roles

Early in the neighborhood planning process, City and County staff worked with the RRCO and SCCO to establish project roles and various technical and working groups. Some of these groups worked through the duration of the planning process, while others formed for a specific purpose during a particular phase. The roles of the primary groups included:

Community Organizations: RRCO and SCCO played an integral role in the development of the Neighborhood Plan, through all phases of the project. But their role doesn't end at adoption. Ongoing implementation of the Neighborhood Plan will include continued collaboration between the City, County, community partners, and the community organizations.

Project Management Team: The project management team consisted of the Community Advisory Committee (CAC) co-chairs, one from River Road and one from Santa Clara, and City and County Planning staff tasked with guiding the process, including coordination and communication with the community and key stakeholders.

Community Advisory Committee (CAC): The CAC consisted of 11 voting members, with two alternates, nominated by the RRCO and SCCO Boards and appointed by the Eugene Planning Commission to represent the varied voices of the two communities. The CAC included both residents and property owners, including a member representing areas outside Eugene's UGB. Representatives from special districts serving the community were also encouraged to participate in the process. The CAC committed to creating a Neighborhood Plan, adopted by the City and County, to advance the community vision of the River Road and Santa Clara neighborhoods while being consistent with Envision Eugene. The CAC acted as a representative body for the two neighborhoods and strived to weigh the varied input from residents, businesses, property owners, local appointed and elected officials, and RRCO and SCCO. The CAC employed the following principles:

- Be prepared and able to act in a deliberative, considerate, and civil manner
- Respect diverse community demographics and varied interests
- Weigh the perspectives and input of the whole community
- Practice decision-making that places the needs and desires of the entire neighborhood first

The CAC participated in outreach efforts and Topic Area Working Groups and led development of vision statements, goals, policies, and actions. The CAC worked collaboratively with staff to support the Neighborhood Plan's formal adoption process. The CAC made a final community recommendation, along with RRCO and SCCO, on the Neighborhood Plan adoption package.

Topic Area Working Groups: Topic Area Working Groups were ad hoc, flexible groups comprised of members of the public, RRCO and SCCO, and CAC members interested in diving deeper into specific Topic Area details. The groups worked with the CAC to translate community input on best outcomes for the future into vision statements, goals, policies, and actions. The working groups collaborated with the CAC, project management team, and Technical Advisory Committee to develop the plan and participated in outreach throughout the process.

City and County Coordination: The Technical Advisory Committee (TAC), comprised of City, County, and Lane Transit District staff, served as an advisory body to the project management team, CAC, and Topic Area Working Groups. The TAC included input from City and County staff who work on subjects such as transportation, parks, stormwater, economic development, and land use planning. The TAC provided technical support related to the Topic Areas, vetted ideas for feasibility in balance with local budgets and priorities and communicated how neighborhood-specific issues fit within the broader City or County context. Additionally, City and County coordination teams included local elected officials and City and County department executives who provided policy direction at critical junctures, as well as a connection with local decision-makers.

Planning Commissions: The Eugene and Lane County planning commissions provided feedback and guidance throughout the process, including reviewing and approving the project charter and public involvement plan, appointing CAC members, and providing feedback on the plan components, including land use code changes to support the Neighborhood Plan vision.

General Public: The neighborhood planning process included early and ongoing opportunities for the public and key stakeholders to share ideas, raise concerns, and provide feedback. Stakeholders included area property owners, residents, business owners and employees, advocacy groups, and public and non-profit organizations, among others. The project management team crafted a public engagement process that was:

- **Meaningful:** create a vision crafted with beauty, fun, warmth, and welcome
- **Accountable:** respond to ideas, critique, comments, and praise
- **Inclusive:** communicate with all stakeholders, including communicating with the under-represented, communicating outside of structured meetings, and communicating in ways that people understand and can relate to
- **Transparent:** make decisions public; share information in a variety of formats and places
- **Realistic:** inform about constraints, opportunities, and objectives
- **Outcome-oriented:** create a community-supported and Council-adopted neighborhood plan!

Early outreach focused on asking the community what they value in their neighborhoods now and about their hopes and visions for the future, which was used to inform development of the Neighborhood Plan. Outreach continued throughout each phase to share updates and gather feedback.

Planning Process Phases

The sections below summarize the six phases of the neighborhood planning process: Reaching Out, Neighborhood Visioning, Neighborhood Priorities, Policy Development, Action Planning, and Adoption. Each includes a summary of key stakeholder input and opportunities for public involvement.

Reaching Out Phase

In the summer of 2017, RRCO, SCCO, and staff began the ‘Reaching Out’ phase with three objectives:

1. Raise awareness about the project
2. Promote the fall communitywide kick-off event
3. Create opportunities for people to provide input on the future of their community

The project team began raising awareness about the project by meeting with neighbors throughout the community, attending more than 20 events in advance of the fall kick-off event. Nearly 400 people attended the kick-off event and participated in activities to identify what residents value about the area, as well as sharing their future hopes for the neighborhood. The project team made an effort to engage fresh voices, with outreach events specific to high school students, affordable housing residents, Spanish speakers, and rural residents in Santa Clara, in partnership with local community organizations. The project team also visited with over 300 neighborhood businesses.

Neighborhood Visioning and Neighborhood Priorities Phases

The Visioning and Priorities phases continued focusing on raising awareness of the project and asking the community what they valued in their neighborhoods as well as their hopes for the future. The CAC and the Topic Area Working Groups met monthly to compile and review the feedback received during the Reaching Out phase, recognizing the priorities and values heard during this process, as well as the many years of engagement done in the community by SCRROL and SCRRIP. Different themes emerged from the community feedback and the Neighborhood Plan began to develop around five main Topic Areas: Economic Development, Transportation, Parks and Natural Resources, Land Use, and Community. A vision for the future of the River Road and Santa Clara communities started to appear.

The CAC and Working Groups continued public outreach, including questionnaires, community forums, an online survey, and several targeted outreach events. Using this widespread input from the community, the CAC and Working Groups moved into the Policy Development phase and started crafting the vision statements, goals, and policies of the Neighborhood Plan.

Policy Development Phase

In this phase, work focused on drafting policies related to the vision and neighborhood priorities developed from community input. Throughout the Policy Development phase, Working Group meetings were held periodically and interested community members were welcome to attend. Policy writing was led by the CAC and supported by staff on the Technical Advisory Committee as well as Working Group members. The CAC hosted a “Policy Round-Up” and a “Planning in Action Open House” to engage the public in reviewing and prioritizing draft policies.

Additionally, the TAC completed a policy review to ensure the draft policies aligned with existing City and County policies. After initial community and staff review, the project team convened a Triple Bottom Line (TBL) Sounding Board meeting to provide a citywide perspective about the equity, environmental, and economic implications of proposed goals and policies in the Neighborhood Plan. The TBL Sounding Board communicated with City and County committees to keep them informed and engaged. The TBL Sounding Board included representatives from the following boards and commissions:

- Eugene Planning Commission
- Lane County Planning Commission
- Eugene Human Rights Commission
- Eugene Sustainability Commission
- Eugene Active Transportation Committee
- Intergovernmental Housing Policy Board
- Eugene Historic Review Board
- Eugene Budget Committee
- Eugene Neighborhood Leaders Council

In May 2019, the Eugene City Council approved utilizing the draft goals and policies as a platform for moving into the Action Planning Phase.

Action Planning Phase

The Action Planning Phase focused on drafting, evaluating and prioritizing actions to implement the draft policies. Refining the action items was a collaborative process among the CAC, Working Group members, and City, County, and partner agency staff to incorporate community and technical feedback. The project team hosted a variety of public outreach events to inform the Neighborhood Plan actions, including a City of Eugene Planning Division Project Fair at the Downtown Library, a ‘Pumpkin Pie and Planning’ event in the neighborhood, a series of small group discussions called ‘Neighborhood Conversations,’ and a second TBL Sounding Board Meeting.

The meetings provided the opportunity for groups of staff, volunteers, and community members to discuss elements of the land use changes; sharing support and reservations. In mid-March 2020, the COVID-19 pandemic hit and slowed down the engagement process. However, after receiving comprehensive feedback from previous engagement, the CAC continued to meet virtually on Zoom each month and refine the draft actions. The project team mailed postcards to specific properties, which included commercially zoned areas and key large church properties beyond the corridor that were targeted for potential zone changes/land use code changes to support potential future redevelopment. The postcards were intended to solicit feedback from tenants and property owners about these potential changes.

The RRCO and SCCO continued their review and provided input on the draft actions proposed in each Topic Area. In May 2021, the project team received direction from the Eugene City Council and Lane County Board of Commissioners to move into the Adoption Phase and to prepare a plan adoption package for community review.

Adoption Phase

In 2022, City staff offered a path to adoption that built on broad community agreement and the extensive engagement, collaboration, and community volunteer hours dedicated to the neighborhood

Exhibit A

planning process since 2017. The proposed path forward also recognized the challenges and changes faced between 2020 and 2022, including the COVID-19 pandemic, state mandates for other planning priorities, staff changes, and resource constraints. The project management team worked to refine a final adoption package, including a refined set of neighborhood-specific land use code amendments to achieve many of the land use goals outlined in the Plan. The River Road-Santa Clara Neighborhood Plan adoption package is comprised of the Neighborhood Plan document and neighborhood-specific code amendments addressing important topics like commercial development standards and transitions between commercial mixed-use and lower density residential areas. While not a part of the adoption package, the Action Plan, which acts as a non-regulatory guidance document, remains an important part of the planning effort.

In March 2023, the Community Advisory Committee approved bringing the neighborhood-specific code amendments out for community feedback, kicking-off the broader engagement process for the Adoption Phase. This engagement process included mailing postcards to all owners and residents of the River Road and Santa Clara neighborhoods which featured ways to engage during the adoption phase, including virtual information sessions, an in-person community event, a meeting toolkit, and an online feedback form. This community feedback helped inform recommendations from the CAC, RRCO, and SCCO and helped compile the adoption package before it went through the formal adoption process with City and County decision-makers.

River Road Corridor Study

One desired outcome of the Neighborhood Plan is to improve conditions along River Road, which is identified as a key transit corridor in Envision Eugene. The River Road Corridor Study was a concurrent planning process that integrated the Neighborhood Plan vision for active mixed-use neighborhood centers along the River Road corridor and a transportation system that is safe, accessible, affordable, environmentally responsible and transitions to zero carbon.

The River Road Corridor Study included an in-depth analysis of the River Road corridor, from Northwest Expressway to Hunsaker Lane, funded by a Federal Transit Administration grant awarded to Lane Transit District and the City of Eugene. The Corridor Study included stakeholder interviews, public workshops, economic and demographic research, and conceptual design work, which resulted in land use and multimodal recommendations to encourage mixed-use neighborhood centers and a variety of housing types; integrating how people get around, where they shop and live, and how the corridor looks and feels to support implementation of the community vision along River Road.

Recommendations from the River Road Corridor Study were incorporated into the Neighborhood Plan vision, goals, and policies, as well as the neighborhood-specific land use code amendments and the Action Plan. The string of pearls concept along River Road (illustrated in *Figure 1: River Road-Santa Clara Neighborhood Plan Map*) originated from this study.

Neighborhood Plan Visions, Goals, and Policies

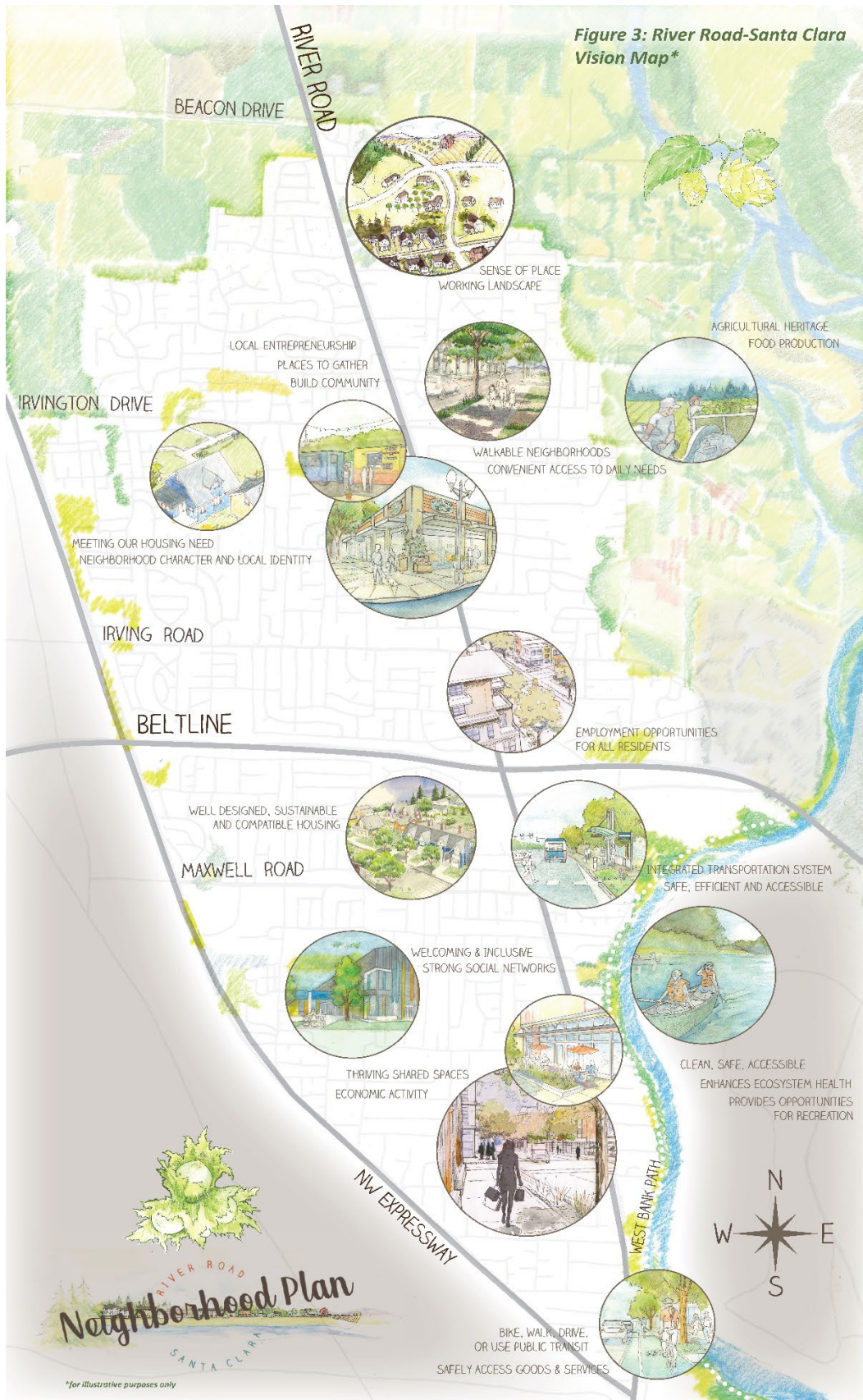


Exhibit A

Economic Development

VISION STATEMENT

ECONOMIC
DEVELOPMENT

The River Road and Santa Clara communities support sustainable economic development, a variety of employment opportunities for all residents, and local entrepreneurship. Economic activity, especially that of local businesses, contributes to a shared neighborhood identity, while providing places to gather and build community. Natural assets, such as the river and fertile soils, benefit local residents and support thriving businesses. Residents can safely access essential goods and services within a short distance from home.

Goal 1: Improve the neighborhood economy and empower local residents by encouraging the growth and creation of local businesses.

Policy 1.1 Incentives for Local Businesses: Help neighborhood businesses use existing local, regional, and state loan programs to support growth and creation of neighborhood businesses.

Policy 1.2 Neighborhood Assets: Support business development that utilizes neighborhood assets.

Policy 1.3 Patronage of Locally Owned Businesses: Encourage patronage of locally owned businesses through community organization efforts such as marketing, education, and events.

Policy 1.4 Regulatory Environment: Strive for a local regulatory environment that is supportive of economic development in line with neighborhood vision (such as creating small commercial nodes)

Goal 2: Promote redevelopment that enhances walkability and increases access to daily needs.¹

Policy 2.1 Vibrancy: Incentivize and support redevelopment that fosters active mixed-use neighborhood centers.

Policy 2.2 Small Business Development: Promote small business development that supports active mixed-use neighborhood centers by identifying local funding sources and continuing local outreach and assistance to small business owners.

Goal 3: Promote living wage employment opportunities within the neighborhood.

Policy 3.1 Residential Employment: Encourage businesses in residentially zoned areas at a scale that complements the surrounding neighborhood.

Policy 3.2 Employment Opportunities: Promote the creation of employment opportunities that offer a living wage.

¹ Examples of daily needs include grocery stores, pharmacies, and other necessary services.

Transportation

VISION STATEMENT

TRANSPORTATION

The integrated transportation system in River Road and Santa Clara is safe, efficient, and accessible for people of all ages, abilities, and socio-economic levels who choose to bike, walk, drive, or use public transit. This system supports redevelopment, economic opportunity, and affordable, convenient access to daily needs. The design of the transportation system enhances the sense of place and responds to the evolving needs of the community. Our transportation system is environmentally responsible and supports low carbon transportation options.

Goal 4: Implement a transportation system that is designed to be safe for all users.

Policy 4.1 Safety and Accessibility: Improve safety and accessibility for people walking, biking, and using mobility devices.

Policy 4.2 Riverfront Paths: Improve safety enhancements and amenities along riverfront shared use paths.

Goal 5: Promote a connected and efficient multi-modal transportation system that is equitable and affordable and addresses congestion on River Road.

Policy 5.1 Regional Transportation Network: Work towards convenient, equitable, and affordable access to a regional pedestrian, bicycle, transit, and vehicle network throughout the River Road and Santa Clara neighborhoods.

Policy 5.2 Transit: Support affordable public transit along River Road from the Urban Growth Boundary to the rest of Eugene in collaboration with Lane Transit District.

Policy 5.3 Active Transportation to Commercial Centers: Expand active transportation networks that connect neighborhoods to their adjacent commercial areas, schools, and community gathering spaces.

Policy 5.4 Traffic Management: Prioritize transportation infrastructure improvements to support the traffic flow and enhance safety objectives.

Policy 5.5 Public Right-of-Way Management: City and County will continue to cooperatively work towards addressing jurisdictional issues in the right of way, including parking, maintenance, street improvements, and annexation issues.

Goal 6: Plan for a transportation system that is future oriented, environmentally responsible, and transitions to zero carbon.

Policy 6.1 Zero Carbon: Transition transportation system toward zero carbon by prioritizing improvements that support seamless connections for switching between modes, active transportation options, ride sharing, and electric vehicle use.

Policy 6.2 Education and Youth Engagement: Educate current and future users of the transportation system about active transportation options and transit, tapping into existing resources like Safe Routes to School and City of Eugene youth recreation programs.

Policy 6.3 Future Transportation Needs: Support a transportation system that responds to the long-term needs of the River Road and Santa Clara neighborhoods.

Policy 6.4 Street Design: Apply appropriate design standards to address the distinct types of travel lanes typical of the River Road and Santa Clara neighborhoods, consistent with City and County guidelines.

Transportation Maps

The Existing and Future Transportation Maps on the following pages include City, County, and private streets and infrastructure, as well as planned improvements from the 2035 Eugene Transportation System Plan and Safe Routes to School program priorities. The Street Jurisdiction Map illustrates streets within the jurisdiction of the City and County.

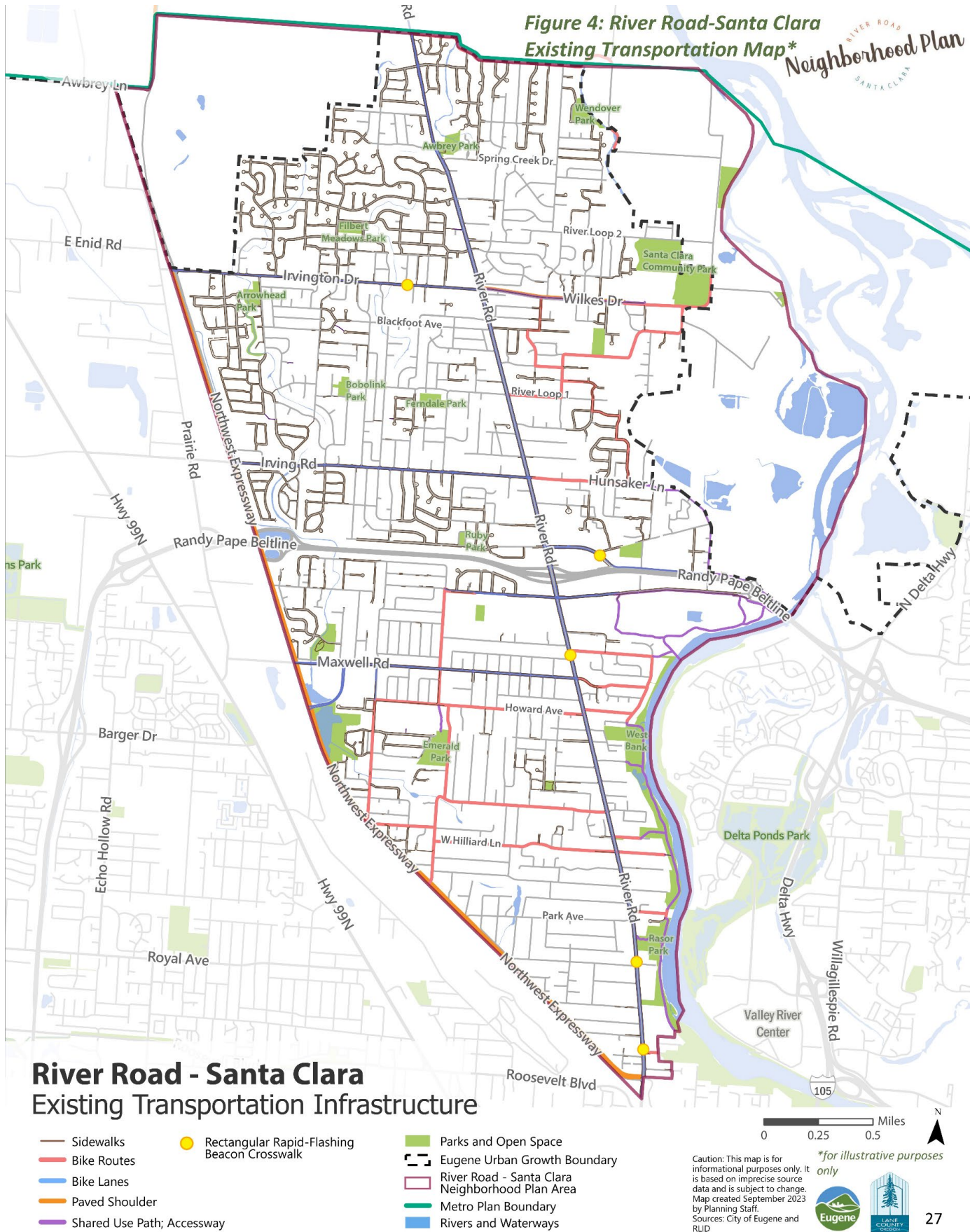


Exhibit A

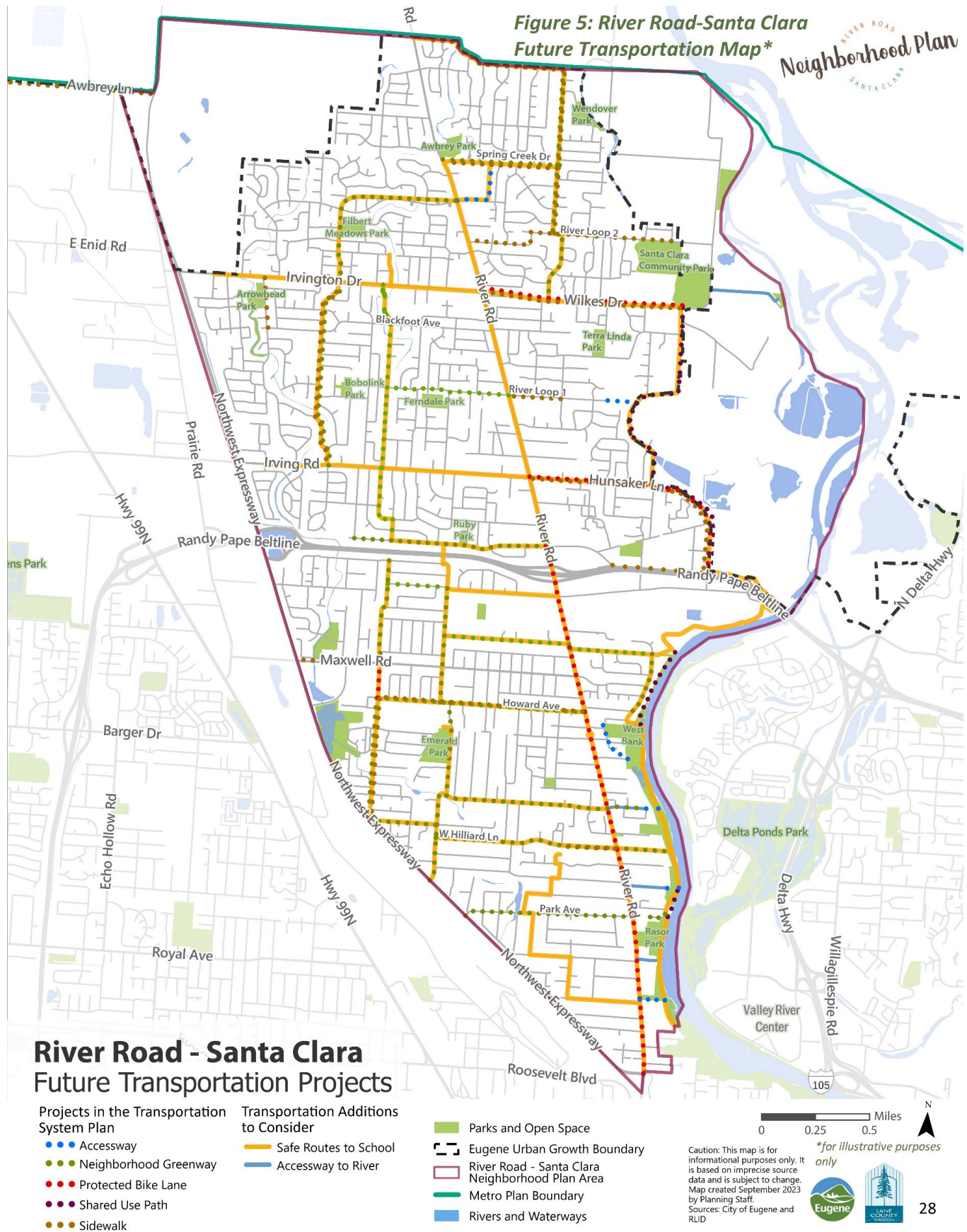
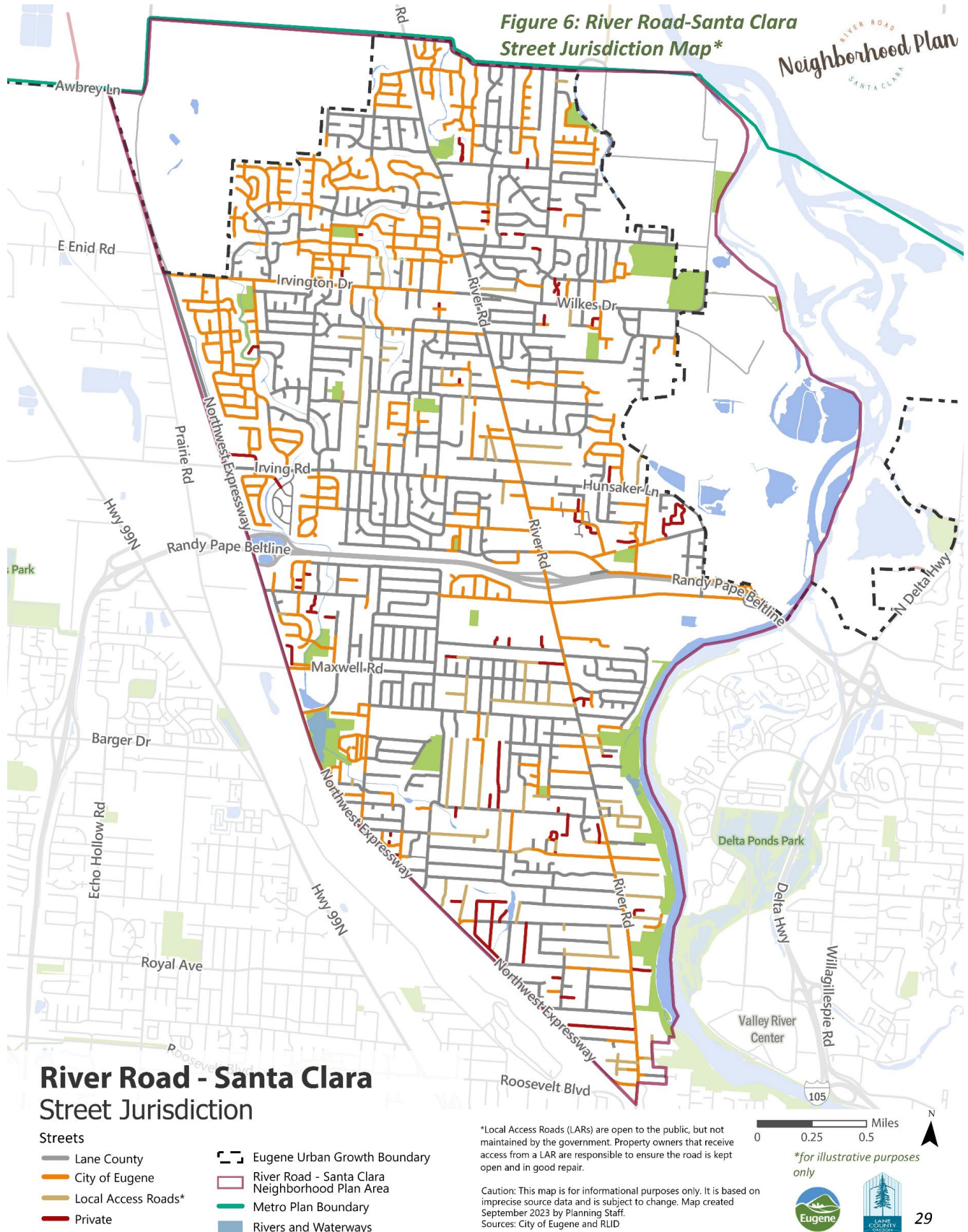


Exhibit A



Parks and Natural Resources

VISION STATEMENT

PARKS AND NATURAL RESOURCES

River Road and Santa Clara celebrate a rich diversity of private and shared green spaces, including parks and recreation facilities, natural areas that support native plants and wildlife, and farmland for food production. All residents have a clean, safe, accessible, and well-maintained park or recreation facility close to their home. Residents have access to the Willamette River, which is celebrated as a natural asset, a defining characteristic of both neighborhoods, and a statewide resource. Natural assets, such as the tree canopy, soils, and the watershed are protected for future generations and are highly valued and cared for as natural infrastructure that enhances ecosystem health, provides opportunities for recreation, and supports the working landscape.

Goal 7: Maintain and create natural areas which are healthy, thriving spaces that provide habitat for native species and function as natural infrastructure.

Policy 7.1 Stormwater Conveyances: Enhance natural stormwater conveyances to reduce pollution, increase infiltration, protect against flooding, and improve habitat.

Policy 7.2 Stormwater Education: Educate the public about the interconnectedness of function and safety in our natural stormwater system through City and community collaboration.

Policy 7.3 Habitat Corridors: Create new and enhance existing habitat corridors throughout the River Road and Santa Clara neighborhoods through community organizing and collaboration with local service providers to conduct outreach and education to property owners.

Policy 7.4 Public Natural Areas: Create new and enhance existing natural areas, including within the Willamette River Greenway, that are accessible to all residents.

Policy 7.5 Tree Canopy: Promote, conserve, protect, and improve our urban forest by preserving and planting street trees and encouraging private property owners to plant trees with education and incentives, consistent with Eugene's Urban Forestry program.

Goal 8: Provide neighborhood access to recreational opportunities, parks, and community centers.

Policy 8.1 Parks Access: Plan for all residents to have access to parks or publicly owned open space within one-half-mile walking distance of their residence.

Policy 8.2 Connectivity: Improve connectivity between parks, natural areas, and public open spaces.

Policy 8.3 Recreational Opportunities and Community Centers: Enhance equitable access to recreational opportunities and well-maintained community centers.

Goal 9: Make the Willamette River a vital, healthy, and accessible part of the neighborhoods.

Policy 9.1 Safe and Convenient Access: Provide safe and convenient access to the riverbank park system for people walking, biking, and using mobility devices.

Policy 9.2 Stewardship of the Willamette River Ecosystem: Work with the community and non-profit organizations to balance preservation and access to the river.

Policy 9.3 Recreational Uses: Promote accessible recreational uses along the Willamette River edge in partnership with local service providers to improve access to the river and provide amenities and programs.

Goal 10: Preserve agricultural land and open spaces within the Neighborhood Plan boundary.

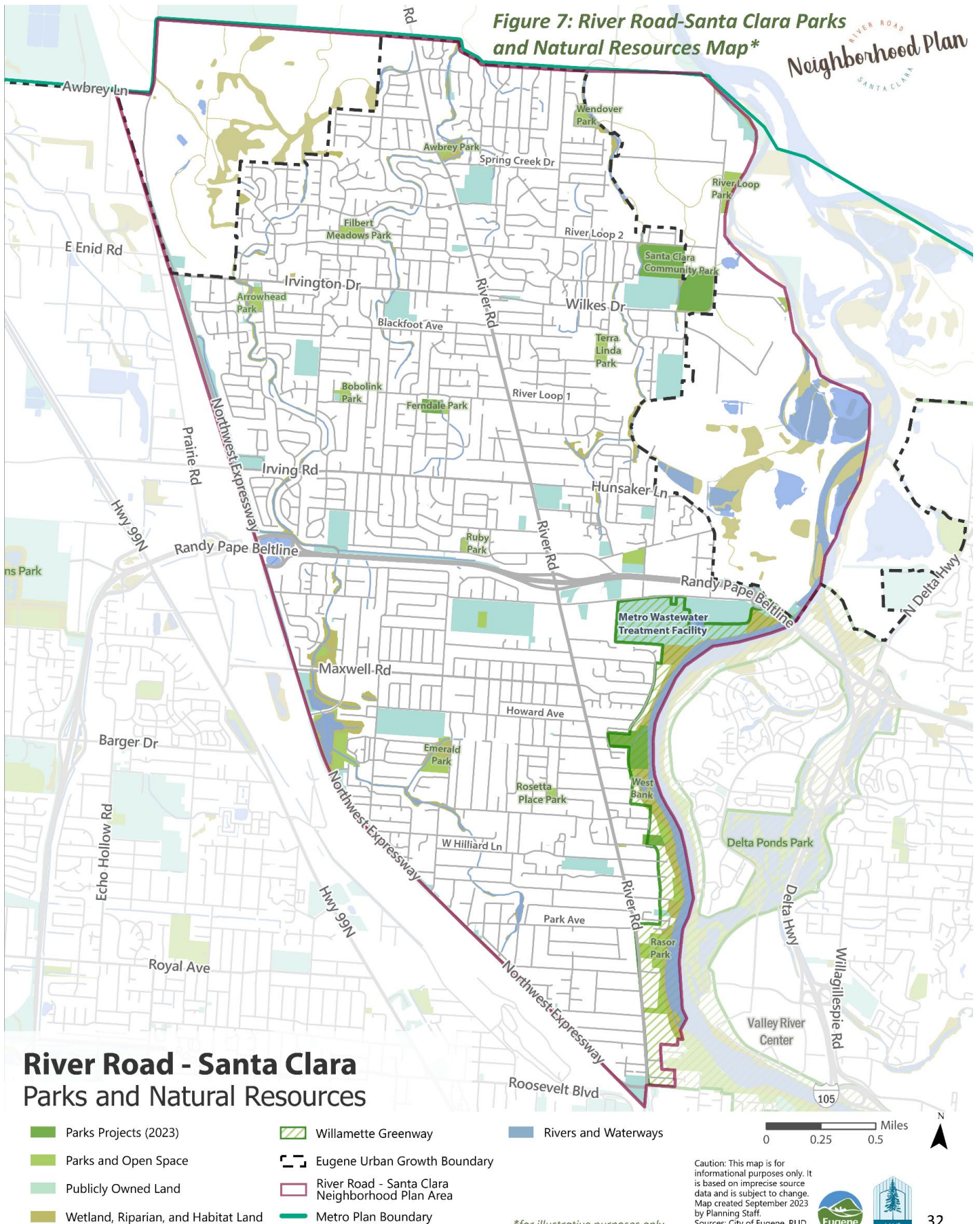
Policy 10.1 Agricultural Land Preservation outside the Eugene Urban Growth Boundary (UGB): Preserve high value farmland (Class 1 and Class 2 soils) outside the UGB for farm use, where feasible or as the state allows.

Policy 10.2 Open Space Preservation: Promote a network of publicly and privately-owned open space areas in collaboration with local service providers and private property owners.

Policy 10.3 Agricultural Enterprises within the UGB: Promote agricultural enterprises within the UGB through legislative updates to local land use regulations, incentives, and collaboration with private property owners.

Parks and Natural Resources Maps

The Parks and Natural Resources Map on the following page includes City of Eugene Parks and Open Space projects as of 2023, existing parks, open space, and public lands within the neighborhoods, and other wetland, riparian, and habitat resources.



Land Use

VISION STATEMENT

LAND USE

Land use in River Road and Santa Clara supports neighborhood character and local identity, including our long-standing agricultural heritage and high value soils. Our neighborhoods are walkable, with a range of housing types affordable to all residents. Abundant shops, services, and community spaces are served by a variety of transportation options. Strategic development and revitalization in more urban locations, especially the River Road corridor, helps maintain neighborhood character while meeting our housing and economic needs in a way that is environmentally responsible. Development is well designed, sustainable, and compatible with existing surroundings. Development adjacent to the Willamette River greenway improves safety, enhances access, and respects ecological functions.

Goal 11: Support development that is well designed and economically, socially, and environmentally sustainable.

Policy 11.1 Effective Public Process for Development: Encourage effective collaboration between developers, public agencies, and neighbors through legislative updates to local land use regulations.

Policy 11.2 Well Designed Built Environment: Update design standards through legislative updates to local land use regulations so that they provide for gradual transitions between different uses and scales and incorporate pedestrian scale design through building design, size, scale, and site layout requirements.

Policy 11.3 Well Designed Community Space: Help build a sense of community by using welcoming and well-designed public and private community space.

Policy 11.4 Green and Resilient Properties: Encourage actions on residential, commercial, and public properties that enhance food and energy production, water storage and conservation, and tree canopy through programs, incentives, and legislative updates to local land use regulations.

Goal 12: Plan for future housing that addresses the needs of the community.

Policy 12.1 Compatible Infill: Encourage innovative and creative housing options and infill, and incorporate pedestrian scale design through building design, size, scale, and site layout requirements through legislative updates to local land use regulations.

Policy 12.2 Affordable Availability: Plan for affordable and moderate-income housing throughout the River Road and Santa Clara neighborhoods through strategies, funding, partnerships, and execution of the City and County's housing plans.

Policy 12.3 Innovative Housing Strategies: Pursue innovative housing strategies through collaborative planning efforts between the River Road and Santa Clara neighborhood organizations, the City, the County, and local service providers.

Policy 12.4 Monitoring and Implementation: At five-year intervals after adoption of the Neighborhood Plan, City will use available data from the Growth Monitoring Program to measure the effectiveness of policies established in this plan. The River Road and Santa Clara Community Organizations will use the results to revise Action Plan priorities over time as work is completed and new community priorities are identified.

Goal 13: Support an active and accessible River Road corridor.

Policy 13.1 Key Areas for Development: Support more development and redevelopment in key areas for residential, commercial, and mixed-use development through legislative updates to local land use regulations.

Policy 13.2 Walkable Neighborhood Centers: Support walkable neighborhood centers where people can access transit, shopping, parks, schools, and public spaces within walking distance through legislative updates to local land use regulations.

Goal 14: Promote land use and development that protects and enhances neighborhood character.

Policy 14.1 Compatibility Transitions: Enhance compatibility through development standards such as height and scale transitions, setbacks, buffering with trees, and window offsets between adjacent properties that are zoned differently through legislative updates to local land use regulations.

Policy 14.2 Neighborhood Livability: Retain and enhance neighborhood livability, such as by mitigating noise, identifying and encouraging preservation of historical and cultural properties, and promoting green development and design at pedestrian scale.

Policy 14.3 Willamette River Compatibility: Encourage development that is less intense along the river by making legislative updates to local land use regulations that include additional standards to protect, maintain, preserve, and enhance the natural, scenic, historic, and recreational qualities of the Willamette River Greenway.

Community

VISION STATEMENT

COMMUNITY

The River Road and Santa Clara Neighborhoods exude a strong sense of place. They are welcoming and inclusive neighborhoods for people of all backgrounds. River Road and Santa Clara celebrate and nurture community unity and diverse cultures and honor the rich history of farming in the neighborhoods. The community recognizes the value of natural assets, such as the Willamette River and thriving shared spaces, such as parks, schools, and local businesses. Our neighborhoods are safe, resilient, and engaged, with strong social networks and reliable public services.

Goal 15: Foster a welcoming and inclusive community.

Policy 15.1 Welcoming and Inclusive: Promote a welcoming environment and inclusive approach to the work of the River Road and Santa Clara Community Organizations in collaboration with the City, County, and other local service providers such as schools and non-profit organizations.

Policy 15.2 Housing Affordability: Show community support for affordable housing opportunities in the neighborhoods.

Policy 15.3 The Unhoused Community: Advocate for housing and provide information to community members about housing services and social services available for people without stable housing.

Policy 15.4 Public Art: Support public art through public programs and community advocacy.

Goal 16: Foster collaborative relationships to build a stronger and more resilient community.

Policy 16.1 Communication and Outreach: Enhance communication and outreach capabilities of the River Road and Santa Clara Community Organizations by advocating for stable local funding to reach the entire neighborhoods.

Policy 16.2 Gathering and Learning Spaces: Enhance access to locations and opportunities for community gathering, sharing, and learning spaces for all residents in collaboration with neighborhood schools, businesses, and other community partners.

Policy 16.3 Community Engagement: Build and maintain resident engagement through neighborhood projects, outreach, empowering neighborhood volunteers, and applying for the City's Community and Neighborhood Matching Grants Program.

Policy 16.4 Resilience Networks: Build community support and participation in small scale resilience networks that help neighbors and businesses communicate, share resources, and prepare for emergencies.

Goal 17: Provide comprehensive public services and community resources that address the evolving needs of the community.

Policy 17.1 Address Present Confusion about Service Providers: Assist River Road and Santa Clara residents by providing information about current service providers so there is clarity about which agencies provide services where and how to contact them.

Policy 17.2 Essential Public Services (safety, water, fire): As neighborhoods evolve, strive for equitable provision of essential public services if amalgamation and/or transition of service providers is considered.

Policy 17.3 Community Resources: Work to expand parks and recreation services as well as library and cultural services in the River Road and Santa Clara neighborhoods.

Policy 17.4 Annexation: Annexation of the River Road and Santa Clara areas will occur only through strict application of state laws and local policies (e.g., ability to extend key urban facilities and services in a timely manner). In each case, Eugene will make every reasonable attempt to provide for annexation only on a voluntary basis and according to prior individual property annexation agreements.

Goal 18: Increase resilience in local food, water, and disaster preparedness systems necessary for human health and wellbeing.

Policy 18.1 Green Infrastructure: Invest in infrastructure development that is resilient to disasters, enhances food, water, and energy stability, and preserves ecosystem functions, as feasible.

Policy 18.2 Food Production and Storage: Promote home and neighborhood food production and storage through community education, outreach, programs, and legislative updates to local land use regulations.

Policy 18.3 Renewable Resources and Energy: Promote renewable resources and energy conservation to decrease reliance on public utility grid through community education, outreach, and incentives.

Policy 18.4 Neighborhood-wide Emergency Preparedness: Educate and prepare for natural disasters by increasing access to regular Community Emergency Response Team (CERT) training and through community volunteer efforts.

**Findings in Support of the Adoption of the
River Road-Santa Clara Neighborhood Plan
Metro Plan Amendments
City of Eugene and Lane County
(City File MA 23-5 and County File: 509-PA23-05532)**

Overview

The City of Eugene and Lane County, in collaboration with the River Road and Santa Clara Community Organizations and neighborhood volunteers, have been working together on an updated neighborhood plan that creates a vision for growth and development in a manner that respects the River Road-Santa Clara area's unique characteristics and opportunities.

The purpose of the amendments to the Eugene-Springfield Metropolitan Area General Plan (Metro Plan Amendments) is to adopt an updated neighborhood plan that:

- provides policy direction for City and County decision-makers as they consider future legislative actions
- guides City and County staff in:
 - formulating proposed changes to local land use regulations and other regulatory documents
 - developing other work programs and long-range planning projects
 - preparing budgets and capital improvement programs
- calls for collaboration as well as continued or additional efforts from the River Road and Santa Clara Community Organizations and other community partners

Metro Plan Amendments

The proposal involves a Type II Metro Plan Amendment pursuant to EC 9.7705(2)(b) to:

- adopt the new River Road- Santa Clara Neighborhood Plan as a refinement of the *Eugene-Springfield Metropolitan Area General Plan* (Metro Plan);
- remove Chapter II Section F from the Metro Plan as well as references to the section in the Table of Contents and Chapter II Introduction of the Metro Plan;
- Amend Appendix B to the Metro Plan to add a reference to the new River Road- Santa Clara Neighborhood Plan.

The proposed River Road-Santa Clara Neighborhood Plan (Neighborhood Plan) creates a vision for growth and development in a manner that respects the area's unique characteristics and opportunities and includes vision statements, goals, and policies that reflect community values, aspirations, and priorities expressed during outreach. The Neighborhood Plan provides policy direction for City and County decision-makers as they consider future legislative actions, and guides City and County staff in formulating proposed changes to local land use regulations and other regulatory documents, developing other work programs and long-range planning projects, and preparing budgets and capital improvement programs. The Neighborhood Plan also calls for collaboration and continued or additional efforts and advocacy from the River Road and Santa Clara Community Organizations and other community partners. In addition to the Neighborhood Plan, a non-regulatory Action Plan was developed with input from the community; however, the Action Plan is not a land use plan, is not regulatory in nature, and will not be

adopted by either the Eugene City Council or the Lane County Board of Commissioners. As such, these findings need not and do not address compliance of the Action Plan with land use approval criteria.

In 1980, the Oregon Environmental Quality Commission (EQC) concluded that a public health hazard existed for people using the River-Road Santa Clara aquifer, resulting from ground water contamination from individual septic tank disposal systems. As part of the acknowledgment process for the 1982 Metro Plan, the Oregon Land Conservation and Development Commission provided direction that an urban services plan be developed for both River Road and Santa Clara and that City of Eugene provide those services. This direction was memorialized in the text of the 1982 Metro Plan. After the 1987 River Road-Santa Clara Urban Facilities Plan was adopted, the River Road-Santa Clara specific text in the Metro Plan was revised in 1987 to reflect adoption of the Urban Facilities Plan, and moved into Chapter II Section F of the Metro Plan, “River Road and Santa Clara Goals, Findings, Objectives, and Policies,” with the intention that the policies would lead to the delivery of urban services to the River Road and Santa Clara areas, most specifically wastewater service. The 1987 Urban Facilities Plan policies address the extension of wastewater service to the River Road-Santa Clara area in order to address the groundwater pollution problem. Policies were also added to Chapter II Section F of the Metro Plan that addressed extension of wastewater service to the area. Since the 1987 Urban Facilities Plan and the Chapter II Section F Metro Plan policies were adopted, additional planning tools have been made available for planning for wastewater and other urban services; for example, Eugene’s Wastewater Master Plan, the City’s Capital Improvement Program, and the regional Public Facilities and Services Plan. Consistent with the policy direction contained in the 1987 Urban Facilities Plan and Chapter II Section F of the Metro Plan, wastewater has been extended throughout the River Road-Santa Clara area. As a result, the properties in the River Road and Santa Clara basins are fully served with wastewater service, with the exception of the eastern fringe, and some limited in-fill. For these reasons, the policies in Chapter II Section F from the Metro Plan are no longer necessary and are proposed for removal.

Additionally, a set of proposed amendments to the City of Eugene’s Land Use Code which would apply within portions of the River Road and Santa Clara areas that are within the city limits are also included in the proposed adoption package. The Code Amendments only apply within the City of Eugene and therefore will only be adopted by the City of Eugene. The proposed code amendments are not addressed in these findings. The Eugene City Council will adopt a separate ordinance and a separate set of findings in order to approve the proposed code amendments. These findings only address the Metro Plan Amendments that must be adopted by both the Eugene City Council and the Lane County Board of Commissioners.

Metro Plan Amendment Criteria

City of Eugene Criteria

EC 9.7735 Metro Plan Amendments – Criteria for Approval.

- (1) The proposed amendment is consistent with the relevant Statewide Planning Goals; and**
- (2) The proposed amendment does not make the Metro Plan internally inconsistent; and**
- (3) When the city-specific local comprehensive plan also applies, the proposed amendment is consistent with the city-specific local comprehensive plan.**

Lane County Criteria

LC 12.300.030 Metro Plan Amendment Criteria

The following criteria will be applied by the Board of Commissioners and other applicable governing body or bodies in approving or denying a Metro Plan amendment application:

- A. The proposed amendment is consistent with the relevant Statewide Planning Goals; and
- B. The proposed amendment does not make the Metro Plan internally inconsistent.

Consistency with Statewide Planning Goals

City of Eugene Criteria

EC 9.7735 Metro Plan Amendments – Criteria for Approval.

- (1) The proposed amendment is consistent with the relevant Statewide Planning Goals

Lane County Criteria

LC 12.300.030 Metro Plan Amendment Criteria

- A. The proposed amendment is consistent with the relevant Statewide Planning Goals

Statewide Planning Goal 1 – Citizen Involvement. To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.

The City's and County's acknowledged procedures for adoption of legislative land use decisions, located in sections 9.7700 through 9.7735 (Metro Plan Amendment Procedures) of the Eugene Code, 1971, and sections 12.300.005 through 12.300.035 (Eugene-Springfield Metropolitan Area General Plan Element) of the Lane County Code, ensure the opportunity for community members to be involved in all phases of the legislative land use decision process and set out the requirements for such involvement.

These Metro Plan amendments do not amend or affect either jurisdiction's state acknowledged citizen involvement program. As addressed below, the process for adopting these Metro Plan amendments complies with Goal 1 because it is consistent with the citizen involvement provisions cited above.

The City's citizen involvement program is adopted into the Eugene Code. The County's citizen involvement program is adopted into the county regulations applicable to the Eugene urban transition area (the area outside the city limits but within the urban growth boundary) and the Lane Code. Both the City and County regulations include a formal land use review procedure with public notification, meetings, and hearings. The public engagement actions for the neighborhood planning work were completed consistently with the City's and County's acknowledged citizen involvement programs and went beyond the requirements of those programs to ensure that citizens had opportunities to be involved in the process.

This package of Metro Plan amendments has been the subject of extensive public involvement over the course of several years. The document titled *River Road-Santa Clara Neighborhood Plan Engagement Summary* attached to these Findings as Appendix 1 and hereby adopted as additional findings of compliance with Goal 1, summarizes the public engagement efforts used to educate the public and

obtain feedback on the River Road-Santa Clara Neighborhood Plan throughout each phase of the planning process.

A final round of community engagement took place during the adoption phase, leading up to the pre-adoption notice provided to the Department of Land Conservation and Development. In March 2023, the Neighborhood Plan's Community Advisory Committee approved bringing the draft Neighborhood Plan, a non-regulatory Action Plan, and neighborhood-specific code amendments out for community feedback, kicking-off the broader engagement process for the adoption phase. Updated drafts of the Neighborhood Plan, Action Plan, and the neighborhood-specific code amendments were published to the project website and the project's Engage Eugene site, part of the City of Eugene's online engagement platform.

Project staff distributed information about the neighborhood planning process and the adoption process through a variety of digital media, including the project website, Engage Eugene webpage, social media, and e-newsletters from the City Planning Division and both community organizations. Project staff also developed summary documents and graphics that were made available online and at in-person events.

In early May 2023, project staff mailed a postcard to all property owners and residents of the River Road and Santa Clara neighborhoods, approximately 16,800 people. The postcard featured ways to engage during the adoption phase, including virtual information sessions, an in-person community event, a meeting toolkit, and an online feedback form.

A joint public hearing on the proposed River Road-Santa Clara Neighborhood Plan was held by the Eugene and Lane County Planning Commissions on October 17, 2023. Consistent with City and County code requirements, the Planning Commissions' joint public hearing on the proposal was duly noticed to all neighborhood organizations in Eugene as well as community groups and individuals who requested notice. Notices were provided at the following times:

September 12, 2023:	The City's proposed River Road-Santa Clara neighborhood-specific code amendments, the City and County's proposed Metro Plan amendments, and notice of the Joint Planning Commission public hearing on the amendments were filed with the Oregon Department of Land Conservation and Development.
September 15, 2023:	Notice of the Joint Planning Commission public hearing on the proposed amendments was mailed to the parties listed in section 9.7725 and 9.7520(2) of the Eugene Code and to the individuals and entities on the City's interested parties list.
September 22, 2023:	Notice of the Joint Planning Commission public hearing was published in the Register Guard Newspaper.
October 17, 2023:	The Eugene and Lane County Planning Commissions held a joint public hearing on the proposed Metro Plan Amendments and the Eugene Planning Commission held a public hearing on the proposed Land Use Code Amendments.

A joint public hearing on the proposed River Road-Santa Clara Neighborhood Plan was held by the Eugene City Council and Lane County Board of Commissioners on March 12, 2024. Consistent with City and County code requirements, the City Council and Board of Commissioner's joint public hearing on the proposal was duly noticed to all neighborhood organizations in Eugene as well as community groups and individuals who requested notice.

In addition, information concerning the River Road-Santa Clara Neighborhood Plan, including the dates of the public hearings and instructions on how to submit testimony, was posted on the City of Eugene website and project updates were provided via email to the Planning Division e-newsletter that is sent to over 17,000 subscribers, as well as to the River Road-Santa Clara Neighborhood Plan interested parties list which includes over 1,600 subscribers.

These processes afforded ample opportunity for citizen involvement; therefore, the Metro Plan amendments are consistent with Statewide Planning Goal 1.

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

Guiding land use processes and a policy framework for the lands within the Eugene city limits exist within the *Metro Plan*, the *Envision Eugene Comprehensive Plan*, adopted Refinement Plans, and Chapter 9 of the Eugene Code. Guiding land use processes and a policy framework for lands outside the city limits but within the *Metro Plan* boundary exist within the *Metro Plan* and Chapter 12 of the Lane Code.

The Eugene and Lane County codes specify the procedures and criteria that were used in considering these Metro Plan amendments. These findings and the record for this land use decision show that there is an adequate factual base for the amendments. The River Road and Santa Clara Community Organizations, City of Eugene and Lane County staff, consultants and neighborhood volunteers have worked together since fall 2017 to create a neighborhood plan with a vision for growth and development in a manner that respects the area's unique characteristics and opportunities, which will guide decision-making in River Road and Santa Clara for decades to come. The Neighborhood Plan reflects the community values, aspirations, and priorities expressed during outreach.

The Goal 2 coordination requirement is met when the City of Eugene and Lane County engage in an exchange, or invite an exchange, between the City, County and any affected governmental unit and when the City and County use the information obtained in the exchange to balance the needs of their constituents. In addition to the City and County's collaboration on these amendments, the City and County engaged in an exchange about the subject of these amendments with affected local government units. Specifically, the City and County provided notice of the proposed action and opportunity to comment to the Oregon Department of Land Conservation and Development, the City of Springfield, and special districts including the River Road Water District, River Road Parks and Recreation District, Santa Clara Water District, Junction City Water Control District, Santa Clara Rural Fire Protection District, Lane Fire Authority, and Lane Transit District. There are no exceptions to Statewide Planning Goal 2

required for these amendments. Therefore, the amendments are consistent with Statewide Planning Goal 2.

Statewide Planning Goal 3 – Agricultural Lands. To preserve agricultural lands.

The Metro Plan amendments do not change the zoning or plan designation for any lands designated by the comprehensive plan for agricultural use. To the extent that there are properties within the Neighborhood Plan Area that are currently designated and/or zoned for agricultural use, the Metro Plan amendments do not change the zoning or designation of those properties or force a discontinuance of agricultural practices. For these reasons, the amendments are consistent with Statewide Planning Goal 3.

Additionally, the Metro Plan amendments are consistent with Statewide Planning Goal 3 because the Neighborhood Plan includes goals and policies intended to preserve agricultural lands and practices, including: Goal 10, “Preserve agricultural land and open spaces within the Neighborhood Plan boundary;” and Policy 10.1 provides “Agricultural Land Preservation Outside the Eugene Urban Growth Boundary (UGB): Preserve high value farmland (Class 1 and Class 2 soils) outside the UGB for farm use, where feasible or as the state allows.”

Statewide Planning Goal 4 – Forest Lands. To conserve forest lands.

The amendments do not affect any lands designated by the comprehensive plan for forest use. The amendments are therefore consistent with Statewide Planning Goal 4.

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

OAR 660-023-0250(3) provides: Local governments are not required to apply Goal 5 in consideration of a PAPA [Post Acknowledgement Plan Amendment] unless the PAPA affects a Goal 5 resource. For purposes of this section, a PAPA would affect a Goal 5 resource only if:

- (a) The PAPA creates or amends a resource list or a portion of an acknowledged plan or land use regulation adopted in order to protect a significant Goal 5 resource or to address specific requirements of Goal 5;*
- (b) The PAPA allows new uses that could be conflicting uses with a particular significant Goal 5 resource site on an acknowledged resource list; or*
- (c) The PAPA amends an acknowledged UGB and factual information is submitted demonstrating that a resource site, or the impact areas of such a site, is included in the amended UGB area.*

These Metro Plan amendments do not create or amend the City’s or County’s list of Goal 5 resources, do not amend a code provision adopted to protect a significant Goal 5 resource or to address specific requirements of Goal 5, do not allow new uses that could be conflicting uses with a significant Goal 5 resource site, and do not amend the acknowledged urban growth boundary. For these reasons, the

amendments are consistent with Statewide Planning Goal 5.

Additionally, the Metro Plan amendments are consistent with Statewide Planning Goal 5 because the Neighborhood Plan includes goals and policies that are intended to conserve open space and protect natural and historic resources, including: Goal 7, “Maintain and create natural areas which are healthy, thriving spaces that provide habitat for native species and function as natural infrastructure;” and Policy 7.4 “Public Natural Areas: Create new and enhance existing natural areas, including within the Willamette River Greenway, that are accessible to all residents.”

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

Goal 6 addresses waste and process discharges from development, and is aimed at protecting air, water and land from impacts from those discharges. The Metro Plan amendments will remove Chapter II Section F from the Metro Plan, which to a large extent focuses on sanitary sewer service in the River Road Santa Clara area.

In the 1980’s, after a groundwater pollution problem became apparent in the River Road Santa Clara area, the City accepted responsibility for providing sewer service to River Road and Santa Clara to address the health hazard and remedy the situation. The policies in Chapter II Section F of the Metro Plan focus on the provision of a wastewater system and implementation of the River Road-Santa Clara Urban Facilities Plan (1987). The implementation piece of the Urban Facilities Plan related to providing sewers to the River Road-Santa Clara area has been executed and removing Chapter II Section F from the Metro Plan will have no impact on the provision of wastewater service and will not negatively affect the quality of the water resources of the state.

The City of Eugene’s 2020 Wastewater Master Plan states that, “With the exception of the eastern fringe, and some limited in-fill, the properties in the River Road and Santa Clara basins are fully served.” The Wastewater Master Plan also notes that much of the wastewater lines in the River Road and Santa Clara basins have been built since the 1980’s and 1990’s, “The River Road basin includes nine sub-basins, all south of the Beltline Highway between the Willamette River and Northwest Expressway. With the exception of the West Bank interceptor built in 1951, the 48 miles of wastewater lines in this basin were built since 1971. Of those 48 miles, 37 miles were built since 1990. The Santa Clara basin includes 10 sub-basins, all north of Beltline and east of Northwest Expressway. The majority of the 82-mile system has been built since 1980.”

These Metro Plan amendments do not affect other existing regulations or adopted plan provisions for protection of air, water, and land resources. Therefore, the amendments are consistent with Statewide Planning Goal 6.

Statewide Planning Goal 7 - Areas Subject to Natural Disasters and Hazards. To protect life and property from natural disasters and hazards.

Goal 7 requires that local government planning programs include provisions to protect people and property from natural hazards such as floods, landslides, wildfires and earthquakes and related hazards.

The City and County protect people and property from natural hazards through various land use and building code requirements. The Metro Plan amendments do not make changes to adopted policies or regulations that protect people and property from natural hazards.

Based on these findings, the amendments are consistent with Statewide Planning Goal 7.

Statewide Planning Goal 8 - Recreational Needs. To satisfy the recreational needs of the citizens of the state and visitors, and where appropriate, to provide for the siting of necessary recreational facilities including destination resorts.

Goal 8 ensures that recreational facilities are provided to Oregon residents and is primarily concerned with the provision of recreational facilities in non-urban areas of the state. These amendments do not affect the City's or County's provisions for, or access to, recreation areas, facilities, or recreational opportunities. Therefore, the amendments are consistent with Statewide Planning Goal 8.

Additionally, the amendments are consistent with Statewide Planning Goal 8 because the Neighborhood Plan contains goals and policies related to providing parks access, connectivity, promoting recreational uses along the river, and expanding parks and recreation services. For example, the Neighborhood Plan's Goal 8 states, "Provide neighborhood access to recreational opportunities, parks, and community centers." Goal 8 is supported by multiple policies, including Policy 8.3, "Recreational Opportunities and Community Centers: Enhance equitable access to recreational opportunities and well-maintained community centers."

Statewide Planning Goal 9 - Economic Development. To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens.

Goal 9 requires local governments to evaluate the supply and demand of commercial land relative to community economic objectives. Goal 9 and Chapter 660, division 009 of the Oregon Administrative Rules, which implements the requirements of Goal 9, require the City and County to provide, within the UGB, through their adopted comprehensive plans, at least an adequate supply of sites of suitable sizes, types, locations, and service levels for a variety of industrial and commercial uses. This need was addressed when the City and County adopted a Eugene-specific UGB in 2017, which included an expansion for industrial land. The Envision Eugene Employment Land Supply Study includes an acknowledged inventory of land for economic growth and activity in Eugene's UGB. That inventory is expected to address the City's needs for such land through 2032. Chapter 660, division 009 of the Oregon Administrative Rules does not require or restrict planning for industrial and other employment uses outside urban growth boundaries. The City's and County's policies pertaining to employment are housed in their relevant comprehensive plans. These amendments will not rezone or redesignate any properties and do not impact the supply of industrial or commercial lands. Therefore, the amendments are consistent with Statewide Planning Goal 9.

Additionally, the amendments are consistent with Statewide Planning Goal 9 because the Neighborhood Plan contains vision, goals, and policies related to economic development. Economic development is

one of five topic areas included in the Neighborhood Plan. The Plan's goals aim to encourage the growth and creation of local businesses, promote redevelopment and mixed-use buildings, and create employment opportunities that offer a living wage.

Statewide Planning Goal 10 – Housing. To provide for the housing needs of citizens of the state.

Goal 10 requires local governments to provide an adequate supply of buildable land within the UGB to accommodate their city's estimated housing needs for a 20-year planning period. When the City and County approved Eugene's UGB in 2017, they adopted, and received State acknowledgement of a 20-year inventory of buildable lands for residential use. The Envision Eugene Residential Land Supply Study (2012-2032) was adopted in 2017 as a refinement of the *Envision Eugene Comprehensive Plan* and complies with the requirements of Goal 10 and Chapter 660, Division 008 of the Oregon Administrative Rules.

The Envision Eugene Residential Land Supply Study includes an inventory of buildable lands for residential use. According to the Residential Land Supply Study, there is sufficient buildable residential land within Eugene's acknowledged urban growth boundary to meet the identified land need. These amendments do not impact the supply of residential buildable land within Eugene's UGB. No land is being re-designated from a residential use to a non-residential use, and the amendments do not otherwise diminish the amount of land available for residential use.

Goal 10 also requires local governments to conduct a Housing Needs Analysis (HNA) to assess whether their estimated housing needs for a 20-year planning period can be satisfied within the UGB. The Envision Eugene Residential Land Supply Study (2017) includes an HNA. These amendments do not impact the supply of residential buildable lands or affect the estimated housing needs within Eugene's UGB. Therefore, the amendments are consistent with Statewide Planning Goal 10.

Additionally, the amendments are consistent with Statewide Planning Goal 10 because the Neighborhood Plan contains goals and policies related to housing needs. For example, Goal 12 of the Neighborhood Plan reads, "Plan for future housing that addresses the needs of the community." Policies also highlight planning for affordable housing and pursuing innovative housing strategies.

Statewide Planning Goal 11 – Public Facilities and Services. To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.

Goal 11 requires that urban development be supported by urban facilities and services. Goal 11 and ORS 197.712 require a public facilities plan for water, sewer and transportation services within Eugene's UGB. The Land Conservation and Development Commission has acknowledged the *Eugene-Springfield Metropolitan Area Public Facilities and Services Plan* (PFSP) as the public facilities plan for wastewater, water and stormwater facilities within Eugene's UGB. The PFSP is a refinement plan of the Metro Plan, adopted by Lane County, the City of Eugene, and the City of Springfield. The *Eugene 2035 Transportation System Plan* is the transportation element of Eugene's comprehensive land use plan, applies within Eugene's UGB, and was designed to support the *Envision Eugene* project, the community's evolving plan for how Eugene will grow for the next 20 years. Transportation planning is addressed under Goal 12, below.

These Metro Plan amendments do not affect the planning or development of future public facilities or services. The amendments do not make changes to the provision of public facilities and services within Eugene's UGB or to the currently adopted *Eugene/Springfield Public Facilities and Services Plan (PFSP)*. Consistent with the PFSP, the City will continue to plan and develop public facilities to support the land uses designated in the City's acknowledged comprehensive plan, for lands located within Eugene's UGB. The amendments are consistent with Statewide Planning Goal 11.

The City of Eugene updated the PFSP during the adoption of Eugene Urban Growth Boundary in 2017 to ensure that all lands within the UGB could be served.

These Metro Plan amendments will remove Chapter II Section F from the Metro Plan, which to a large extent focuses on the provision of sanitary sewer service in the River Road Santa Clara area. In the 1980's, after a groundwater pollution problem became apparent in the area, the City accepted responsibility for providing sewer service to River Road and Santa Clara to address the health hazard and remedy the situation. The implementation of the River Road-Santa Clara Urban Facilities Plan (1987) related to providing sewers to the River Road-Santa Clara area has been executed and removing the related policies in Chapter II Section F of the Metro Plan will have no impact on the provision of wastewater service to the area or on the current PFSP (which was adopted in 2001, subsequent to the groundwater pollution problems and the Urban Facilities Plan).

The City of Eugene's 2020 Wastewater Master Plan states that, "With the exception of the eastern fringe, and some limited in-fill, the properties in the River Road and Santa Clara basins are fully served." The Wastewater Master Plan also notes that much of the wastewater lines in the River Road and Santa Clara basins have been built since the 1980's and 1990's, "The River Road basin includes nine sub-basins, all south of the Beltline Highway between the Willamette River and Northwest Expressway. With the exception of the West Bank interceptor built in 1951, the 48 miles of wastewater lines in this basin were built since 1971. Of those 48 miles, 37 miles were built since 1990. The Santa Clara basin includes 10 sub-basins, all north of Beltline and east of Northwest Expressway. The majority of the 82-mile system has been built since 1980."

The implementation piece of the Urban Facilities Plan related to providing sewers to the River Road-Santa Clara area has been executed and removing Chapter II Section F from the Metro Plan will have no impact on the provision of public services and facilities or the current PFSP. Based on these findings, these amendments are consistent with Statewide Planning Goal 11.

Statewide Planning Goal 12 – Transportation. To provide and encourage a safe, convenient and economic transportation system.

The Transportation Planning Rule (OAR 660-012-0060) contains the following requirement:

- (1) *If an amendment to a functional plan, an acknowledged comprehensive plan, or a land use regulation (including a zoning map) would significantly affect an existing or planned transportation facility, then the local government must put in place measures as provided in section (2) of this rule, unless the amendment is allowed under section (3), (9) or (10) of this rule. A plan or land use regulation amendment significantly affects a transportation facility if it would:*

- (a) *Change the functional classification of an existing or planned transportation facility (exclusive of correction of map errors in an adopted plan);*
- (b) *Change standards implementing a functional classification system; or*
- (c) *Result in any of the effects listed in paragraphs (A) through (C) of this subsection based on projected conditions measured at the end of the planning period identified in the adopted TSP. As part of evaluating projected conditions, the amount of traffic projected to be generated within the area of the amendment may be reduced if the amendment includes an enforceable, ongoing requirement that would demonstrably limit traffic generation, including, but not limited to, transportation demand management. This reduction may diminish or completely eliminate the significant effect of the amendment.*
 - (A) *Types or levels of travel or access that are inconsistent with the functional classification of an existing or planned transportation facility;*
 - (B) *Degrade the performance of an existing or planned transportation facility such that it would not meet the performance standards identified in the TSP or comprehensive plan; or*
 - (C) *Degrade the performance of an existing or planned transportation facility that is otherwise projected to not meet the performance standards identified in the TSP or comprehensive plan.*

The State's Transportation Planning Rule requires that land use changes that would significantly affect a transportation facility provide mitigation measures to address the anticipated impacts. The Metro Plan amendments will not significantly affect a planned or existing transportation facility, and no changes to existing, adopted land use designations or zoning of properties are proposed. The amendments will not change the functional classification of an existing or planned transportation facility, nor will they change any standards implementing a functional classification system. Further, because the Metro Plan amendments do not alter or affect allowed land uses, the amendments will not result in levels of travel or access which are inconsistent with the functional classification of an existing or planned transportation facility or degrade the performance standards of an existing or planned transportation facility so that it will not meet the performance standards identified in the *Eugene 2035 Transportation System Plan*, or *Lane County Transportation System Plan*, the City's and County's respective adopted transportation system plans. Therefore, the Metro Plan amendments are consistent with Statewide Planning Goal 12.

Additionally, the amendments are consistent with Statewide Planning Goal 12 because the Neighborhood Plan includes vision, goals, and policies related to transportation. Transportation is one of five topic areas that the Neighborhood Plan focuses on. The Plan's goals aim to implement a transportation system that is safe for all users, is efficient, equitable, and affordable as well as future oriented and environmentally responsible.

Statewide Planning Goal 13 – Energy Conservation. To conserve energy.

Goal 13 provides guidance on the management of land and land uses to maximize the conservation of energy. Consistent with the language of Goal 13, the Neighborhood Plan includes a policy related to

renewable resources and energy that reads, “Promote renewable resources and energy conservation to decrease reliance on public utility grid through community education, outreach, and incentives.” The amendments do not change any local energy policy or implementing provisions. Therefore, the amendments are consistent with Statewide Planning Goal 13.

Statewide Planning Goal 14 – Urbanization. To provide for an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities.

Goal 14 requires cities to plan for urbanization within an urban growth boundary. The Neighborhood Plan Boundary includes urban, rural, and urban transition areas, but the Metro Plan amendments will not change any zoning, plan designations, or annexation procedures applicable to properties within the Neighborhood Plan boundary nor do they amend the acknowledged urban growth boundary.

The Metro Plan amendments include removing a policy related to annexation in the River Road and Santa Clara areas from the Metro Plan; however, this policy is now included verbatim in the Neighborhood Plan. This policy reads, “Annexation of the River Road and Santa Clara areas will occur only through strict application of state laws and local policies (e.g., ability to extend key urban facilities and services in a timely manner). In each case, Eugene will make every reasonable attempt to provide for annexation only on a voluntary basis and according to prior individual property annexation agreements.” The Metro Plan amendments will not change any annexation procedures and will not force County residents to annex into the City.

These amendments do not affect the City and County’s provisions regarding the transition of land from rural to urban uses. Therefore, the amendments are consistent with Statewide Planning Goal 14.

Statewide Planning Goal 15 – Willamette Greenway. To protect, conserve, enhance and maintain the natural, scenic, historical, agricultural, economic and recreational qualities of lands along the Willamette River as the Willamette River Greenway.

Goal 15 is designed to “protect, conserve, enhance, and maintain the natural, scenic, historical, agricultural, economic, and recreational qualities of lands along the Willamette River as the Willamette River Greenway.” The River Road-Santa Clara Neighborhood Plan boundary includes lands within the Willamette River Greenway; however, the Metro Plan amendments do not contain any changes to the City’s or County’s Willamette River Greenway regulations. Therefore, the amendments are consistent with Statewide Planning Goal 15.

Additionally, the amendments are consistent with Statewide Planning Goal 15 because the Neighborhood Plan includes policies aimed at conserving, enhancing and protecting the Willamette River Greenway, including: Policy 14.3 “Willamette River Compatibility: Encourage development that is less intense along the river by making legislative updates to local land use regulations that include additional standards to protect, maintain, preserve, and enhance the natural, scenic, historic, and recreational qualities of the Willamette River Greenway;” and Policy 7.4 “Public Natural Areas: Create

new and enhance existing natural areas, including within the Willamette River Greenway, that are accessible to all residents.”

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

There are no estuarine, coastal, beach and dune, or ocean resources related to the lands affected by these amendments. Therefore, Statewide Planning Goals 16, 17, 18, and 19 do not apply.

Internal Metro Plan Consistency

City of Eugene Criteria

EC 9.7735 Metro Plan Amendments – Criteria for Approval.

(2) The proposed amendment does not make the Metro Plan internally inconsistent; and

Lane County Criteria

LC 12.300.030 Metro Plan Amendment Criteria

B. The proposed amendment does not make the Metro Plan internally inconsistent.

These Metro Plan amendments, including adoption of the River Road-Santa Clara Neighborhood Plan, do not make the Metro Plan internally inconsistent. As stated in the Neighborhood Plan, if inconsistencies occur between the Neighborhood Plan and the Metro Plan, the Metro Plan is the prevailing policy document.

Metro Plan Policies

The Neighborhood Plan and Metro Plan amendments are consistent with the following policies from the Metro Plan (identified below in *italics*).

Chapter II C. Growth Management Goals, Findings, and Policies

C.5 To maintain the existing physical autonomy of the smaller outlying communities, urban development on agricultural and rural lands beyond the UGB shall be restricted and based on at least the following criteria:

- a. Preservation and conservation of natural resources*
- b. Conformity with the policies and provisions of the Lane County Rural Comprehensive Plan that borders the metropolitan area*
- c. Conformance with applicable mandatory statewide planning goals*

The Neighborhood Plan includes a policy that aims to preserve agricultural land outside the UGB, consistent with this Metro Plan policy. Neighborhood Plan Policy 10.1 states, “Preserve high value farmland (Class 1 and Class 2 soils) outside the UGB for farm use, where feasible or as the state allows.”

C.10 Annexation to a city through normal processes shall continue to be the highest priority.

C.15 Ultimately, land within the UGB shall be annexed to a city and provided with the required minimum level of urban facilities and services. While the time frame for annexation may vary, annexation should occur as land transitions from urbanizable to urban.

The Neighborhood Plan is consistent with the Metro Plan policies C.10 and C.15, as the Neighborhood Plan intends to continue current annexation policies. The Metro Plan amendments include removing a policy related to annexation in the River Road and Santa Clara areas from the Metro Plan; however, this policy is now included verbatim in the Neighborhood Plan. As stated in Neighborhood Plan Policy 17.4, “annexation of the River Road and Santa Clara areas will occur only through strict application of state laws and local policies (e.g., ability to extend key urban facilities and services in a timely manner). In each case, Eugene will make every reasonable attempt to provide for annexation only on a voluntary basis and according to prior individual property annexation agreements.” Annexation is voluntary, however it is typically required when a property owner proposes to develop a property that is within the UGB but not within city limits as a condition of certain land use approvals.

Chapter II F. River Road and Santa Clara Goals, Findings, Objectives, and Policies

The deleted section of the Metro Plan (Chapter II Section F. River Road and Santa Clara Goals, Findings, Objectives, and Policies) is no longer relevant or necessary. The deleted findings, objectives, and policies were relevant to the implementation of the 1987 *River Road-Santa Clara Urban Facilities Plan*; many having to do with the provision of wastewater service as discussed under Statewide Planning Goal 11 above. The findings, objectives, and policies in Chapter II Section F reflect the situation at the time the Urban Facilities Plan was completed and the resulting implementation of that plan. The policies in this section have been addressed since their initial adoption. This section of the Metro Plan is no longer necessary because wastewater infrastructure in the area has been built and service was extended to developed properties to address the groundwater pollution problem that was present at the time this Metro Plan text was originally adopted.

Policy 3 of Chapter II, Section F of the Metro Plan, concerning annexation of properties in the River Road and Santa Clara areas will be deleted from the Metro Plan but has been included as Policy 17.4 in the Neighborhood Plan. The annexation policy provides: “Annexation of the River Road and Santa Clara areas will occur only through strict application of state laws and local policies (e.g., ability to extend key urban facilities and services in a timely manner). In each case, Eugene will make every reasonable attempt to provide for annexation only on a voluntary basis and according to prior individual property annexation agreements.”

Chapter III A. Metropolitan Residential Land Use and Housing Element

A.23 Reduce impacts of higher density residential and mixed-use development on surrounding uses by considering site, landscape, and architectural design standards or guidelines in local zoning and development regulations.

The Neighborhood Plan includes policies related to reducing impacts from surrounding uses. For example, Neighborhood Plan Policy 14.1 states, “Compatibility Transitions: Enhance compatibility through development standards such as height and scale transitions, setbacks, buffering with trees, and window offsets between adjacent properties that are zoned differently through legislative updates to local land use regulations.”

A.36 Coordinate public, private, and consumer sectors of the area’s housing market, including public-private partnerships, to promote housing for low- and very low-income households and to increase housing density and types.

Consistent with this Metro Plan policy, Neighborhood Plan Policy 12.2 aims to plan for affordable housing in the River Road and Santa Clara neighborhoods through collaboration with community partners. The policy states, “Affordable Availability: Plan for affordable and moderate-income housing throughout the River Road and Santa Clara neighborhoods through strategies, funding, partnerships, and execution of the City and County’s housing plans.”

Chapter III C. Environmental Resources Element

C.2 Designated agricultural lands shall be protected for agricultural uses through zoning for exclusive farm use or equivalent acceptable zoning and through application of other protective measures.

Consistent with this Metro Plan policy, Neighborhood Plan Policy 10.1 aims to protect agricultural land outside the UGB. It states, “Preserve high value farmland (Class 1 and Class 2 soils) outside the UGB for farm use, where feasible or as the state allows.”

Chapter III D. Willamette River Greenway, River Corridors, and Waterways Element

D.3 Eugene, Springfield, and Lane County shall continue to cooperate in expanding water-related parks and other facilities, where appropriate that allow access to and enjoyment of river and waterway corridors.

D.9 Local and state governments shall continue to provide adequate public access to the Willamette River Greenway.

The Neighborhood Plan is consistent with these Metro Plan policies, as it contains similar policies, including Policy 9.1, “Safe and Convenient Access: Provide safe and convenient access to the riverbank park system for people walking, biking, and using mobility devices,” and Policy 9.2, “Stewardship of the Willamette River Ecosystem: Work with the community and non-profit organizations to balance preservation and access to the river.” The Willamette River Greenway is a valued asset to the River Road and Santa Clara neighborhoods.

Chapter III E. Environmental Design Element

E.3 The planting of street trees shall be strongly encouraged, especially for all new developments and redeveloping areas (where feasible) and new streets and reconstruction of major arterials within the UGB.

Consistent with this Metro Plan policy, preserving and planting street trees is reflected in Neighborhood Plan Policy 7.5, “Tree Canopy: Promote, conserve, protect, and improve our urban forest by preserving

and planting street trees and encouraging private property owners to plant trees with education and incentives, consistent with Eugene's Urban Forestry program."

Chapter III F. Transportation Element

F.3 Provide for transit-supportive land use patterns and development, including higher intensity, transit-oriented development along major transit corridors and near transit stations; medium- and high-density residential development within ¼ mile of transit stations, major transit corridors, employment centers, and downtown areas; and development and redevelopment in designated areas that are or could be well served by existing or planned transit.

F.10 Protect and manage existing and future transportation infrastructure.

F.11 Develop or promote intermodal linkages for connectivity and ease of transfer among all transportation modes.

F.13 Support transportation strategies that enhance neighborhood livability.

F.18 Improve transit service and facilities to increase the system's accessibility, attractiveness, and convenience for all users, including the transportation disadvantaged population.

F.26 Provide for a pedestrian environment that is well integrated with adjacent land uses and is designed to enhance the safety, comfort, and convenience of walking.

Consistent with the transportation element in the Metro Plan, one of the five topic areas in the Neighborhood Plan also focuses on transportation. Both sections include policies related to infrastructure improvements, connectivity, safety for all users, and creating pedestrian-friendly environments. See the related Neighborhood Plan policies below:

Policy 5.3 Active Transportation to Commercial Centers: Expand active transportation networks that connect neighborhoods to their adjacent commercial areas, schools, and community gathering spaces.

Policy 5.4 Traffic Management: Prioritize transportation infrastructure improvements to support the traffic flow and enhance safety objectives.

Policy 13.1 Key Areas for Development: Support more development and redevelopment in key areas for residential, commercial, and mixed-use development through legislative updates to local land use regulations.

Policy 4.1 Safety and Accessibility: Improve safety and accessibility for people walking, biking, and using mobility devices.

Policy 5.1 Regional Transportation Network: Work towards convenient, equitable, and affordable access to a regional pedestrian, bicycle, transit, and vehicle network throughout the River Road and Santa Clara neighborhoods.

Policy 11.2 Well Designed Built Environment: Update design standards through legislative updates to local land use regulations so that they provide for gradual transitions between different uses and scales and incorporate pedestrian scale design through building design, size, scale, and site layout requirements.

Chapter III G. Public Facilities and Services Element

G.9 Wastewater conveyance and treatment shall be provided to meet the needs of projected growth inside the UGB that are capable of complying with regulatory requirements.

Chapter II Section F of the Metro Plan includes policies related to providing wastewater in the River Road and Santa Clara areas. Removing these policies will have no impact on the provision of wastewater service to the area. This section of the Metro Plan is no longer necessary because wastewater infrastructure in the area has been built and service was extended to developed properties to address the groundwater pollution problem that was present at the time this Metro Plan text was originally adopted.

City of Eugene Criteria

EC 9.7735 Metro Plan Amendments – Criteria for Approval.

(3) When the city-specific local comprehensive plan also applies, the proposed amendment is consistent with the city-specific local comprehensive plan.

The City Council finds that the Metro Plan amendments are consistent with the Eugene-specific local comprehensive plan, the *Envision Eugene Comprehensive Plan (Envision Eugene)*. The currently adopted chapters of the *Envision Eugene Comprehensive Plan* include Economic Development, Transportation, Administration & Implementation, and Eugene Urban Growth Boundary. The Neighborhood Plan's economic development policies are consistent with those in *Envision Eugene*, such as the promotion of locally-owned businesses, capitalizing on Eugene's economic advantages, and employment growth.

As discussed in Statewide Planning Goals 11 and 12 above, the *Eugene 2035 Transportation System Plan (TSP)* is the transportation element of Eugene's comprehensive land use plan. The Neighborhood Plan is consistent with and aligns with policies in the TSP, especially those related to walkable neighborhoods and compact development. For example, one of the TSP system-wide policies is to "Foster neighborhoods where Eugene residents could meet most of their basic daily needs without an automobile by providing streets, sidewalks, bikeways, and access to transit in an inviting environment where all travelers feel safe and secure" and one of the transit policies aims to "Prioritize improved transit service in Key Corridors and other areas with sufficient employment, activities, or residential density that best support transit service and transit services that connect residents to employment centers. If operational funding is sufficient, extend transit to support higher density housing and employment development planned for other areas."

The Neighborhood Plan does not affect the maintenance or updating of the comprehensive plan, any related monitoring efforts, or the Eugene urban growth boundary. Therefore, these amendments are consistent with the *Envision Eugene Comprehensive Plan*.

Refinement Plan Amendment Criteria

City of Eugene Criteria

EC 9.8424 Refinement Plan Amendment Approval Criteria.

Approval, or approval with modifications shall be based on compliance with the following criteria:

(1) The refinement plan amendment is consistent with all of the following:

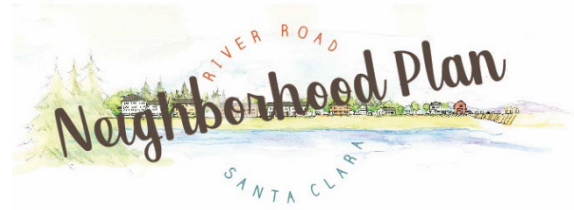
- (a) Statewide planning goals.**
- (b) Applicable provisions of the Metro Plan.**
- (c) Remaining portions of the refinement plan.**

EC 9.8422 states, “Refinement plan amendment procedures only apply when specific changes are proposed to an existing refinement plan that covers areas only within the jurisdiction of the city. The procedures are not applicable to comprehensive updates of an entire refinement plan.”

The refinement plan criteria in EC 9.8424 do not apply to the Metro Plan amendments because the amendments adopt a new refinement plan, they do not amend an existing refinement plan.

However, even if the Refinement Plan Amendment criteria in EC 9.8424 did apply, the City Council finds that the criteria in subsections (a) and (b) have been addressed above and the criterion in subsection (c) is not applicable.

River Road-Santa Clara Neighborhood Plan Engagement Summary



Launched in fall 2017, the River Road-Santa Clara neighborhood planning process has been a collaborative effort among community members, River Road Community Organization (RCCO), Santa Clara Community Organization (SCCO), City of Eugene, Lane County, and other stakeholders throughout both neighborhoods. The process had six phases: Reaching Out, Neighborhood Visioning, Neighborhood Priorities, Policy Development, Action Planning, and Adoption, with opportunities for community and stakeholder feedback along the way. This engagement summary includes the community engagement objectives and outcomes from each of the six planning phases.

In July 2017, the Eugene Planning Commission (acting as the Citizen Involvement Committee) approved the RRSC Neighborhood Planning Public Involvement Plan. The Project Management Team committed to a community engagement process that was:

- **Meaningful:** creates a vision crafted with beauty, fun, warmth, and welcome
- **Accountable:** responds to ideas, critique, comments, and praise
- **Inclusive:** communicates with all stakeholders, including the under-represented, outside of structured meetings, in ways that people understand and can relate to
- **Transparent:** makes decisions public; shares information in a variety of formats and places
- **Realistic:** informs about constraints, opportunities, and objectives
- **Outcome-oriented:** creates a community-supported and council-adopted neighborhood plan!

The Public Involvement Plan and the associated Project Charter (July 2017) established several foundational, community-led groups that would lead neighborhood planning, including:

- **Community Advisory Committee (CAC):** A group of 11 voting members, appointed by the Eugene Planning Commission, that represent the varied voices of the two neighborhoods. The CAC was responsible for considering the full breadth of public input, developing operating rules, working with City and County staff to reach a mutually agreed upon community vision and plan that works within the larger Envision Eugene community vision, and making a final community recommendation.
- **Project Management Team (PMT):** A small core team of the CAC co-chairs and City and County staff tasked with carrying out the project in accordance with the Project Charter.
- **Technical Advisory Committee (TAC):** Composed of City and partner agency staff to serve as advisory body to the Project Management Team and the Community Advisory Committee. The TAC represented their own project or departmental interests and communicated how the neighborhood-specific issues fit within the broader City/County context.
- **Topic Area Working Groups:** Each group focused on one of the Plan's priority areas and included community members and staff.
- **River Road and Santa Clara Community Organizations:** Both community organizations supported public outreach throughout the project. During key decision points in the project, the organizations led efforts to host meetings and communicate with stakeholders. Both community organizations made recommendations to the CAC to inform the final community recommendation on the plan adoption package.

River Road-Santa Clara Neighborhood Plan Engagement Summary



Phase 1: Reaching Out (2017)

In the summer of 2017, the community organizations, volunteers, and staff began the 'Reaching Out' phase to raise awareness about the project and opportunities for input.

The goal of the Reaching Out phase was to give as many community members as possible the opportunity to provide input into the vision for their neighborhood. The results of this outreach identified areas where community members were united, and it flagged some more complicated areas for future neighborhood conversations.

Raising Awareness

Community volunteers and project staff began raising awareness about the project by meeting with neighbors where they were. They promoted the project at fun activities like Sunday Streets and the grand opening of the new River Road Elementary School and during routine errands at the grocery store. Volunteers from the community organizations canvassed their neighborhoods with informational flyers, sent updates in their newsletters, and used social media to share information. In total, there were more than **20 events** in advance of the fall kick-off event.

Kick-off Event

The fall 2017 community event at North Eugene High School was a huge success, with nearly **400 people** filling the Highlander gymnasium. Activities at the kick-off event included a mapping exercise to identify what residents value about the area and a 'my ideas' activity that asked participants to share their future hopes for the neighborhood. Community volunteers and project staff were thrilled with this result but knew there were community members who were unable to attend evening meetings, so an extra effort was made to meet with them at more convenient times and places with targeted outreach.

Targeted Outreach

To bring in fresh voices, the project stepped out of the meeting room and into the community, conducting unique activities with interesting visuals that stimulated important conversations. The project staff and community volunteers formed partnerships with local organizations like St. Vincent DePaul, Food for Lane County, and our local schools. These organizations helped reach a broader cross

River Road-Santa Clara Neighborhood Plan Engagement Summary



section of residents. Small group meetings were held with high school students, affordable housing residents, Spanish speakers, and rural residents in Santa Clara. In addition, a group of neighborhood volunteers and City and County staff did door-to-door canvassing of local businesses to gather their input on the neighborhood.

- **Rural Santa Clara:** SCCO includes rural residents who live beyond the urban growth boundary (UGB). Members of this community are more unlikely to participate in broader neighborhood workshops that are not tailored to their unique geographic location. The project staff and volunteers thought it was important to target outreach efforts at these constituencies. A rural Santa Clara workshop in December 2017 attracted **over 20 participants**.
- **Business Canvassing:** Regardless of whether business owners and employees reside in the neighborhood, they have a stake in the outcome of the neighborhood planning process. However, they are often tied to their workplace and may not be able to attend conventional neighborhood outreach events. Community volunteers and project staff made a concerted effort to reach out to businesses in the River Road and Santa Clara neighborhoods. In November and December 2017, neighborhood volunteers teamed with City and County staff to conduct door-to-door outreach. These pairs spoke with nearly **300 businesses** along River Road and in other commercial areas throughout the neighborhoods. They promoted the planning process, conducted interviews, and encouraged business owners and employees to get involved.
- **Inclusive Outreach:** Building a foundation of trust and democracy starts with understanding who has a stake in the outcome of the project and how and when they can participate. Public meetings are often filled with elderly, white, middle-class people listening to public servants slogging through long presentations. To involve youth, low-income residents, people with disabilities, and communities of color, project staff and community volunteers forged relationships with community partners who have earned the trust and respect of historically marginalized community groups through consistent service. Working in collaboration with organizations such as Saint Vincent De Paul, Food for Lane County, and the school districts, the project involved people who do not typically attend public meetings.



*City staff and community volunteers
canvassing neighborhood businesses*

This targeted outreach to rural Santa Clara residents, the business community, and historically marginalized community groups helped diversify the voices involved in the neighborhood planning process. The values, hopes, and concerns expressed by these stakeholders were balanced with those expressed by other members of the public to create a comprehensive community vision.

River Road-Santa Clara Neighborhood Plan Engagement Summary



Phases 2-3: Visioning and Neighborhood Priorities (January – June 2018)

The Visioning and Neighborhood Priorities phases continued focus on raising awareness of the project and asking community members what they valued in their neighborhoods and hopes for the future.

Starting in early 2018, the CAC and topic area Working Groups met monthly to compile and review the feedback received during the Reaching Out phase, recognizing the priorities and values heard during this process, as well as the many years of community engagement through previous planning work. Different themes emerged and the Neighborhood Plan began to develop around five main topic areas: Economic Development, Transportation, Parks and Natural Resources, Land Use, and Community. A vision for the future of the River Road and Santa Clara communities started to appear.

Outreach Questionnaires

In summer 2018, the CAC and Working Groups developed outreach questionnaires for each of the plan topic areas. These questions were used during community forums, an online survey, and several targeted outreach events.

The June 2018 community forums (**attended by over 300 people**) provided a chance for neighbors to come back together and review the community vision, developed by the CAC, working group members and staff, based on community input received in the Reaching Out Phase. They discussed the questionnaire in small groups and heard each other's opinions. The events were held on two different days of the week (Wednesday and Sunday) and at different times (evening and afternoon) to make it more accessible to people with varying schedules. A light meal and activities for children were provided.

Recruitment to these forums included a hard copy invitation mailed to all property owners in River Road and Santa Clara, email invitations to more than **1,000 people** on the project's interested parties list, yard signs at high traffic areas (such as parks and major intersections), and posters in area businesses. In addition, community volunteers attended neighborhood events and personally extended invitations.

River Road-Santa Clara Neighborhood Plan Engagement Summary



The online survey, posted after the June 2018 forums, was disseminated through the website, interested parties emails, area organizations, and Facebook, resulting in **106 completed surveys**.

The project staff and community volunteers worked hard on inclusive outreach to connect with people who were not well represented at the community forum: youth, communities of color, people with disabilities, and low-income residents. Events included a picnic for young families, attendance at the North Eugene Highlanders football team practice, a small group discussion with people with disabilities, and individual conversations with people with limited incomes.



A CAC volunteer guides a neighbor through a survey at a community event

The project collaborated with organizations such as Cornerstone Housing, St. Vincent De Paul, Headstart, Lane Independent Living Alliance, St. Mary's Church, the Confederated Tribes of the Siletz, North Eugene High School, and Huerto de la Familia. This targeted outreach resulted in an **additional 142 completed surveys**.



Chatting with the North Eugene Highlanders football team

River Road-Santa Clara Neighborhood Plan Engagement Summary



Phase 4: Policy Development (July 2018 – May 2019)

After laying the groundwork through the phases of Reaching Out, Visioning, and Neighborhood Priorities, the Policy Development phase started in late 2018 through spring 2019 and focused on the drafting of policies related to the vision and neighborhood priorities developed from community input. Throughout the policy development phase, Working Group meetings were held periodically and interested community members were welcome to attend.

Policy Round-Up

Policy writing was led by the CAC and supported by staff on the TAC as well as Working Group members. At the 'Policy Round-Up' in December 2018, participants sorted the draft policies into broad, cross-cutting themes organized under 18 high-level goals. The goal of the activity was to review the draft policies and identify missing ideas, such as places where certain themes across a topic area were not well represented within the draft policies. More than **60 people** participated.

Triple Bottom Line Sounding Board

In January 2019, the TAC did a closer review of the policies to ensure that the draft policies aligned with existing City and County policies. In February 2019, the first Triple Bottom Line Sounding Board meeting was held to provide a citywide perspective about the equity, environmental, and economic implications of proposed action items in the Neighborhood Plan topic areas. Throughout the topic areas, there are overarching themes such as equity and inclusion, connectivity, healthy people and climate, safety, prosperity, and neighborhood identity.

River Road Corridor Study

February 2019 brought the first workshops for the River Road Corridor Study.¹ Over the span of the three-day open house the public had a chance to dive into the details and create actual designs for neighborhood centers along River Road. The theme of the first open house was, "Getting Started:

¹ The River Road Corridor Study was a partnership between Lane Transit District and the City of Eugene, supported by a grant from the Federal Transit Administration. The completed study is available here: <https://www.eugene-or.gov/DocumentCenter/View/60545/River-Road-Corridor-Study-FTA-Grant>

River Road-Santa Clara Neighborhood Plan Engagement Summary



Reflecting the Neighborhood Vision and Priorities,” the second “Developing Concepts: Exploring the Ways the Vision Can Take Shape Along the Corridor,” and the third open house concluded with “Establishing Criteria: Refining Ideas and Creating Evaluation Criteria.” These workshops were followed by an email survey to participants asking about additional ideas, concerns, and areas of excitement. For those that couldn’t attend, we developed an online survey to give people an opportunity to weigh in on both high-level principles for the project and some of the early concepts.

As part of the initial workshops, the Corridor Study project staff hosted a Business Round Table, inviting businesses and commercial properties along River Road to talk about design concepts along the corridor and provide input.



Photos from the Corridor Study Workshop #1

Planning in Action Open House

In April 2019, another community event, the ‘Planning in Action Open House’ at North Eugene High School provided community members an opportunity to review the draft policies as well as draft actions. The Open House took place on both a Sunday afternoon and a Wednesday evening to accommodate as many community members and businesses as possible. Food and activities for children were provided at these meetings. More than **200 neighbors** attended in total and there were great, in-depth conversations at each of the tables. There were many new faces joining the neighborhood planning process at these open houses. These conversations were a chance for neighbors to see how their concerns and aspirations were represented in the draft policies and started the transition from policy development into action planning.

On May 15, 2019, City Council officially approved the draft goals and policies as a platform for moving into the Action Planning Phase.

River Road-Santa Clara Neighborhood Plan Engagement Summary



Phase 5: Action Planning (May 2019 – March 2021)

In May 2019, the project transitioned into the Action Planning phase, which focused on drafting, evaluating and prioritizing actions to implement the draft policies. Refining the action items was a collaborative process among the CAC, Working Group members, and City, County, and partner agency staff to incorporate community and technical feedback.

River Road Corridor Study

In June 2019, project staff held a second series of Corridor Study workshops. Participants learned about corridor concepts and land use and zoning options. The design team and community members discussed implementation strategies and land use policies that could guide the type and location of growth. As they reviewed the work of the design team, community members were asked a series of questions to determine whether the proposed development standards and land use types fit with the vision for the River Road Corridor area and desired neighborhood character. Community members, staff, and consultant team members brainstormed draft land use concepts, zoning options and design standards to further vet with the community using an online survey throughout summer and fall 2019 focusing on two draft land use concepts.

Project Fair, Pumpkin Pie and Planning, and Community Events

Also in June 2019, project staff highlighted the Neighborhood Plan at a City of Eugene Planning Division Project Fair at the Downtown Library, connecting with community members and talking to them about the neighborhood planning efforts. Staff and community volunteers attended several other events throughout the summer of 2019 to talk with community members about the Neighborhood Plan and collect input.

In November 2019, community volunteers and project staff hosted the 'Pumpkin Pie and Planning' event. Over **150 community members**, the CAC and City and County staff discussed and shared thoughts on draft action items. It was both a celebration with neighbors on all the work that had been done on the Neighborhood Plan and an opportunity to continue providing input. Highlights of the presentation and discussion included land use, zoning, better transportation, the development of parks and the future of housing in Santa Clara and River Road. Given the large number of participants, discussions were geared towards covering topics with highest priority and expressing support or concern for the action items. Free pumpkin pie was available for those who attended, as well as harvest art activities,

River Road-Santa Clara Neighborhood Plan Engagement Summary



and a chance to win a basket of goodies. The Land Use topic area had the widest range of opinions, with many participants wanting more information on future land use standards that could address community concerns.

Online Survey

An online survey was open from August to November 2019, reaching nearly **500 respondents** and collecting input and concerns regarding draft actions. Results from in-person outreach events were collated with the online survey results to refine policies and actions.

Triple Bottom Line Sounding Board

In February 2020, the planning team convened a second Triple Bottom Line Sounding Board meeting, and their feedback was collected on the Action Plan highlights.

Neighborhood Conversations

From January to March of 2020 a series of small group discussions, Neighborhood Conversations, took place in common neighborhood gathering spaces to discuss how the proposed Neighborhood Plan vision would be implemented. At each of these small group meetings, participants reviewed the proposed land use concepts and discussed: What land uses will be allowed? How is zoning proposed to change? How quickly might changes start to happen? These conversations focused on the Land Use topic area of the Neighborhood Plan and exploring the initial details of the River Road Corridor Study.

An invitation to the Neighborhood Conversations was mailed to **16,000+ addresses** including all residents and property owners in the neighborhood, emailed to the **1,500+ interested parties** list, and shared by the River Road and Santa Clara Community Organizations. Overwhelming interest from residents and property owners in the neighborhood led to scheduling additional meetings – **13 conversations** in total, attended by approximately **200 residents**. **Another 80+ people** did not attend but learned about the project and received answers from staff or community leaders about their questions in response to the invitations.

Approximately half of the participants were new to the project, and the other half had some previous knowledge or had participated in a Plan meeting. While most participants were over 50, the project staff and community volunteers did engage younger residents and communities of color through both the Conversations and a meeting hosted jointly with El Camino Del Rio Elementary School in River Road. The meetings provided the opportunity for groups of staff, volunteers, and community members to discuss elements of the land use changes, sharing support and reservations.



A Neighborhood Conversation at Camino Del Rio

In mid-March 2020, the COVID-19 pandemic hit and slowed down the engagement process. However, after receiving comprehensive feedback from previous engagement, the CAC continued to meet virtually on Zoom each month and refine the draft actions. Project staff continued to send newsletters through our interested parties email list and in March 2021 launched the River Road-Santa Clara Neighborhood Plan Engage Eugene project website, part of the City of Eugene's online engagement platform.

River Road-Santa Clara Neighborhood Plan Engagement Summary



Phase 6: Adoption (March 2021 – April 2024)

On May 12, 2021, project staff received direction from the Eugene City Council and Lane County Board of Commissioners to move into the Adoption Phase and prepare a plan adoption package for community review. Between spring 2021 and spring 2023, staff and the CAC worked on refining the adoption package and adapting the plan and implementation tools to evolving state requirements, including legislation affecting middle housing and more climate-friendly housing development.

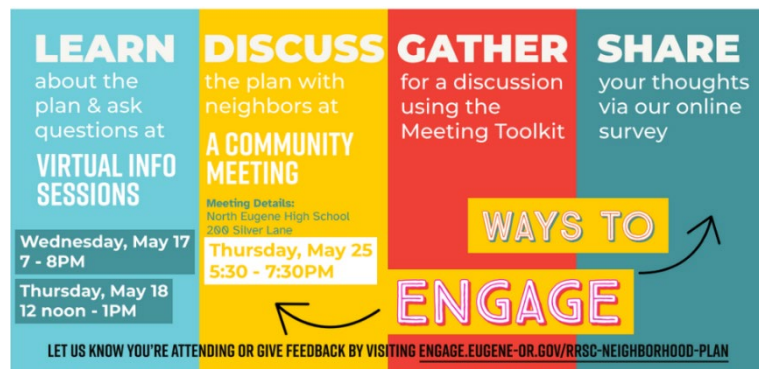
In March 2023, the CAC approved bringing the draft Neighborhood Plan, Action Plan, and neighborhood-specific code amendments out for community feedback, kicking-off the broader engagement process for the Adoption Phase. Updated drafts of the Neighborhood Plan and Action Plan and an initial draft of the neighborhood-specific code amendments were published to the project website and the project's Engage Eugene site.

Public Information Campaign

Project staff distributed information about neighborhood planning and the adoption process through a variety of digital media, including updates to the project website, Engage Eugene webpage, social media, and e-newsletters from the City Planning Division, and both community organizations. Project staff also developed summary documents that were available online and at in-person events, as well as graphics depicting the proposed code amendments.

Postcard Mailing

In early May 2023, project staff mailed a postcard to all owners and residents of the River Road and Santa Clara neighborhoods, approximately **16,800 people**. The postcard featured ways to engage during the adoption phase, including virtual information sessions, an in-person community event, meeting toolkit, and online feedback form.



A postcard mailing for ways to engage during the Adoption Phase

River Road-Santa Clara Neighborhood Plan Engagement Summary



Virtual Information Sessions

Project staff hosted two virtual information sessions to provide an opportunity for community members to learn about neighborhood planning, the draft adoption package, and ways to engage. A total of **21 people** attended the two sessions in May 2023, including CAC members.

Facilitated Discussions with Community Organizations

Project staff participated in the community organization meetings to provide an update on neighborhood planning and support small group discussions. The RCCO meeting was in-person only, while the SCCO meeting included an opportunity for virtual participation during the presentation followed by in-person discussions. Approximately **65+ people** participated in the two meetings.

In-Person Community Event

Project staff and the CAC hosted an evening, in-person community event at North Eugene High School on May 25, 2023. A total of **47 residents** participated. Community members were invited to learn about the draft plan by visiting topic tables and reviewing maps and topic area summaries. Staff presented an overview of neighborhood planning and then participants joined small group discussions based on topic area. In addition to CAC members and City and County planning staff, other city departments including Parks and Open Space, Transportation Planning, and the Office of Equity and Community Engagement participated in discussions.



*Community members learning about
the Draft Neighborhood Plan*



*Community Advisory Committee members at the May
Community Event*

Meeting Toolkit

For community members who wanted to dive deeper into the plan, project staff provided a meeting toolkit. This toolkit offered guidance on hosting a small or medium-size group discussion with neighbors, family and friends, or existing groups. The same guidance was used by the community organizations for their meetings.

ORDINANCE NO. _____

AN ORDINANCE AMENDING THE EUGENE-SPRINGFIELD METROPOLITAN AREA GENERAL PLAN; ADOPTING THE RIVER ROAD-SANTA CLARA NEIGHBORHOOD PLAN; AND PROVIDING AN EFFECTIVE DATE.

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

A. The River Road and Santa Clara neighborhoods are comprised of a patchwork of properties some of which are located in the City of Eugene and some of which are located in Lane County.

B. The River Road-Santa Clara Neighborhood Plan was developed with substantial community input utilizing a collaborative process incorporating the River Road Community Organization, the Santa Clara Community Organization, the City of Eugene, Lane County and other stakeholders throughout both neighborhoods.

C. The River Road and Santa Clara communities, the City of Eugene and Lane County all agree that a neighborhood plan with a forward-looking vision is an important asset for the River Road and Santa Clara communities.

NOW THEREFORE,

THE CITY OF EUGENE DOES ORDAIN AS FOLLOWS:

Section 1. The Eugene-Springfield Metropolitan Area General Plan (“Metro Plan”) is amended as follows:

(a) The page reference to “River Road and Santa Clara Goals, Findings, and Policies” are deleted from the Table of Contents.

(b) The phrase “River Road and Santa Clara Goals, Findings and Policies:” is deleted from the first paragraph of Chapter II: Fundamental Principles and Growth Management Policy Framework.

(c) Chapter II, Section F: River Road and Santa Clara Goals, Findings, Objectives, and Policies, is deleted in its entirety.

Section 2. The River Road-Santa Clara Neighborhood Plan, attached as Exhibit A to this Ordinance, is adopted as a refinement plan of the Metro Plan.

Section 3. Metro Plan Appendix B: Refinement Plans, Functional Plans, and Other Planning Documents is amended to add the following information in alphabetical order within the list of documents:

River Road-Santa Clara Neighborhood Plan

Date: 2024

Adopted by: Eugene City Council
Lane County Board of Commissioners

Adopting Ordinances: City of Eugene Ordinance No. XXXX
Lane County Ordinance No. XXXX

Adoption Date: XXX, 2024

Section 4. The findings set forth in Exhibit B to this Ordinance are incorporated by reference and adopted in support of this Ordinance.

Section 5. Notwithstanding the effective date of ordinances as provided in the Eugene Charter of 2002, this Ordinance shall become effective 30 days from the date of its passage by the City Council and signature by the Mayor, or upon the date the Lane County Board of Commissioners has adopted an ordinance containing substantially identical provisions to those described in Sections 1-3 of this Ordinance, whichever is later.

Section 6. The City Recorder, at the request of, or with the concurrence of the City Attorney, is authorized to administratively correct any reference errors contained herein, including completing any incomplete references to the adopting ordinances and the adoption date of the River Road-Santa Clara Neighborhood Plan in Appendix B to the Metro Plan.

Section 7. If any section, subsection, sentence, clause, phrase or portion of this Ordinance is for any reason held invalid or unconstitutional by a court of competent jurisdiction, such portion shall be deemed a separate, distinct and independent provision and such holding shall not affect the validity of the remaining portions hereof. Further, if this Ordinance is remanded back to the City Council for further action by the Oregon Land Use Board of Appeals, those sections, subsections, sentences, clauses, phrases or portions that do not require action on remand shall be deemed separate, distinct, and independent provisions and such remand shall not affect their validity or effect.

Passed by the City Council this

_____ day of _____, 2024

City Recorder

Approved by the Mayor this

_____ day of _____, 2024

Mayor

RIVER ROAD • SANTA CLARA

Neighborhood Plan



Exhibit A

TOPIC AREAS

1. ECONOMIC DEVELOPMENT
2. TRANSPORTATION
3. PARKS AND NATURAL RESOURCES
4. LAND USE
5. COMMUNITY



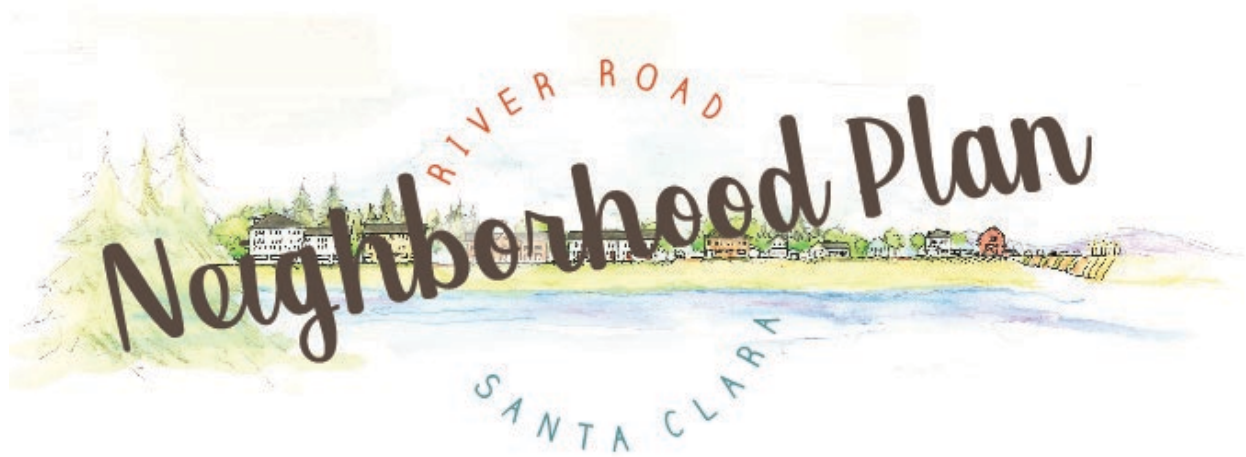


Table of Contents

Table of Contents.....	1
Acknowledgements.....	3
Introduction	5
How to Use the Neighborhood Plan	7
Regulatory Framework and Relationship to Other Plans and Policies	10
How We Got Here.....	14
Neighborhood History.....	14
Past Community and Planning Efforts	16
Developing the Neighborhood Plan.....	17
Planning Process Phases	20
River Road Corridor Study.....	22
Neighborhood Plan Visions, Goals, and Policies	23
Economic Development.....	24
Transportation	25
Transportation Maps	26
Parks and Natural Resources	30
Parks and Natural Resources Maps	31
Land Use.....	33
Community.....	35

Exhibit A

List of Figures

Figure 1: River Road-Santa Clara Neighborhood Plan Map 6

Figure 2: River Road-Santa Clara Historical Development Patterns 15

Figure 3: River Road-Santa Clara Vision Map..... 23

Figure 4: River Road-Santa Clara Existing Transportation Map 27

Figure 5: River Road-Santa Clara Future Transportation Map..... 28

Figure 6: River Road-Santa Clara Street Jurisdiction Map.....29

Figure 7: River Road-Santa Clara Parks and Natural Resources Map 32

Exhibit A

Acknowledgements

Thank you to the community members who have dedicated countless hours to the development of this Neighborhood Plan and the future of the River Road and Santa Clara neighborhoods. Special thanks to the Community Advisory Committee for providing leadership and playing an active role throughout the process. This work would not have been possible without you.

Community Advisory Committee Members

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Jerry Finigan	Ann Vaughn
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Jerry Mohr	Miaya Sustaita
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River Road Community Organization Board Members

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Charlsey Cartwright	Clare Strawn
Mysti Frost	Carly Sylva-Gabrielson
Dan Isaacson	Jacque Wurster
Susan Kittleson	

Exhibit A

Santa Clara Community Organization Board Members

Jerry Finigan
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Kate Perle
Terri Reed
Louie Vidmar
Matt Vohs

Triple Bottom Line Sounding Board Members

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Randy Hledik
Ela Kubok

Daniel Lombardi
Emily Reiman
Kristen Taylor
Alicia Voorhees

Members of the project staff team changed somewhat over the course of the planning period. At the time the River Road-Santa Clara Neighborhood Plan was adopted, the following staff were part of the core project team:

City of Eugene

Terri Harding, Principal Planner & Project Manager
Alissa Hansen, Planning Director
Elena Domingo, Associate Planner
Leah Rausch, Associate Planner
Zoli Gaudin-Dalton, Assistant Planner
Annie Loe, Urban Designer
Rob Inerfeld, Transportation Planning Manager
Carolyn Burke, Parks & Natural Resource Planning Manager
Fabio Andrade, Equity and Community Engagement Manager

Lane County

Jared Bauder, Associate Planner
Lindsey Eichner, Principal Planner

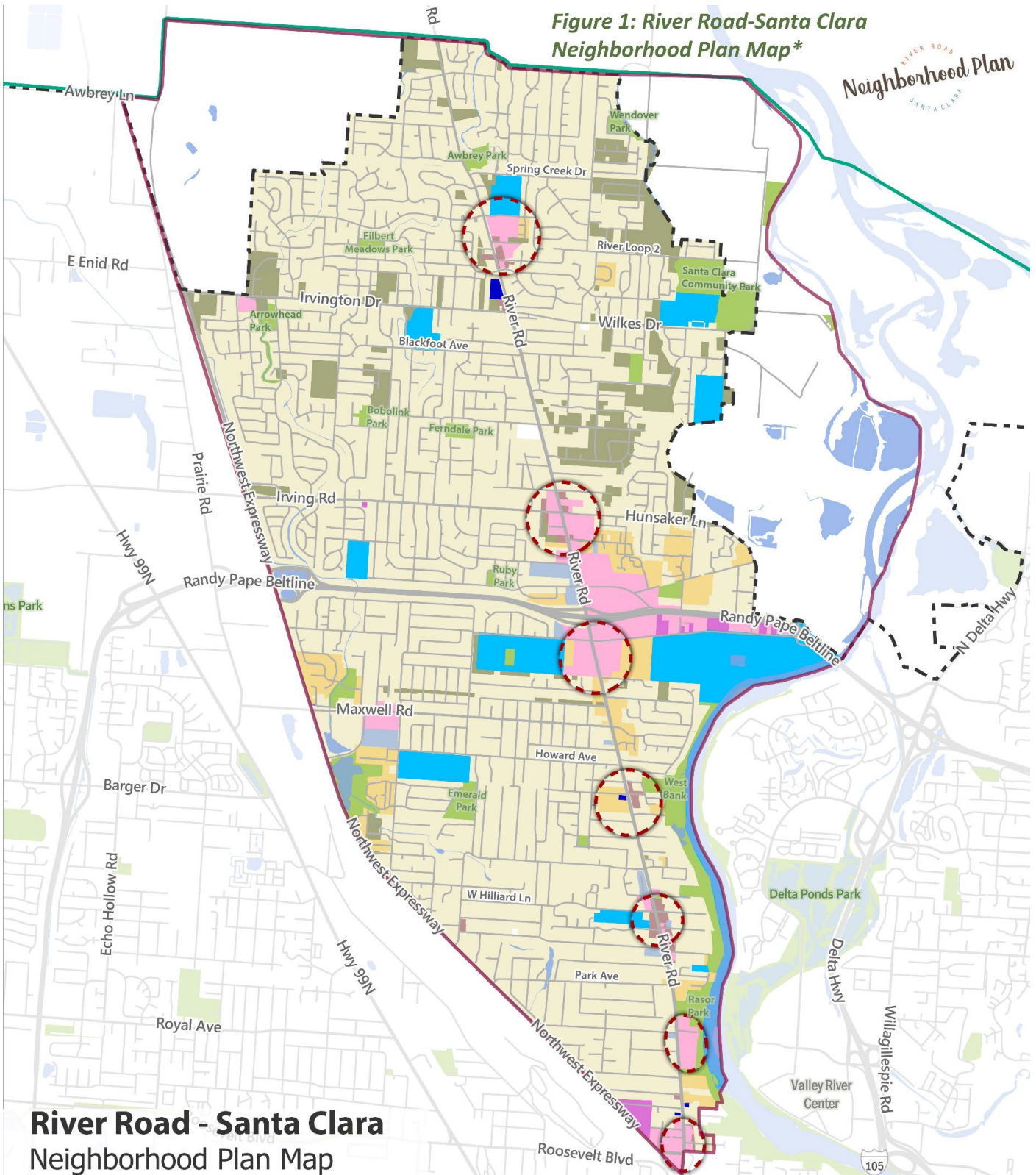
Introduction

The River Road and Santa Clara neighborhoods are a patchwork of properties located in the City of Eugene (incorporated) and in Lane County (unincorporated). For over 30 years, land use and development within the River Road and Santa Clara communities have been governed by the River Road-Santa Clara Urban Facilities Plan (1987). The community, the City and the County all agreed that a plan with a forward-looking vision was needed for this large part of the community.

The River Road Community Organization (RRCO) and Santa Clara Community Organization (SCCO) dedicated innumerable volunteer hours developing a foundation of community input on which to build the neighborhood planning process. This work included past community and planning efforts, such as the Santa Clara-River Road Outreach and Learning (SCRROL) and Santa Clara-River Road Implementation Planning Team (SCRRIPT) projects. Launched in Fall 2017, the neighborhood planning process was a collaborative effort among RRCO, SCCO, the City of Eugene, Lane County, and other stakeholders throughout both neighborhoods. The process had six phases: Reaching Out, Neighborhood Visioning, Neighborhood Priorities, Policy Development, Action Planning, and Adoption with opportunities for community and stakeholder feedback throughout every phase.

The neighborhood planning process created a vision for growth and development in a manner that respects the area's unique characteristics and opportunities, and which will guide decision-making in River Road and Santa Clara for decades to come. The Neighborhood Plan vision is consistent with Envision Eugene, the community vision for how growth is managed in Eugene's Urban Growth Boundary (UGB), in a way that protects and enhances quality of life and reflects shared community values, while tailoring the citywide vision to the local context. **The Neighborhood Plan focuses on the Topic Areas of Economic Development, Transportation, Parks and Natural Resources, Land Use, and Community.** To reflect the community values, aspirations and priorities expressed during outreach, each Topic Area includes vision statements, goals, policies, and actions.

Figure 1: River Road-Santa Clara Neighborhood Plan Map*



River Road - Santa Clara Neighborhood Plan Map

Current Zoning

AG Agricultural	I-3 Heavy Industrial
C-1 Neighborhood Commercial	PL Public Land
C-2 Community Commercial	R-1 Low-Density Residential
GO General Office	R-2 Medium-Density Residential
I-2 Light-Medium Industrial	S-H Historic

Neighborhood Centers
River Road - Santa Clara Neighborhood Plan Area
Eugene Urban Growth Boundary
Metro Plan Boundary
Parks and Open Space
Rivers and Waterways

Caution: This map is for informational purposes only. It is based on imprecise source data and is subject to change. Map created September 2023 by Planning Staff.
Sources: City of Eugene and RLID

*for illustrative purposes only



How to Use the Neighborhood Plan

The River Road-Santa Clara Neighborhood Plan is a formally adopted, legally binding land use plan. The plan boundary follows the boundaries of RRCO and SCCO, and includes properties located inside the Eugene city limits, properties located outside the Eugene city limits but within Eugene's UGB, and properties located outside Eugene's UGB but within the boundary of the Eugene-Springfield Metropolitan Area General Plan (Metro Plan). See *Figure 1: River Road-Santa Clara Neighborhood Plan Map*.

The Neighborhood Plan provides policy direction for City and County decision-makers as they consider future legislative decisions. Plan policies are not intended to be applied as a standard or criterion for approving or denying a land use or development application unless such direction is specifically stated in the policy. Land use codes adopted by the City and the County, which implement certain policies of this Neighborhood Plan through detailed regulation, generally include the approval criteria for individual land use applications. Finally, some of the policies in this plan are aspirational, including those policies that call for collaboration or additional efforts from RRCO and SCCO and additional community partners.

The Neighborhood Plan is organized around five Topic Areas: Economic Development, Transportation, Parks and Natural Resources, Land Use, and Community. Each Topic Area includes vision statements, goals, policies, and actions. The terms "vision statement," "goal," "policy," and "action" as used in this Neighborhood Plan mean the following:

- **Vision Statements** are aspirational and describe the community's best outcome for how the neighborhood will look, feel, and function 20 years and more into the future. Each vision statement is based on community values and aspirations expressed during the Neighborhood Plan community engagement process. The vision statements reflect the ideal outcome if all aspirational goals were to be attained.
- **Goals** are statements that describe hopes for the future of the community related to a particular idea, and flow directly from the neighborhood vision. A goal is aspirational and may not be fully attained within a particular time frame.
- **Policies** are statements adopted to provide a consistent course of action and to move the community toward attainment of its goals. Some of the policies in the Neighborhood Plan guide the City and County in planning and policy decisions such as: formulating proposed changes to local land use codes and other regulatory documents; developing other work programs and long-range planning projects; and preparation of budgets and capital improvement programs. Other plan policies are aspirational calls for collaboration or additional efforts from the RRCO, SCCO, and other community partners. The policies included in this plan will not be used in determining whether the City or County should approve or deny land use or development applications unless such direction is specifically stated in the policy.

Exhibit A

- **Actions** are possible strategies to implement the policies of this plan. The Neighborhood Plan is supported by the non-regulatory **Action Plan**, which includes actions such as possible land use code amendments, zone changes, projects, programs, and possible community partnerships. The Action Plan is not attached to or incorporated in the Neighborhood Plan and the Action Plan is not adopted by the City or County governing boards. The Action Plan is a separate document, which identifies community priorities to guide implementation of the Neighborhood Plan. The inclusion of a particular action in the Action Plan does not require implementation of that action, nor does it prohibit the implementation of other actions, whether or not they are listed in the Action Plan. The Action Plan identifies various local entities such as the City of Eugene, Lane County, RCCO and SCCO, as well as additional community partners, who may lead implementation of different actions. Some actions, such as land use code amendments and zone changes, may require implementation by the Eugene City Council or the Lane County Board of Commissioners. Other actions may be implemented by City or County staff, RCCO and SCCO, or other community partners.

Implementation of the Action Plan will occur over time as committed community members strive to improve the neighborhoods, and as resources allow. The Action Plan includes general budget and timeframe estimates to help inform community advocacy for resources and to inform City, County, and other community partners' work plans and capital project development. Some actions will require public funds and resources while other actions will be dependent on private investments and development activities.

A set of neighborhood-specific amendments to the City of Eugene's Land Use Code, applying only within RRCO and SCCO, are proposed to be adopted concurrently with the Neighborhood Plan. These amendments include changes to the C-2 Community Commercial Zone to lower the maximum building height, add design standards, and prohibit certain auto-oriented land uses. Additionally, the amendments include changes to the R-1 Low Density Residential Zone to allow for the small-scale collective sale of agricultural products. These amendments reflect community feedback and certain high priority actions in the Action Plan.

The policies under the various Topic Areas in this Neighborhood Plan are interrelated and, together, create the plan's policy framework. In some cases, there is overlap between policies, and in other cases, there may be conflicts and inconsistencies between and among some policies. When making decisions based on the Neighborhood Plan, not all the policies can be complied with to the same degree in every instance. Use of the Neighborhood Plan requires a balancing of its various policies on a case-by-case basis, with an emphasis on those policies most pertinent to the issue at hand.

The policies in the Neighborhood Plan vary in their scope and implications. Some call for a specific City or County action; others are directives the City and County must address when adopting or amending their respective land use codes or plans; and others are aspirational calls for collaboration or additional efforts from RRCO, SCCO, and community partners. The common theme of all the policies is that each represents an approach toward land use problem-solving and goal realization in the River Road and Santa Clara neighborhoods. Adoption of the River Road-Santa Clara Neighborhood Plan does not

Exhibit A

necessarily commit the City, County, neighborhood organizations, or others to immediately carry out each policy to the letter. The City and County will carry out the policies applicable to the City and County to the best of their abilities, given sufficient time and resources.

Future Amendments

The Neighborhood Plan is a long-range policy document which establishes a framework for future decision-making, however it may require updates or amendments in response to changes in the law or circumstances important to the community.

Because the boundary of the plan includes land within the Eugene city limits, land between the Eugene city limits and the UGB, and land outside the UGB but within the Metro Plan Boundary, the plan requires joint adoption by Eugene and Lane County. The approval process for an amendment to the Neighborhood Plan shall necessarily follow the Metro Plan Amendment process for two jurisdictions (Type II process), as outlined in the Eugene-Springfield Metropolitan Area General Plan.

Exhibit A

Regulatory Framework and Relationship to Other Plans and Policies

The Neighborhood Plan is one plan among a variety of land use plans and regulations that exist at the state, regional, and local level. As an adopted land use plan, the Neighborhood Plan has defined relationships to other adopted plans.

Statewide Planning Goals

Oregon's Statewide Land Use Planning Goals, related statutes, and administrative rules provide a framework for all local land use planning. State law requires each city and county to adopt a comprehensive plan, which must be consistent with the Statewide Land Use Planning Goals, as well as the zoning and land division ordinances necessary to effectuate the comprehensive plan.

Other Adopted Land Use Plans

At the local and regional level, the two applicable comprehensive plans are the Envision Eugene Comprehensive Plan and the Eugene-Springfield Metropolitan Area General Plan (Metro Plan).

Envision Eugene Comprehensive Plan

Envision Eugene is the community vision for how growth is managed in Eugene's UGB in a way that protects and enhances quality of life and reflects Eugene's shared values. The Envision Eugene Comprehensive Plan, the regulatory component of Envision Eugene, is the basic guiding policy document for land use planning within Eugene's UGB and addresses the future of Eugene through goals and regulatory policies regarding land use.

Eugene-Springfield Metropolitan Area General Plan (Metro Plan)

The Metro Plan is the basic guiding land use policy document for regional land use planning and applies to the Cities of Eugene and Springfield and areas of Lane County within the Metro Plan boundary.

The Neighborhood Plan must be consistent with applicable provisions in both the Envision Eugene Comprehensive Plan and the Metro Plan. If inconsistencies occur between the Neighborhood Plan and the Envision Eugene Comprehensive Plan, the Envision Eugene Comprehensive Plan is the prevailing policy document. If inconsistencies occur between the Neighborhood Plan and the Metro Plan, the Metro Plan is the prevailing policy document. As provided in the Envision Eugene Comprehensive Plan, for properties located within Eugene's UGB, if inconsistencies occur between the Envision Eugene Comprehensive Plan and the Metro Plan, the Envision Eugene Comprehensive Plan is the prevailing policy document.

Major Related Plans and Programs

The River Road and Santa Clara neighborhoods are a patchwork of properties located within the City of Eugene (incorporated) and Lane County (unincorporated), and there are related City and County plans and programs that apply to this area. Following is a summary of key City and County plans and programs



in place at the time of Neighborhood Plan adoption that relate to the Neighborhood Plan goals, policies, and actions.

River Road-Santa Clara Urban Facilities Plan (1987)

The 1987 River Road-Santa Clara Urban Facilities Plan (the 1987 Plan) was adopted in part to address groundwater contamination by septic systems in the River Road Santa Clara area and to act as a planning document for the provision of urban facilities, including sanitary sewer systems to the area. The 1987 plan also contains land use policies applicable to individual land use applications and a land use diagram for the plan area. The area encompassed by the 1987 Plan is slightly different from the area encompassed by the Neighborhood Plan, so there may be some areas within the Neighborhood Plan boundary that are not governed by the 1987 Plan. If inconsistencies occur between the Neighborhood Plan and the 1987 Plan, the Neighborhood Plan is the prevailing policy document.

Eugene 2035 Transportation System Plan

Eugene's 2035 Transportation System Plan (TSP) establishes a system of transportation facilities and services that will meet the needs of Eugene residents, businesses, and visitors through 2035, consistent with the Envision Eugene Comprehensive Plan and compliant with Statewide Planning Goal 12 (Transportation). By addressing all modes of travel, the Eugene 2035 TSP is designed to meet Eugene's transportation needs as they evolve in the future and to increase transportation choices available throughout the community. The TSP serves as the City of Eugene's local transportation system plan and pedestrian and bicycle master plan. The Eugene TSP includes a list of projects, including specific projects in the River Road-Santa Clara area, for implementation through 2035.

Eugene Vision Zero Action Plan

Vision Zero is an approach to transportation safety that aims to eliminate deaths and lifechanging injuries caused by traffic crashes – this is the goal of implementing Eugene's Vision Zero Action Plan. The Vision Zero approach helps with educating the community on local traffic safety issues and enabling the City of Eugene to prioritize resources based on evidence of the greatest need and impact.

Lane County Transportation System Plan

The Lane County Transportation System Plan (TSP) establishes Lane County's transportation policies and identifies transportation projects needed through 2036 to meet the needs of the community. As a 20-year policy and investment guide, the County's TSP addresses major systems rather than ongoing operations and maintenance activities.

See *Figures 4: Existing Transportation Map, 5: Future Transportation Map, and 6: Street Jurisdiction Map* to learn more about City, County, and private streets and infrastructure.

Eugene Parks and Recreation System Plan

The Eugene Parks and Recreation System Plan (PRSP), adopted in 2018, is a 30-year strategic plan with implementation recommendations for the first 10 years. The Eugene PRSP includes new parks and trails, improved access to the Willamette River, revitalized pools and community centers, greater connectivity, and more recreation opportunities in underserved areas. The PRSP's long-term vision includes many

specific projects - to see a list of priority 1, 2, and 3 projects in the River Road-Santa Clara area, see the Planning District Summary in the PRSP.

Eugene Stormwater Basin Master Plan

The Eugene Stormwater Basin Master Plan includes goals and objectives, implementation strategies, study area characteristics, and methods for evaluating flood control, water quality, and open waterways. The Stormwater Basin Master Plan is broken into volumes, with a stormwater management strategy for each basin, including River Road-Santa Clara.

Lane County Stormwater Management Program

The County's stormwater management program addresses control measures to reduce pollutants discharged into waterbodies, including illicit discharge detection. The County works closely with the City of Eugene on stormwater issues, although both jurisdictions maintain an inventory of their stormwater infrastructure and conduct regular maintenance activities.

Eugene Climate Action Plan

The Climate Action Plan (CAP 2.0) was developed to outline the types of bold actions needed to reach Eugene's community-wide Climate Recovery Ordinance goals. The CAP 2.0 captures the actions the community is prepared to implement, as well as community ideas for what else is needed to create an equitable and livable community for everyone. Some of these actions relate to transportation options, housing, stormwater management, urban forestry practices, and community resilience.

Eugene Capital Improvement Program

Eugene's Capital Improvement Program (CIP) provides a six-year funding plan for the City's capital improvements, including airport, parks and open space, public buildings, stormwater, transportation, and wastewater projects. Capital projects are generally large-scale endeavors in terms of cost, size, and benefit to the community and needs are based on various City-adopted long-range plans, goals, and policies.

Additional Related Plans, Manuals, Resources, and Programs

The Neighborhood Plan is a long-range planning document that identifies needs throughout the two neighborhoods that relate to many different topics. There are several other plans, manuals, resources, and programs that relate to the goals and policies in this Neighborhood Plan. They include, but are not limited to, the following:

- Beltline Facility Plan
- City of Eugene Complete Street Design Guide
- City of Eugene Green Building Resources
- City of Eugene Historic Loan Program
- City of Eugene Housing Implementation Pipeline (HIP)
- City of Eugene Parks and Recreation Bond and Levy Projects
- City of Eugene Urban Forestry Program
- City of Eugene Urban Reserves
- City of Eugene Water Quality Overlay Zone

Exhibit A

- City of Eugene Water Resources Conservation Overlay Zone
- MovingAhead
- Rivers to Ridges Regional Parks and Open Space Vision
- Safe Routes to School
- Sidewalk Inventory
- Transportation Options: Strategies for a Growing Eugene

Exhibit A

How We Got Here

Neighborhood planning took place between 2017 and 2023, but it builds on a legacy of community organizing and planning, as well as the natural environment, built environment, and community features that make the River Road and Santa Clara neighborhoods distinct. This section summarizes the path to creating the Neighborhood Plan, beginning with the neighborhood's history through to plan adoption.

Neighborhood History

The River Road and Santa Clara communities are oriented around River Road, which now runs on top of an established indigenous peoples' trail, moving north-south through these communities. In the northernmost portion of Eugene's UGB, the Santa Clara area encompasses about 2,400 acres and has physical borders that include the Willamette River to the east, Randy Pape Beltline Road to the south, and Northwest Expressway to the west. Just south of Santa Clara is the River Road community which encompasses about 1,700 acres and is bordered by the Willamette River to the east, Beltline Road to the north, Northwest Expressway and Railroad Yard to the west, and Thomason Lane to the south, adjoining the Whiteaker Neighborhood. See *Figure 1: River Road-Santa Clara Neighborhood Plan Map*.

The areas known today as River Road and Santa Clara lie within the traditional homeland of the Kalapuya people. From time immemorial, within the context of the Willamette Valley's mosaic of majestic landscapes and ecologies, the Kalapuya bands have accessed the natural resources made available by way of the walamet, or what is today known as the Willamette River and the Valley's fertile, nutrient-rich soils.

Given the available resources and the potential for agricultural land, the area was also attractive to non-indigenous settlers. Beginning in 1840, these settlers arrived in the Oregon territory by way of the Oregon Trail. Diseases, introduced to the Valley by settlers, decimated the indigenous populations. By 1850, more than 90 percent of the Native population had died in an onslaught of repeated epidemics. Today, the Kalapuya people are modern Indigenous community members who continue to practice reverence and traditional connection to the Willamette River and Valley. (*Learn more about the Kalapuyan people of Oregon at <https://fiveoaksmuseum.org/exhibit/this-is-kalapuyan-land/>.*)

In the 1850s, this area was settled by scattered subsistence farm operations. Over time, commercial agriculture became the preeminent land use, especially with the construction of the Oregon and California Railroad in 1871, which was associated with transporting agricultural products.

Though residential construction continuously increased throughout the early 1900s, the River Road and Santa Clara communities remained predominantly agricultural in character until post-World War II increases in Eugene's population spurred the siting and development of more subdivisions and homes within both communities. The rapid increase in population correlated with an estimated 45 percent of the River Road area's residences being constructed between 1940 and 1959. The result was a continued decrease in average farm size, declining agricultural production, and a checkerboard landscape of homes and farmland. As urbanization accelerated during the late 1940s and 1950s, Santa Clara also experienced increases in commercial development.

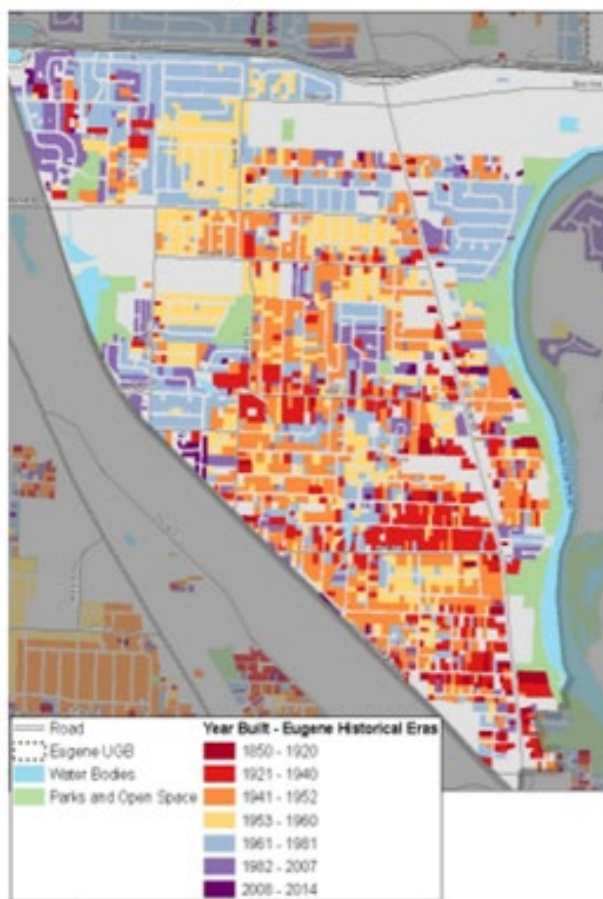
Exhibit A

River Road, designated Pacific Highway in 1923, was once the only major link between Portland and California. This designation of River Road as a state highway greatly influenced much of the development experienced in the River Road and Santa Clara communities. According to land use studies from the 1930s and 1940s, the majority of the roads in the area were created to provide access to River Road. Later, the completion of Beltline Highway (1970) and Northwest Expressway (1980) further facilitated development; this development resulted in changes to the use of the land. Generally, land uses shifted from being primarily farmland to an increase in subdivisions and the presence of homes.

Post-World War II growth brought with it the development of educational and religious facilities. In 1945, River Road and Santa Clara school districts joined Eugene School District No. 4, and five schools were built in the River Road community. The area also experienced an increase in church construction during the 1950s and 1960s. Though church construction had previously been limited to the downtown core, over this period of rapid growth, construction of churches began to take place in areas outside of downtown.

Figure 2: River Road and Santa Clara Historical Development Patterns

Historical Development Patterns in River Road



Historical Development Patterns in Santa Clara

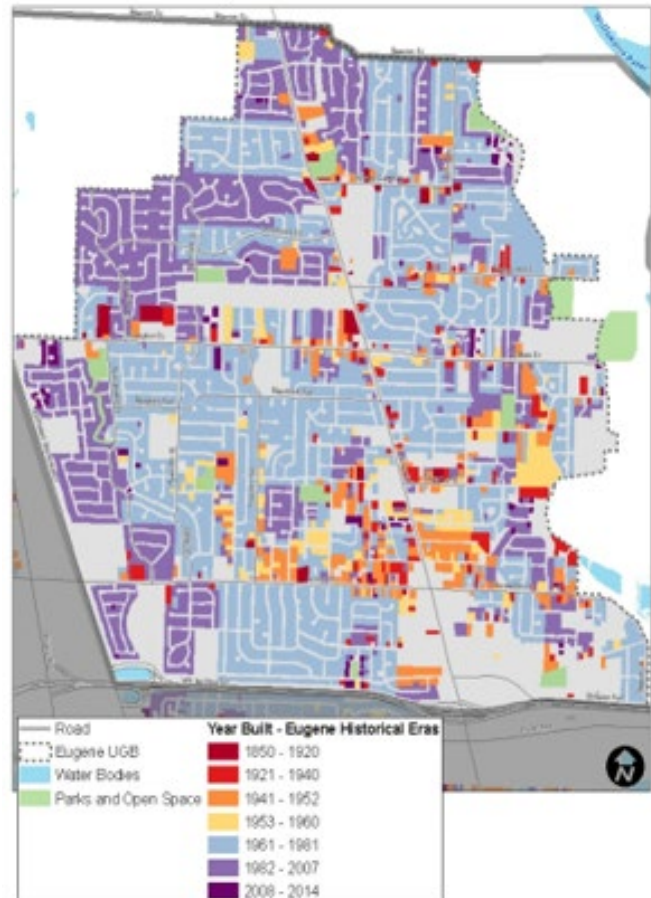


Exhibit A

Continued Development and Annexation

Development continued to urbanize both communities, bringing aspects of in-town communities, such as curved streets and cul-de-sacs, to River Road and Santa Clara by 1975. Accompanying these transformations to the built environment were continuing conversations around how these communities could be incorporated into the City's jurisdiction and how urban services, such as electricity, water, transportation, and sewer, would be provided to the area.

Annexation, sometimes called "incorporation," is the legal process by which properties located in a county become part of a city ("incorporated") and thus eligible to receive city services. In 1982, the adopted regional Metro Plan governing planning efforts of Eugene, Springfield, and Lane County, established the regional UGB and included policies requiring that if new development occurred on properties within the UGB, the properties in question would be annexed to the appropriate city, either Eugene or Springfield.

Sanitary Sewer Service and Patchwork Jurisdiction

Later in the 1980s, a groundwater pollution problem in the area led to the State of Oregon mandating the provision of sanitary sewers. The Metro Plan specified that cities were the sole providers of sewers in the metro area, which meant the City of Eugene was responsible for providing sewers to River Road and Santa Clara. While the City originally intended to provide sewer service to individual properties that chose to voluntarily annex, in order to reduce the groundwater pollution problem, Eugene extended wastewater service to developed properties regardless of whether a property owner chose to annex.

These processes resulted in tensions between River Road and Santa Clara community residents and the City. The legacy of these tensions has led to the continued jurisdictional fragmentation of these communities, with some residents integrated into the Eugene City limits and others remaining within the Lane County jurisdiction—all of which contributed to the checkerboard pattern of City and County properties seen throughout the River Road and Santa Clara neighborhoods today and created inefficiencies in the provision of services and confusion for residents and agencies alike.

Policies in the Metro Plan now encourage annexation as the preferred means of providing urban services to new development. Annexation is voluntary; however, it is typically required when a property owner proposes to develop a property that is within the UGB but not within city limits as a condition of certain land use approvals. In the City of Eugene, annexations must be approved by the Eugene City Council, and the property must be contiguous to the city limits or separated from the city limits only by a public right of way or a stream, bay, lake or other body of water.

Past Community and Planning Efforts

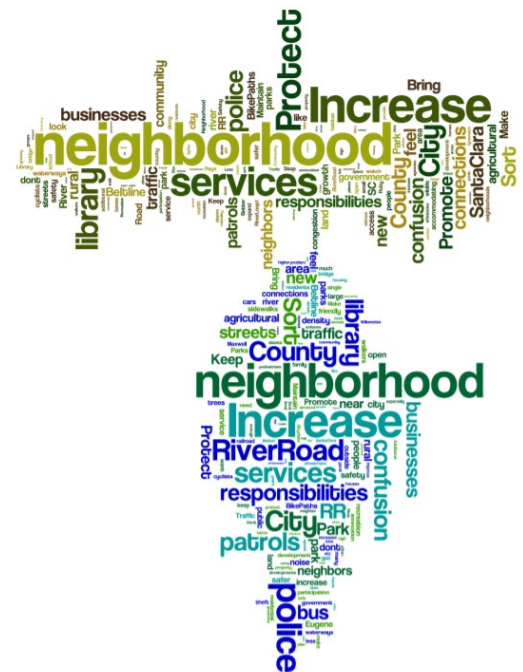
Adopted in 1987, the River Road-Santa Clara Urban Facilities Plan has governed land use and development in the River Road and Santa Clara communities for over 30 years. A number of planning efforts have occurred in River Road and Santa Clara in the years since the Urban Facilities Plan was adopted, leading up to and informing the formal Neighborhood Planning process that began in 2017.

Published in 2006, “Eugene’s Historic River Road” document was the result of a year-long collaboration between Historic Preservation Northwest, City of Eugene Planning staff, and members of the public. The document was intended to assist in the preparation of City and County policies pertaining to the identification and protection of historic resources in the area.

Initiated in 2007 and acknowledged by the Eugene Planning Commission in 2009, the Lower River Road Concept Plan supported planning efforts for the Rasor Mixed-Use Center. Lower River Road was identified in the regional transportation master plan, TransPlan (2001), as a potential area for mixed-use redevelopment. This planning process brought diverse elements of the community together to propose over thirty recommendations related to the vision for Lower River Road and to evaluate implementation strategies related to sustainability, transportation, and land use.

Santa Clara-River Road Outreach and Learning (SCRROL)

RRCO and SCCO joined together in February 2011 on an ambitious public outreach project to survey area residents and identify priorities for the future development of both neighborhoods. Known as the Santa Clara-River Road Outreach and Learning (SCRROL) project, their mission statement was: *To develop a community-wide, shared knowledge about challenges and opportunities in our growing and changing neighborhoods that can inform collaborative decisions in the future.* They identified community priorities and facilitated community dialogue on land use, governance, parks and recreation, and transportation. This outreach work resulted in a Report and Recommendations document that included key findings about what was important to the neighborhood residents and a list of recommendations.



Santa Clara-River Road Implementation Planning Team (SCRRIPT)

SCRROL’s Report and Recommendations included a recommendation to form a new advocacy group named the Santa Clara-River Road Implementation Planning Team (SCRRIPT), a task force to be composed of River Road and Santa Clara representatives to work on common goals. SCRRIPT would function similar to SCRROL but was created to be more proactive in advocating for specific solutions and implementing the goals identified by SCRROL.

Throughout the SCRROL and SCRRIPT planning initiatives, the community organizations dedicated countless volunteer hours in reaching out to and engaging neighbors. The results formed a foundation for the Neighborhood Plan.

Developing the Neighborhood Plan

SCRRIPT and SCRROL, among other efforts by RRCO and SCCO, laid the foundation for the neighborhood planning process. Launched in fall 2017, neighborhood planning was a collaborative effort among the

RRCO and SCCO, the City of Eugene, Lane County, and other stakeholders throughout both neighborhoods to create a vision for growth and development in a manner that respects the area's unique characteristics and opportunities, which will guide decision-making in River Road and Santa Clara for decades to come. The process was guided by a project charter that outlined the decision-making structure, and a public involvement plan that focused on community outreach.

Project Roles

Early in the neighborhood planning process, City and County staff worked with the RRCO and SCCO to establish project roles and various technical and working groups. Some of these groups worked through the duration of the planning process, while others formed for a specific purpose during a particular phase. The roles of the primary groups included:

Community Organizations: RRCO and SCCO played an integral role in the development of the Neighborhood Plan, through all phases of the project. But their role doesn't end at adoption. Ongoing implementation of the Neighborhood Plan will include continued collaboration between the City, County, community partners, and the community organizations.

Project Management Team: The project management team consisted of the Community Advisory Committee (CAC) co-chairs, one from River Road and one from Santa Clara, and City and County Planning staff tasked with guiding the process, including coordination and communication with the community and key stakeholders.

Community Advisory Committee (CAC): The CAC consisted of 11 voting members, with two alternates, nominated by the RRCO and SCCO Boards and appointed by the Eugene Planning Commission to represent the varied voices of the two communities. The CAC included both residents and property owners, including a member representing areas outside Eugene's UGB. Representatives from special districts serving the community were also encouraged to participate in the process. The CAC committed to creating a Neighborhood Plan, adopted by the City and County, to advance the community vision of the River Road and Santa Clara neighborhoods while being consistent with Envision Eugene. The CAC acted as a representative body for the two neighborhoods and strived to weigh the varied input from residents, businesses, property owners, local appointed and elected officials, and RRCO and SCCO. The CAC employed the following principles:

- Be prepared and able to act in a deliberative, considerate, and civil manner
- Respect diverse community demographics and varied interests
- Weigh the perspectives and input of the whole community
- Practice decision-making that places the needs and desires of the entire neighborhood first

The CAC participated in outreach efforts and Topic Area Working Groups and led development of vision statements, goals, policies, and actions. The CAC worked collaboratively with staff to support the Neighborhood Plan's formal adoption process. The CAC made a final community recommendation, along with RRCO and SCCO, on the Neighborhood Plan adoption package.

Topic Area Working Groups: Topic Area Working Groups were ad hoc, flexible groups comprised of members of the public, RRCO and SCCO, and CAC members interested in diving deeper into specific Topic Area details. The groups worked with the CAC to translate community input on best outcomes for the future into vision statements, goals, policies, and actions. The working groups collaborated with the CAC, project management team, and Technical Advisory Committee to develop the plan and participated in outreach throughout the process.

City and County Coordination: The Technical Advisory Committee (TAC), comprised of City, County, and Lane Transit District staff, served as an advisory body to the project management team, CAC, and Topic Area Working Groups. The TAC included input from City and County staff who work on subjects such as transportation, parks, stormwater, economic development, and land use planning. The TAC provided technical support related to the Topic Areas, vetted ideas for feasibility in balance with local budgets and priorities and communicated how neighborhood-specific issues fit within the broader City or County context. Additionally, City and County coordination teams included local elected officials and City and County department executives who provided policy direction at critical junctures, as well as a connection with local decision-makers.

Planning Commissions: The Eugene and Lane County planning commissions provided feedback and guidance throughout the process, including reviewing and approving the project charter and public involvement plan, appointing CAC members, and providing feedback on the plan components, including land use code changes to support the Neighborhood Plan vision.

General Public: The neighborhood planning process included early and ongoing opportunities for the public and key stakeholders to share ideas, raise concerns, and provide feedback. Stakeholders included area property owners, residents, business owners and employees, advocacy groups, and public and non-profit organizations, among others. The project management team crafted a public engagement process that was:

- **Meaningful:** create a vision crafted with beauty, fun, warmth, and welcome
- **Accountable:** respond to ideas, critique, comments, and praise
- **Inclusive:** communicate with all stakeholders, including communicating with the under-represented, communicating outside of structured meetings, and communicating in ways that people understand and can relate to
- **Transparent:** make decisions public; share information in a variety of formats and places
- **Realistic:** inform about constraints, opportunities, and objectives
- **Outcome-oriented:** create a community-supported and Council-adopted neighborhood plan!

Early outreach focused on asking the community what they value in their neighborhoods now and about their hopes and visions for the future, which was used to inform development of the Neighborhood Plan. Outreach continued throughout each phase to share updates and gather feedback.

Exhibit A

Planning Process Phases

The sections below summarize the six phases of the neighborhood planning process: Reaching Out, Neighborhood Visioning, Neighborhood Priorities, Policy Development, Action Planning, and Adoption. Each includes a summary of key stakeholder input and opportunities for public involvement.

Reaching Out Phase

In the summer of 2017, RRCO, SCCO, and staff began the ‘Reaching Out’ phase with three objectives:

1. Raise awareness about the project
2. Promote the fall communitywide kick-off event
3. Create opportunities for people to provide input on the future of their community

The project team began raising awareness about the project by meeting with neighbors throughout the community, attending more than 20 events in advance of the fall kick-off event. Nearly 400 people attended the kick-off event and participated in activities to identify what residents value about the area, as well as sharing their future hopes for the neighborhood. The project team made an effort to engage fresh voices, with outreach events specific to high school students, affordable housing residents, Spanish speakers, and rural residents in Santa Clara, in partnership with local community organizations. The project team also visited with over 300 neighborhood businesses.

Neighborhood Visioning and Neighborhood Priorities Phases

The Visioning and Priorities phases continued focusing on raising awareness of the project and asking the community what they valued in their neighborhoods as well as their hopes for the future. The CAC and the Topic Area Working Groups met monthly to compile and review the feedback received during the Reaching Out phase, recognizing the priorities and values heard during this process, as well as the many years of engagement done in the community by SCRROL and SCRRIPT. Different themes emerged from the community feedback and the Neighborhood Plan began to develop around five main Topic Areas: Economic Development, Transportation, Parks and Natural Resources, Land Use, and Community. A vision for the future of the River Road and Santa Clara communities started to appear.

The CAC and Working Groups continued public outreach, including questionnaires, community forums, an online survey, and several targeted outreach events. Using this widespread input from the community, the CAC and Working Groups moved into the Policy Development phase and started crafting the vision statements, goals, and policies of the Neighborhood Plan.

Policy Development Phase

In this phase, work focused on drafting policies related to the vision and neighborhood priorities developed from community input. Throughout the Policy Development phase, Working Group meetings were held periodically and interested community members were welcome to attend. Policy writing was led by the CAC and supported by staff on the Technical Advisory Committee as well as Working Group members. The CAC hosted a “Policy Round-Up” and a “Planning in Action Open House” to engage the public in reviewing and prioritizing draft policies.

Additionally, the TAC completed a policy review to ensure the draft policies aligned with existing City and County policies. After initial community and staff review, the project team convened a Triple Bottom Line (TBL) Sounding Board meeting to provide a citywide perspective about the equity, environmental, and economic implications of proposed goals and policies in the Neighborhood Plan. The TBL Sounding Board communicated with City and County committees to keep them informed and engaged. The TBL Sounding Board included representatives from the following boards and commissions:

- Eugene Planning Commission
- Lane County Planning Commission
- Eugene Human Rights Commission
- Eugene Sustainability Commission
- Eugene Active Transportation Committee
- Intergovernmental Housing Policy Board
- Eugene Historic Review Board
- Eugene Budget Committee
- Eugene Neighborhood Leaders Council

In May 2019, the Eugene City Council approved utilizing the draft goals and policies as a platform for moving into the Action Planning Phase.

Action Planning Phase

The Action Planning Phase focused on drafting, evaluating and prioritizing actions to implement the draft policies. Refining the action items was a collaborative process among the CAC, Working Group members, and City, County, and partner agency staff to incorporate community and technical feedback. The project team hosted a variety of public outreach events to inform the Neighborhood Plan actions, including a City of Eugene Planning Division Project Fair at the Downtown Library, a ‘Pumpkin Pie and Planning’ event in the neighborhood, a series of small group discussions called ‘Neighborhood Conversations,’ and a second TBL Sounding Board Meeting.

The meetings provided the opportunity for groups of staff, volunteers, and community members to discuss elements of the land use changes; sharing support and reservations. In mid-March 2020, the COVID-19 pandemic hit and slowed down the engagement process. However, after receiving comprehensive feedback from previous engagement, the CAC continued to meet virtually on Zoom each month and refine the draft actions. The project team mailed postcards to specific properties, which included commercially zoned areas and key large church properties beyond the corridor that were targeted for potential zone changes/land use code changes to support potential future redevelopment. The postcards were intended to solicit feedback from tenants and property owners about these potential changes.

The RRCO and SCCO continued their review and provided input on the draft actions proposed in each Topic Area. In May 2021, the project team received direction from the Eugene City Council and Lane County Board of Commissioners to move into the Adoption Phase and to prepare a plan adoption package for community review.

Adoption Phase

In 2022, City staff offered a path to adoption that built on broad community agreement and the extensive engagement, collaboration, and community volunteer hours dedicated to the neighborhood

Exhibit A

planning process since 2017. The proposed path forward also recognized the challenges and changes faced between 2020 and 2022, including the COVID-19 pandemic, state mandates for other planning priorities, staff changes, and resource constraints. The project management team worked to refine a final adoption package, including a refined set of neighborhood-specific land use code amendments to achieve many of the land use goals outlined in the Plan. The River Road-Santa Clara Neighborhood Plan adoption package is comprised of the Neighborhood Plan document and neighborhood-specific code amendments addressing important topics like commercial development standards and transitions between commercial mixed-use and lower density residential areas. While not a part of the adoption package, the Action Plan, which acts as a non-regulatory guidance document, remains an important part of the planning effort.

In March 2023, the Community Advisory Committee approved bringing the neighborhood-specific code amendments out for community feedback, kicking-off the broader engagement process for the Adoption Phase. This engagement process included mailing postcards to all owners and residents of the River Road and Santa Clara neighborhoods which featured ways to engage during the adoption phase, including virtual information sessions, an in-person community event, a meeting toolkit, and an online feedback form. This community feedback helped inform recommendations from the CAC, RRCO, and SCCO and helped compile the adoption package before it went through the formal adoption process with City and County decision-makers.

River Road Corridor Study

One desired outcome of the Neighborhood Plan is to improve conditions along River Road, which is identified as a key transit corridor in Envision Eugene. The River Road Corridor Study was a concurrent planning process that integrated the Neighborhood Plan vision for active mixed-use neighborhood centers along the River Road corridor and a transportation system that is safe, accessible, affordable, environmentally responsible and transitions to zero carbon.

The River Road Corridor Study included an in-depth analysis of the River Road corridor, from Northwest Expressway to Hunsaker Lane, funded by a Federal Transit Administration grant awarded to Lane Transit District and the City of Eugene. The Corridor Study included stakeholder interviews, public workshops, economic and demographic research, and conceptual design work, which resulted in land use and multimodal recommendations to encourage mixed-use neighborhood centers and a variety of housing types; integrating how people get around, where they shop and live, and how the corridor looks and feels to support implementation of the community vision along River Road.

Recommendations from the River Road Corridor Study were incorporated into the Neighborhood Plan vision, goals, and policies, as well as the neighborhood-specific land use code amendments and the Action Plan. The string of pearls concept along River Road (illustrated in *Figure 1: River Road-Santa Clara Neighborhood Plan Map*) originated from this study.

Neighborhood Plan Visions, Goals, and Policies

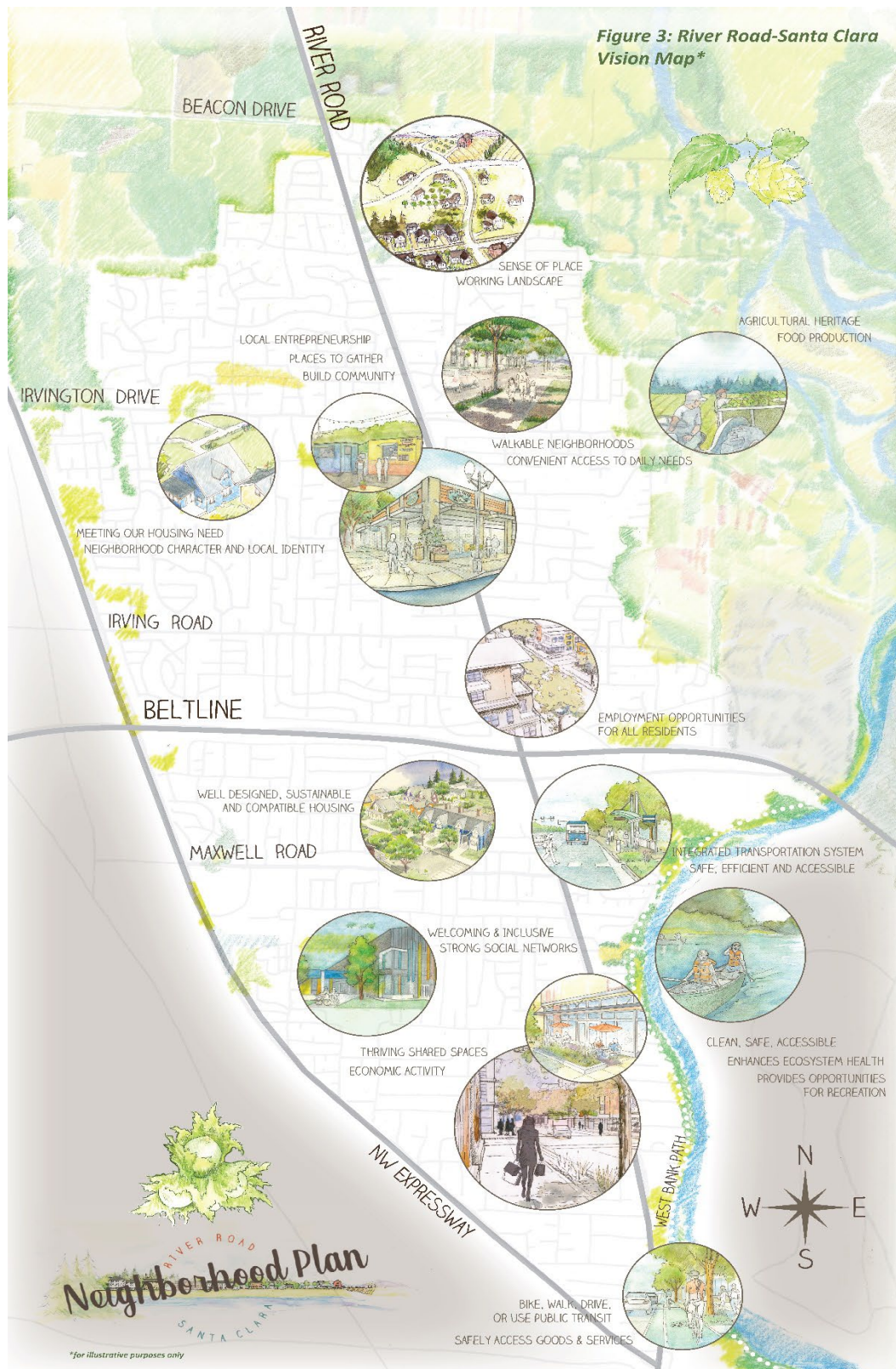


Exhibit A

Economic Development

VISION STATEMENT

ECONOMIC
DEVELOPMENT

The River Road and Santa Clara communities support sustainable economic development, a variety of employment opportunities for all residents, and local entrepreneurship. Economic activity, especially that of local businesses, contributes to a shared neighborhood identity, while providing places to gather and build community. Natural assets, such as the river and fertile soils, benefit local residents and support thriving businesses. Residents can safely access essential goods and services within a short distance from home.

Goal 1: Improve the neighborhood economy and empower local residents by encouraging the growth and creation of local businesses.

Policy 1.1 Incentives for Local Businesses: Help neighborhood businesses use existing local, regional, and state loan programs to support growth and creation of neighborhood businesses.

Policy 1.2 Neighborhood Assets: Support business development that utilizes neighborhood assets.

Policy 1.3 Patronage of Locally Owned Businesses: Encourage patronage of locally owned businesses through community organization efforts such as marketing, education, and events.

Policy 1.4 Regulatory Environment: Strive for a local regulatory environment that is supportive of economic development in line with neighborhood vision (such as creating small commercial nodes)

Goal 2: Promote redevelopment that enhances walkability and increases access to daily needs.¹

Policy 2.1 Vibrancy: Incentivize and support redevelopment that fosters active mixed-use neighborhood centers.

Policy 2.2 Small Business Development: Promote small business development that supports active mixed-use neighborhood centers by identifying local funding sources and continuing local outreach and assistance to small business owners.

Goal 3: Promote living wage employment opportunities within the neighborhood.

Policy 3.1 Residential Employment: Encourage businesses in residentially zoned areas at a scale that complements the surrounding neighborhood.

Policy 3.2 Employment Opportunities: Promote the creation of employment opportunities that offer a living wage.

¹ Examples of daily needs include grocery stores, pharmacies, and other necessary services.

Transportation

VISION STATEMENT

TRANSPORTATION

The integrated transportation system in River Road and Santa Clara is safe, efficient, and accessible for people of all ages, abilities, and socio-economic levels who choose to bike, walk, drive, or use public transit. This system supports redevelopment, economic opportunity, and affordable, convenient access to daily needs. The design of the transportation system enhances the sense of place and responds to the evolving needs of the community. Our transportation system is environmentally responsible and supports low carbon transportation options.

Goal 4: Implement a transportation system that is designed to be safe for all users.

Policy 4.1 Safety and Accessibility: Improve safety and accessibility for people walking, biking, and using mobility devices.

Policy 4.2 Riverfront Paths: Improve safety enhancements and amenities along riverfront shared use paths.

Goal 5: Promote a connected and efficient multi-modal transportation system that is equitable and affordable and addresses congestion on River Road.

Policy 5.1 Regional Transportation Network: Work towards convenient, equitable, and affordable access to a regional pedestrian, bicycle, transit, and vehicle network throughout the River Road and Santa Clara neighborhoods.

Policy 5.2 Transit: Support affordable public transit along River Road from the Urban Growth Boundary to the rest of Eugene in collaboration with Lane Transit District.

Policy 5.3 Active Transportation to Commercial Centers: Expand active transportation networks that connect neighborhoods to their adjacent commercial areas, schools, and community gathering spaces.

Policy 5.4 Traffic Management: Prioritize transportation infrastructure improvements to support the traffic flow and enhance safety objectives.

Policy 5.5 Public Right-of-Way Management: City and County will continue to cooperatively work towards addressing jurisdictional issues in the right of way, including parking, maintenance, street improvements, and annexation issues.

Goal 6: Plan for a transportation system that is future oriented, environmentally responsible, and transitions to zero carbon.

Policy 6.1 Zero Carbon: Transition transportation system toward zero carbon by prioritizing improvements that support seamless connections for switching between modes, active transportation options, ride sharing, and electric vehicle use.

Policy 6.2 Education and Youth Engagement: Educate current and future users of the transportation system about active transportation options and transit, tapping into existing resources like Safe Routes to School and City of Eugene youth recreation programs.

Exhibit A

Policy 6.3 Future Transportation Needs: Support a transportation system that responds to the long-term needs of the River Road and Santa Clara neighborhoods.

Policy 6.4 Street Design: Apply appropriate design standards to address the distinct types of travel lanes typical of the River Road and Santa Clara neighborhoods, consistent with City and County guidelines.

Transportation Maps

The Existing and Future Transportation Maps on the following pages include City, County, and private streets and infrastructure, as well as planned improvements from the 2035 Eugene Transportation System Plan and Safe Routes to School program priorities. The Street Jurisdiction Map illustrates streets within the jurisdiction of the City and County.

Exhibit A

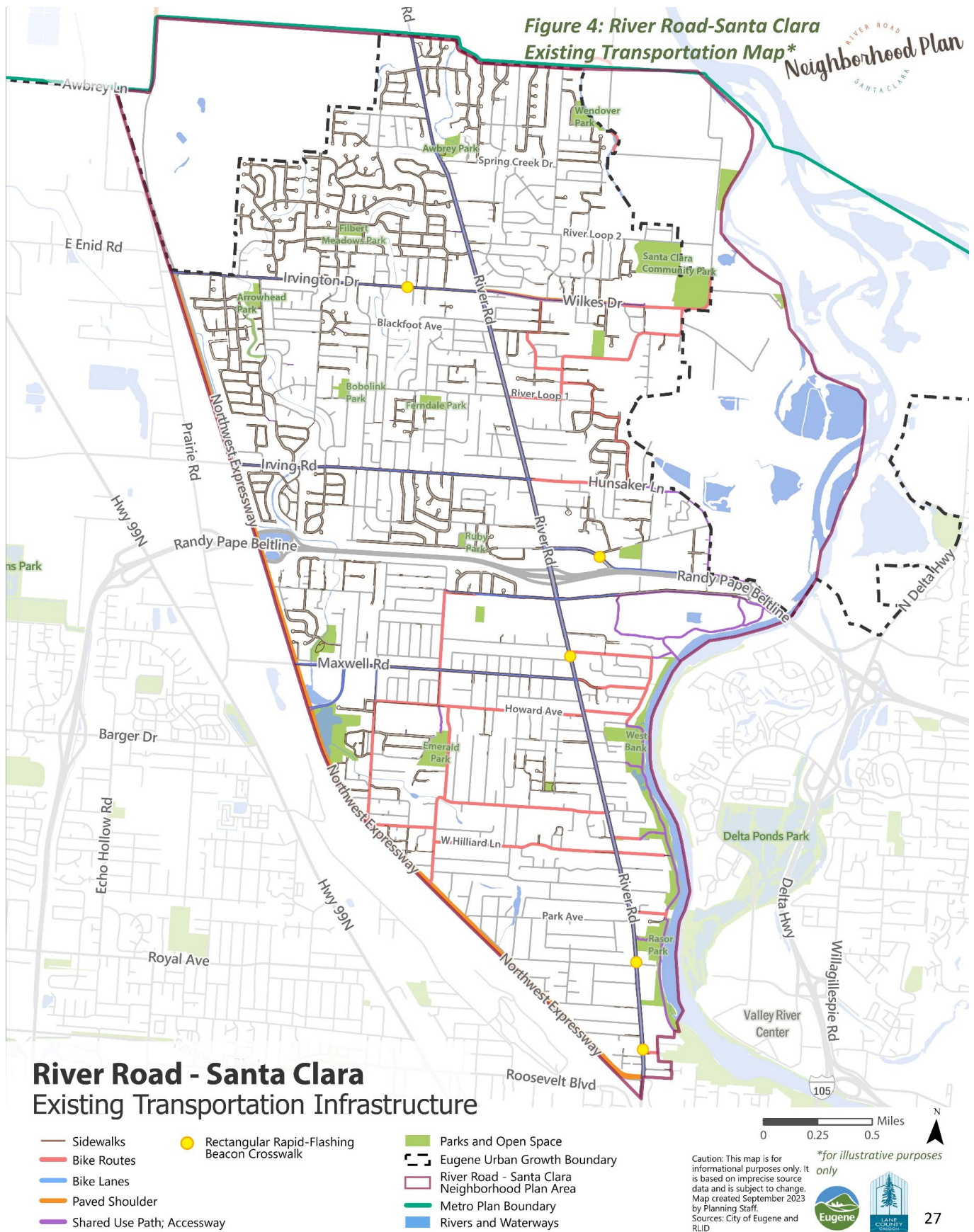
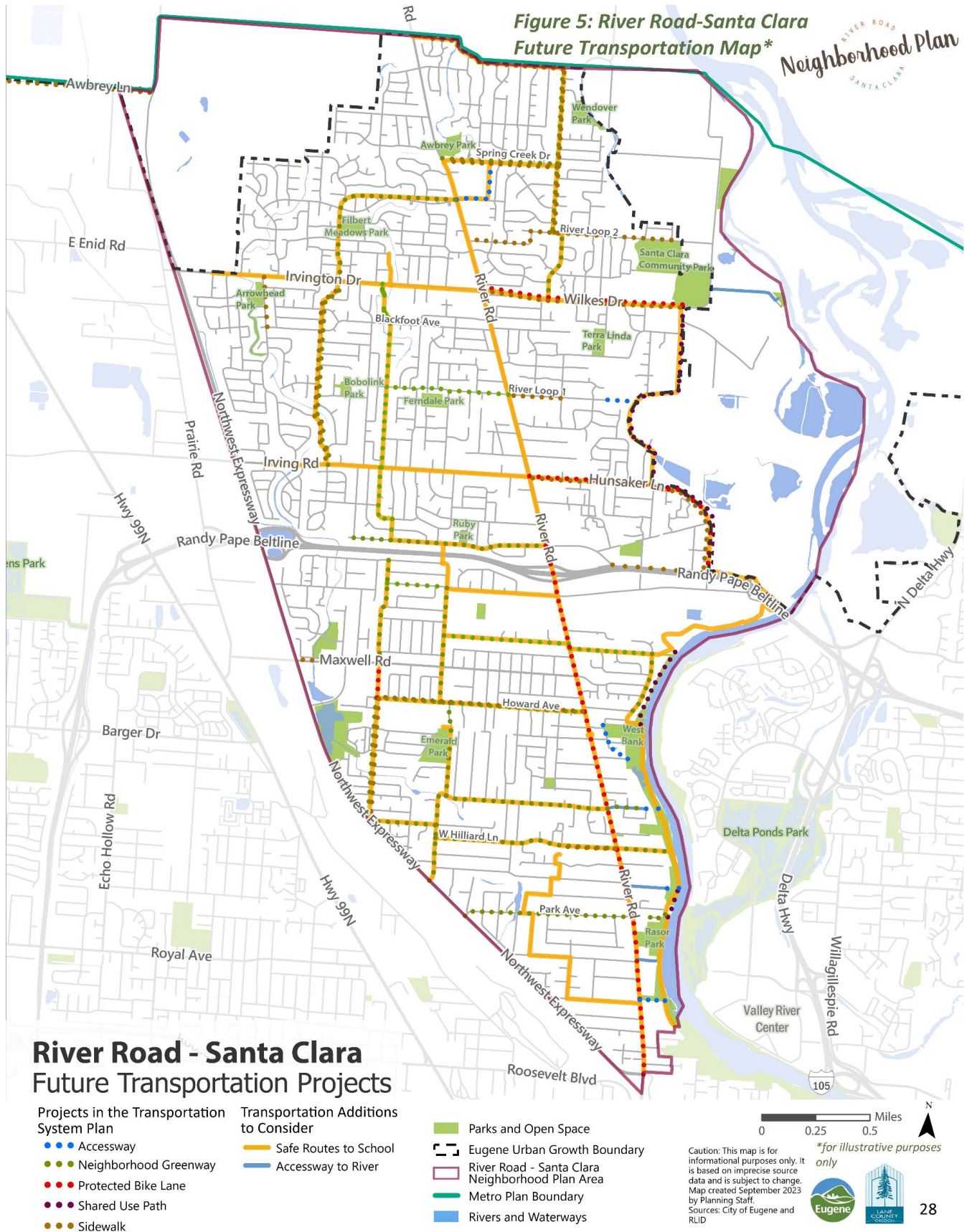


Exhibit A



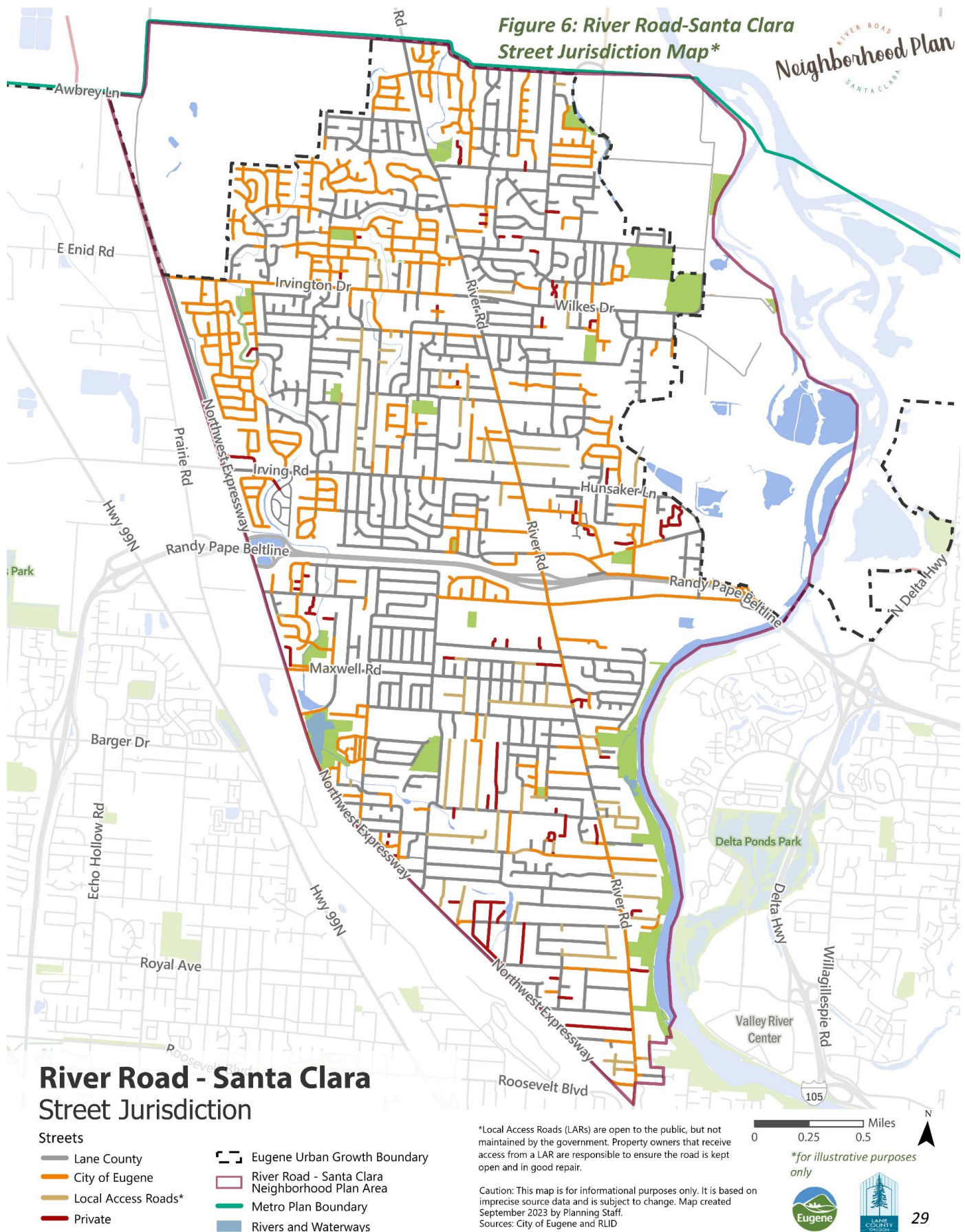


Exhibit A

Parks and Natural Resources

VISION STATEMENT

PARKS AND NATURAL RESOURCES

River Road and Santa Clara celebrate a rich diversity of private and shared green spaces, including parks and recreation facilities, natural areas that support native plants and wildlife, and farmland for food production. All residents have a clean, safe, accessible, and well-maintained park or recreation facility close to their home. Residents have access to the Willamette River, which is celebrated as a natural asset, a defining characteristic of both neighborhoods, and a statewide resource. Natural assets, such as the tree canopy, soils, and the watershed are protected for future generations and are highly valued and cared for as natural infrastructure that enhances ecosystem health, provides opportunities for recreation, and supports the working landscape.

Goal 7: Maintain and create natural areas which are healthy, thriving spaces that provide habitat for native species and function as natural infrastructure.

Policy 7.1 Stormwater Conveyances: Enhance natural stormwater conveyances to reduce pollution, increase infiltration, protect against flooding, and improve habitat.

Policy 7.2 Stormwater Education: Educate the public about the interconnectedness of function and safety in our natural stormwater system through City and community collaboration.

Policy 7.3 Habitat Corridors: Create new and enhance existing habitat corridors throughout the River Road and Santa Clara neighborhoods through community organizing and collaboration with local service providers to conduct outreach and education to property owners.

Policy 7.4 Public Natural Areas: Create new and enhance existing natural areas, including within the Willamette River Greenway, that are accessible to all residents.

Policy 7.5 Tree Canopy: Promote, conserve, protect, and improve our urban forest by preserving and planting street trees and encouraging private property owners to plant trees with education and incentives, consistent with Eugene's Urban Forestry program.

Goal 8: Provide neighborhood access to recreational opportunities, parks, and community centers.

Policy 8.1 Parks Access: Plan for all residents to have access to parks or publicly owned open space within one-half-mile walking distance of their residence.

Policy 8.2 Connectivity: Improve connectivity between parks, natural areas, and public open spaces.

Policy 8.3 Recreational Opportunities and Community Centers: Enhance equitable access to recreational opportunities and well-maintained community centers.

Exhibit A

Goal 9: Make the Willamette River a vital, healthy, and accessible part of the neighborhoods.

Policy 9.1 Safe and Convenient Access: Provide safe and convenient access to the riverbank park system for people walking, biking, and using mobility devices.

Policy 9.2 Stewardship of the Willamette River Ecosystem: Work with the community and non-profit organizations to balance preservation and access to the river.

Policy 9.3 Recreational Uses: Promote accessible recreational uses along the Willamette River edge in partnership with local service providers to improve access to the river and provide amenities and programs.

Goal 10: Preserve agricultural land and open spaces within the Neighborhood Plan boundary.

Policy 10.1 Agricultural Land Preservation outside the Eugene Urban Growth Boundary (UGB): Preserve high value farmland (Class 1 and Class 2 soils) outside the UGB for farm use, where feasible or as the state allows.

Policy 10.2 Open Space Preservation: Promote a network of publicly and privately-owned open space areas in collaboration with local service providers and private property owners.

Policy 10.3 Agricultural Enterprises within the UGB: Promote agricultural enterprises within the UGB through legislative updates to local land use regulations, incentives, and collaboration with private property owners.

Parks and Natural Resources Maps

The Parks and Natural Resources Map on the following page includes City of Eugene Parks and Open Space projects as of 2023, existing parks, open space, and public lands within the neighborhoods, and other wetland, riparian, and habitat resources.

Exhibit A

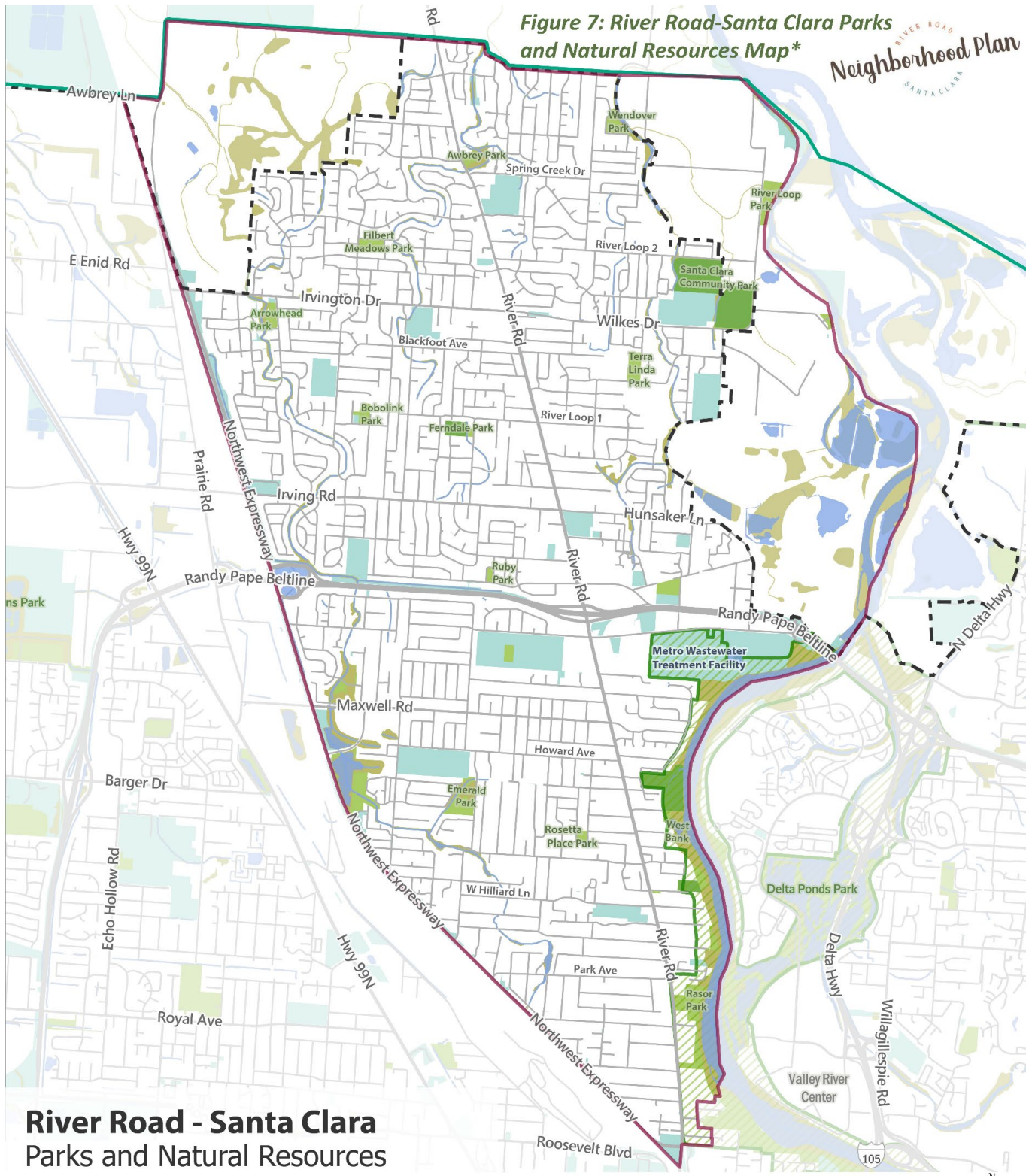


Figure 7: River Road-Santa Clara Parks and Natural Resources Map*

Neighborhood Plan

River Road - Santa Clara Parks and Natural Resources

- | | | |
|---|--|--|
| Parks Projects (2023) | Willamette Greenway | Rivers and Waterways |
| Parks and Open Space | Eugene Urban Growth Boundary | |
| Publicly Owned Land | River Road - Santa Clara Neighborhood Plan Area | |
| Wetland, Riparian, and Habitat Land | Metro Plan Boundary | |

**for illustrative purposes only*

Caution: This map is for informational purposes only. It is based on imprecise source data and is subject to change. Map created September 2023 by Planning Staff. Sources: City of Eugene, RLID, NWI, and DOGAMI



Land Use

VISION STATEMENT

LAND USE

Land use in River Road and Santa Clara supports neighborhood character and local identity, including our long-standing agricultural heritage and high value soils. Our neighborhoods are walkable, with a range of housing types affordable to all residents. Abundant shops, services, and community spaces are served by a variety of transportation options. Strategic development and revitalization in more urban locations, especially the River Road corridor, helps maintain neighborhood character while meeting our housing and economic needs in a way that is environmentally responsible. Development is well designed, sustainable, and compatible with existing surroundings. Development adjacent to the Willamette River greenway improves safety, enhances access, and respects ecological functions.

Goal 11: Support development that is well designed and economically, socially, and environmentally sustainable.

Policy 11.1 Effective Public Process for Development: Encourage effective collaboration between developers, public agencies, and neighbors through legislative updates to local land use regulations.

Policy 11.2 Well Designed Built Environment: Update design standards through legislative updates to local land use regulations so that they provide for gradual transitions between different uses and scales and incorporate pedestrian scale design through building design, size, scale, and site layout requirements.

Policy 11.3 Well Designed Community Space: Help build a sense of community by using welcoming and well-designed public and private community space.

Policy 11.4 Green and Resilient Properties: Encourage actions on residential, commercial, and public properties that enhance food and energy production, water storage and conservation, and tree canopy through programs, incentives, and legislative updates to local land use regulations.

Goal 12: Plan for future housing that addresses the needs of the community.

Policy 12.1 Compatible Infill: Encourage innovative and creative housing options and infill, and incorporate pedestrian scale design through building design, size, scale, and site layout requirements through legislative updates to local land use regulations.

Policy 12.2 Affordable Availability: Plan for affordable and moderate-income housing throughout the River Road and Santa Clara neighborhoods through strategies, funding, partnerships, and execution of the City and County's housing plans.

Policy 12.3 Innovative Housing Strategies: Pursue innovative housing strategies through collaborative planning efforts between the River Road and Santa Clara neighborhood organizations, the City, the County, and local service providers.

Exhibit A

Policy 12.4 Monitoring and Implementation: At five-year intervals after adoption of the Neighborhood Plan, City will use available data from the Growth Monitoring Program to measure the effectiveness of policies established in this plan. The River Road and Santa Clara Community Organizations will use the results to revise Action Plan priorities over time as work is completed and new community priorities are identified.

Goal 13: Support an active and accessible River Road corridor.

Policy 13.1 Key Areas for Development: Support more development and redevelopment in key areas for residential, commercial, and mixed-use development through legislative updates to local land use regulations.

Policy 13.2 Walkable Neighborhood Centers: Support walkable neighborhood centers where people can access transit, shopping, parks, schools, and public spaces within walking distance through legislative updates to local land use regulations.

Goal 14: Promote land use and development that protects and enhances neighborhood character.

Policy 14.1 Compatibility Transitions: Enhance compatibility through development standards such as height and scale transitions, setbacks, buffering with trees, and window offsets between adjacent properties that are zoned differently through legislative updates to local land use regulations.

Policy 14.2 Neighborhood Livability: Retain and enhance neighborhood livability, such as by mitigating noise, identifying and encouraging preservation of historical and cultural properties, and promoting green development and design at pedestrian scale.

Policy 14.3 Willamette River Compatibility: Encourage development that is less intense along the river by making legislative updates to local land use regulations that include additional standards to protect, maintain, preserve, and enhance the natural, scenic, historic, and recreational qualities of the Willamette River Greenway.

Community

VISION STATEMENT

COMMUNITY

The River Road and Santa Clara Neighborhoods exude a strong sense of place. They are welcoming and inclusive neighborhoods for people of all backgrounds. River Road and Santa Clara celebrate and nurture community unity and diverse cultures and honor the rich history of farming in the neighborhoods. The community recognizes the value of natural assets, such as the Willamette River and thriving shared spaces, such as parks, schools, and local businesses. Our neighborhoods are safe, resilient, and engaged, with strong social networks and reliable public services.

Goal 15: Foster a welcoming and inclusive community.

Policy 15.1 Welcoming and Inclusive: Promote a welcoming environment and inclusive approach to the work of the River Road and Santa Clara Community Organizations in collaboration with the City, County, and other local service providers such as schools and non-profit organizations.

Policy 15.2 Housing Affordability: Show community support for affordable housing opportunities in the neighborhoods.

Policy 15.3 The Unhoused Community: Advocate for housing and provide information to community members about housing services and social services available for people without stable housing.

Policy 15.4 Public Art: Support public art through public programs and community advocacy.

Goal 16: Foster collaborative relationships to build a stronger and more resilient community.

Policy 16.1 Communication and Outreach: Enhance communication and outreach capabilities of the River Road and Santa Clara Community Organizations by advocating for stable local funding to reach the entire neighborhoods.

Policy 16.2 Gathering and Learning Spaces: Enhance access to locations and opportunities for community gathering, sharing, and learning spaces for all residents in collaboration with neighborhood schools, businesses, and other community partners.

Policy 16.3 Community Engagement: Build and maintain resident engagement through neighborhood projects, outreach, empowering neighborhood volunteers, and applying for the City's Community and Neighborhood Matching Grants Program.

Policy 16.4 Resilience Networks: Build community support and participation in small scale resilience networks that help neighbors and businesses communicate, share resources, and prepare for emergencies.

Goal 17: Provide comprehensive public services and community resources that address the evolving needs of the community.

Policy 17.1 Address Present Confusion about Service Providers: Assist River Road and Santa Clara residents by providing information about current service providers so there is clarity about which agencies provide services where and how to contact them.

Policy 17.2 Essential Public Services (safety, water, fire): As neighborhoods evolve, strive for equitable provision of essential public services if amalgamation and/or transition of service providers is considered.

Policy 17.3 Community Resources: Work to expand parks and recreation services as well as library and cultural services in the River Road and Santa Clara neighborhoods.

Policy 17.4 Annexation: Annexation of the River Road and Santa Clara areas will occur only through strict application of state laws and local policies (e.g., ability to extend key urban facilities and services in a timely manner). In each case, Eugene will make every reasonable attempt to provide for annexation only on a voluntary basis and according to prior individual property annexation agreements.

Goal 18: Increase resilience in local food, water, and disaster preparedness systems necessary for human health and wellbeing.

Policy 18.1 Green Infrastructure: Invest in infrastructure development that is resilient to disasters, enhances food, water, and energy stability, and preserves ecosystem functions, as feasible.

Policy 18.2 Food Production and Storage: Promote home and neighborhood food production and storage through community education, outreach, programs, and legislative updates to local land use regulations.

Policy 18.3 Renewable Resources and Energy: Promote renewable resources and energy conservation to decrease reliance on public utility grid through community education, outreach, and incentives.

Policy 18.4 Neighborhood-wide Emergency Preparedness: Educate and prepare for natural disasters by increasing access to regular Community Emergency Response Team (CERT) training and through community volunteer efforts.

**Findings in Support of the Adoption of the
River Road-Santa Clara Neighborhood Plan
Metro Plan Amendments
City of Eugene and Lane County
(City File MA 23-5 and County File: 509-PA23-05532)**

Overview

The City of Eugene and Lane County, in collaboration with the River Road and Santa Clara Community Organizations and neighborhood volunteers, have been working together on an updated neighborhood plan that creates a vision for growth and development in a manner that respects the River Road-Santa Clara area's unique characteristics and opportunities.

The purpose of the amendments to the Eugene-Springfield Metropolitan Area General Plan (Metro Plan Amendments) is to adopt an updated neighborhood plan that:

- provides policy direction for City and County decision-makers as they consider future legislative actions
- guides City and County staff in:
 - formulating proposed changes to local land use regulations and other regulatory documents
 - developing other work programs and long-range planning projects
 - preparing budgets and capital improvement programs
- calls for collaboration as well as continued or additional efforts from the River Road and Santa Clara Community Organizations and other community partners

Metro Plan Amendments

The proposal involves a Type II Metro Plan Amendment pursuant to EC 9.7705(2)(b) to:

- adopt the new River Road- Santa Clara Neighborhood Plan as a refinement of the *Eugene-Springfield Metropolitan Area General Plan* (Metro Plan);
- remove Chapter II Section F from the Metro Plan as well as references to the section in the Table of Contents and Chapter II Introduction of the Metro Plan;
- Amend Appendix B to the Metro Plan to add a reference to the new River Road- Santa Clara Neighborhood Plan.

The proposed River Road-Santa Clara Neighborhood Plan (Neighborhood Plan) creates a vision for growth and development in a manner that respects the area's unique characteristics and opportunities and includes vision statements, goals, and policies that reflect community values, aspirations, and priorities expressed during outreach. The Neighborhood Plan provides policy direction for City and County decision-makers as they consider future legislative actions, and guides City and County staff in formulating proposed changes to local land use regulations and other regulatory documents, developing other work programs and long-range planning projects, and preparing budgets and capital improvement programs. The Neighborhood Plan also calls for collaboration and continued or additional efforts and advocacy from the River Road and Santa Clara Community Organizations and other community partners. In addition to the Neighborhood Plan, a non-regulatory Action Plan was developed with input from the community; however, the Action Plan is not a land use plan, is not regulatory in nature, and will not be

Exhibit B

adopted by either the Eugene City Council or the Lane County Board of Commissioners. As such, these findings need not and do not address compliance of the Action Plan with land use approval criteria.

In 1980, the Oregon Environmental Quality Commission (EQC) concluded that a public health hazard existed for people using the River-Road Santa Clara aquifer, resulting from ground water contamination from individual septic tank disposal systems. As part of the acknowledgment process for the 1982 Metro Plan, the Oregon Land Conservation and Development Commission provided direction that an urban services plan be developed for both River Road and Santa Clara and that City of Eugene provide those services. This direction was memorialized in the text of the 1982 Metro Plan. After the 1987 River Road-Santa Clara Urban Facilities Plan was adopted, the River Road-Santa Clara specific text in the Metro Plan was revised in 1987 to reflect adoption of the Urban Facilities Plan, and moved into Chapter II Section F of the Metro Plan, “River Road and Santa Clara Goals, Findings, Objectives, and Policies,” with the intention that the policies would lead to the delivery of urban services to the River Road and Santa Clara areas, most specifically wastewater service. The 1987 Urban Facilities Plan policies address the extension of wastewater service to the River Road-Santa Clara area in order to address the groundwater pollution problem. Policies were also added to Chapter II Section F of the Metro Plan that addressed extension of wastewater service to the area. Since the 1987 Urban Facilities Plan and the Chapter II Section F Metro Plan policies were adopted, additional planning tools have been made available for planning for wastewater and other urban services; for example, Eugene’s Wastewater Master Plan, the City’s Capital Improvement Program, and the regional Public Facilities and Services Plan. Consistent with the policy direction contained in the 1987 Urban Facilities Plan and Chapter II Section F of the Metro Plan, wastewater has been extended throughout the River Road-Santa Clara area. As a result, the properties in the River Road and Santa Clara basins are fully served with wastewater service, with the exception of the eastern fringe, and some limited in-fill. For these reasons, the policies in Chapter II Section F from the Metro Plan are no longer necessary and are proposed for removal.

Additionally, a set of proposed amendments to the City of Eugene’s Land Use Code which would apply within portions of the River Road and Santa Clara areas that are within the city limits are also included in the proposed adoption package. The Code Amendments only apply within the City of Eugene and therefore will only be adopted by the City of Eugene. The proposed code amendments are not addressed in these findings. The Eugene City Council will adopt a separate ordinance and a separate set of findings in order to approve the proposed code amendments. These findings only address the Metro Plan Amendments that must be adopted by both the Eugene City Council and the Lane County Board of Commissioners.

Metro Plan Amendment Criteria

City of Eugene Criteria

EC 9.7735 Metro Plan Amendments – Criteria for Approval.

- (1) The proposed amendment is consistent with the relevant Statewide Planning Goals; and**
- (2) The proposed amendment does not make the Metro Plan internally inconsistent; and**
- (3) When the city-specific local comprehensive plan also applies, the proposed amendment is consistent with the city-specific local comprehensive plan.**

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Lane County Criteria**LC 12.300.030 Metro Plan Amendment Criteria**

The following criteria will be applied by the Board of Commissioners and other applicable governing body or bodies in approving or denying a Metro Plan amendment application:

- A. The proposed amendment is consistent with the relevant Statewide Planning Goals; and
- B. The proposed amendment does not make the Metro Plan internally inconsistent.

Consistency with Statewide Planning Goals**City of Eugene Criteria****EC 9.7735 Metro Plan Amendments – Criteria for Approval.**

- (1) The proposed amendment is consistent with the relevant Statewide Planning Goals

Lane County Criteria**LC 12.300.030 Metro Plan Amendment Criteria**

- A. The proposed amendment is consistent with the relevant Statewide Planning Goals

Statewide Planning Goal 1 – Citizen Involvement. To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.

The City's and County's acknowledged procedures for adoption of legislative land use decisions, located in sections 9.7700 through 9.7735 (Metro Plan Amendment Procedures) of the Eugene Code, 1971, and sections 12.300.005 through 12.300.035 (Eugene-Springfield Metropolitan Area General Plan Element) of the Lane County Code, ensure the opportunity for community members to be involved in all phases of the legislative land use decision process and set out the requirements for such involvement.

These Metro Plan amendments do not amend or affect either jurisdiction's state acknowledged citizen involvement program. As addressed below, the process for adopting these Metro Plan amendments complies with Goal 1 because it is consistent with the citizen involvement provisions cited above.

The City's citizen involvement program is adopted into the Eugene Code. The County's citizen involvement program is adopted into the county regulations applicable to the Eugene urban transition area (the area outside the city limits but within the urban growth boundary) and the Lane Code. Both the City and County regulations include a formal land use review procedure with public notification, meetings, and hearings. The public engagement actions for the neighborhood planning work were completed consistently with the City's and County's acknowledged citizen involvement programs and went beyond the requirements of those programs to ensure that citizens had opportunities to be involved in the process.

This package of Metro Plan amendments has been the subject of extensive public involvement over the course of several years. The document titled *River Road-Santa Clara Neighborhood Plan Engagement Summary* attached to these Findings as Appendix 1 and hereby adopted as additional findings of compliance with Goal 1, summarizes the public engagement efforts used to educate the public and

obtain feedback on the River Road-Santa Clara Neighborhood Plan throughout each phase of the planning process.

A final round of community engagement took place during the adoption phase, leading up to the pre-adoption notice provided to the Department of Land Conservation and Development. In March 2023, the Neighborhood Plan's Community Advisory Committee approved bringing the draft Neighborhood Plan, a non-regulatory Action Plan, and neighborhood-specific code amendments out for community feedback, kicking-off the broader engagement process for the adoption phase. Updated drafts of the Neighborhood Plan, Action Plan, and the neighborhood-specific code amendments were published to the project website and the project's Engage Eugene site, part of the City of Eugene's online engagement platform.

Project staff distributed information about the neighborhood planning process and the adoption process through a variety of digital media, including the project website, Engage Eugene webpage, social media, and e-newsletters from the City Planning Division and both community organizations. Project staff also developed summary documents and graphics that were made available online and at in-person events.

In early May 2023, project staff mailed a postcard to all property owners and residents of the River Road and Santa Clara neighborhoods, approximately 16,800 people. The postcard featured ways to engage during the adoption phase, including virtual information sessions, an in-person community event, a meeting toolkit, and an online feedback form.

A joint public hearing on the proposed River Road-Santa Clara Neighborhood Plan was held by the Eugene and Lane County Planning Commissions on October 17, 2023. Consistent with City and County code requirements, the Planning Commissions' joint public hearing on the proposal was duly noticed to all neighborhood organizations in Eugene as well as community groups and individuals who requested notice. Notices were provided at the following times:

September 12, 2023:	The City's proposed River Road-Santa Clara neighborhood-specific code amendments, the City and County's proposed Metro Plan amendments, and notice of the Joint Planning Commission public hearing on the amendments were filed with the Oregon Department of Land Conservation and Development.
September 15, 2023:	Notice of the Joint Planning Commission public hearing on the proposed amendments was mailed to the parties listed in section 9.7725 and 9.7520(2) of the Eugene Code and to the individuals and entities on the City's interested parties list.
September 22, 2023:	Notice of the Joint Planning Commission public hearing was published in the Register Guard Newspaper.
October 17, 2023:	The Eugene and Lane County Planning Commissions held a joint public hearing on the proposed Metro Plan Amendments and the Eugene Planning Commission held a public hearing on the proposed Land Use Code Amendments.

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Exhibit B

A joint public hearing on the proposed River Road-Santa Clara Neighborhood Plan was held by the Eugene City Council and Lane County Board of Commissioners on March 12, 2024. Consistent with City and County code requirements, the City Council and Board of Commissioner's joint public hearing on the proposal was duly noticed to all neighborhood organizations in Eugene as well as community groups and individuals who requested notice.

In addition, information concerning the River Road-Santa Clara Neighborhood Plan, including the dates of the public hearings and instructions on how to submit testimony, was posted on the City of Eugene website and project updates were provided via email to the Planning Division e-newsletter that is sent to over 17,000 subscribers, as well as to the River Road-Santa Clara Neighborhood Plan interested parties list which includes over 1,600 subscribers.

These processes afforded ample opportunity for citizen involvement; therefore, the Metro Plan amendments are consistent with Statewide Planning Goal 1.

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

Guiding land use processes and a policy framework for the lands within the Eugene city limits exist within the *Metro Plan*, the *Envision Eugene Comprehensive Plan*, adopted Refinement Plans, and Chapter 9 of the Eugene Code. Guiding land use processes and a policy framework for lands outside the city limits but within the *Metro Plan* boundary exist within the *Metro Plan* and Chapter 12 of the Lane Code.

The Eugene and Lane County codes specify the procedures and criteria that were used in considering these Metro Plan amendments. These findings and the record for this land use decision show that there is an adequate factual base for the amendments. The River Road and Santa Clara Community Organizations, City of Eugene and Lane County staff, consultants and neighborhood volunteers have worked together since fall 2017 to create a neighborhood plan with a vision for growth and development in a manner that respects the area's unique characteristics and opportunities, which will guide decision-making in River Road and Santa Clara for decades to come. The Neighborhood Plan reflects the community values, aspirations, and priorities expressed during outreach.

The Goal 2 coordination requirement is met when the City of Eugene and Lane County engage in an exchange, or invite an exchange, between the City, County and any affected governmental unit and when the City and County use the information obtained in the exchange to balance the needs of their constituents. In addition to the City and County's collaboration on these amendments, the City and County engaged in an exchange about the subject of these amendments with affected local government units. Specifically, the City and County provided notice of the proposed action and opportunity to comment to the Oregon Department of Land Conservation and Development, the City of Springfield, and special districts including the River Road Water District, River Road Parks and Recreation District, Santa Clara Water District, Junction City Water Control District, Santa Clara Rural Fire Protection District, Lane Fire Authority, and Lane Transit District. There are no exceptions to Statewide Planning Goal 2

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required for these amendments. Therefore, the amendments are consistent with Statewide Planning Goal 2.

Statewide Planning Goal 3 – Agricultural Lands. To preserve agricultural lands.

The Metro Plan amendments do not change the zoning or plan designation for any lands designated by the comprehensive plan for agricultural use. To the extent that there are properties within the Neighborhood Plan Area that are currently designated and/or zoned for agricultural use, the Metro Plan amendments do not change the zoning or designation of those properties or force a discontinuance of agricultural practices. For these reasons, the amendments are consistent with Statewide Planning Goal 3.

Additionally, the Metro Plan amendments are consistent with Statewide Planning Goal 3 because the Neighborhood Plan includes goals and policies intended to preserve agricultural lands and practices, including: Goal 10, “Preserve agricultural land and open spaces within the Neighborhood Plan boundary;” and Policy 10.1 provides “Agricultural Land Preservation Outside the Eugene Urban Growth Boundary (UGB): Preserve high value farmland (Class 1 and Class 2 soils) outside the UGB for farm use, where feasible or as the state allows.”

Statewide Planning Goal 4 – Forest Lands. To conserve forest lands.

The amendments do not affect any lands designated by the comprehensive plan for forest use. The amendments are therefore consistent with Statewide Planning Goal 4.

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

OAR 660-023-0250(3) provides: Local governments are not required to apply Goal 5 in consideration of a PAPA [Post Acknowledgement Plan Amendment] unless the PAPA affects a Goal 5 resource. For purposes of this section, a PAPA would affect a Goal 5 resource only if:

- (a) The PAPA creates or amends a resource list or a portion of an acknowledged plan or land use regulation adopted in order to protect a significant Goal 5 resource or to address specific requirements of Goal 5;*
- (b) The PAPA allows new uses that could be conflicting uses with a particular significant Goal 5 resource site on an acknowledged resource list; or*
- (c) The PAPA amends an acknowledged UGB and factual information is submitted demonstrating that a resource site, or the impact areas of such a site, is included in the amended UGB area.*

These Metro Plan amendments do not create or amend the City’s or County’s list of Goal 5 resources, do not amend a code provision adopted to protect a significant Goal 5 resource or to address specific requirements of Goal 5, do not allow new uses that could be conflicting uses with a significant Goal 5 resource site, and do not amend the acknowledged urban growth boundary. For these reasons, the

amendments are consistent with Statewide Planning Goal 5.

Additionally, the Metro Plan amendments are consistent with Statewide Planning Goal 5 because the Neighborhood Plan includes goals and policies that are intended to conserve open space and protect natural and historic resources, including: Goal 7, “Maintain and create natural areas which are healthy, thriving spaces that provide habitat for native species and function as natural infrastructure;” and Policy 7.4 “Public Natural Areas: Create new and enhance existing natural areas, including within the Willamette River Greenway, that are accessible to all residents.”

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

Goal 6 addresses waste and process discharges from development, and is aimed at protecting air, water and land from impacts from those discharges. The Metro Plan amendments will remove Chapter II Section F from the Metro Plan, which to a large extent focuses on sanitary sewer service in the River Road Santa Clara area.

In the 1980’s, after a groundwater pollution problem became apparent in the River Road Santa Clara area, the City accepted responsibility for providing sewer service to River Road and Santa Clara to address the health hazard and remedy the situation. The policies in Chapter II Section F of the Metro Plan focus on the provision of a wastewater system and implementation of the River Road-Santa Clara Urban Facilities Plan (1987). The implementation piece of the Urban Facilities Plan related to providing sewers to the River Road-Santa Clara area has been executed and removing Chapter II Section F from the Metro Plan will have no impact on the provision of wastewater service and will not negatively affect the quality of the water resources of the state.

The City of Eugene’s 2020 Wastewater Master Plan states that, “With the exception of the eastern fringe, and some limited in-fill, the properties in the River Road and Santa Clara basins are fully served.” The Wastewater Master Plan also notes that much of the wastewater lines in the River Road and Santa Clara basins have been built since the 1980’s and 1990’s, “The River Road basin includes nine sub-basins, all south of the Beltline Highway between the Willamette River and Northwest Expressway. With the exception of the West Bank interceptor built in 1951, the 48 miles of wastewater lines in this basin were built since 1971. Of those 48 miles, 37 miles were built since 1990. The Santa Clara basin includes 10 sub-basins, all north of Beltline and east of Northwest Expressway. The majority of the 82-mile system has been built since 1980.”

These Metro Plan amendments do not affect other existing regulations or adopted plan provisions for protection of air, water, and land resources. Therefore, the amendments are consistent with Statewide Planning Goal 6.

Statewide Planning Goal 7 - Areas Subject to Natural Disasters and Hazards. To protect life and property from natural disasters and hazards.

Goal 7 requires that local government planning programs include provisions to protect people and property from natural hazards such as floods, landslides, wildfires and earthquakes and related hazards.

The City and County protect people and property from natural hazards through various land use and building code requirements. The Metro Plan amendments do not make changes to adopted policies or regulations that protect people and property from natural hazards.

Based on these findings, the amendments are consistent with Statewide Planning Goal 7.

Statewide Planning Goal 8 - Recreational Needs. To satisfy the recreational needs of the citizens of the state and visitors, and where appropriate, to provide for the siting of necessary recreational facilities including destination resorts.

Goal 8 ensures that recreational facilities are provided to Oregon residents and is primarily concerned with the provision of recreational facilities in non-urban areas of the state. These amendments do not affect the City's or County's provisions for, or access to, recreation areas, facilities, or recreational opportunities. Therefore, the amendments are consistent with Statewide Planning Goal 8.

Additionally, the amendments are consistent with Statewide Planning Goal 8 because the Neighborhood Plan contains goals and policies related to providing parks access, connectivity, promoting recreational uses along the river, and expanding parks and recreation services. For example, the Neighborhood Plan's Goal 8 states, "Provide neighborhood access to recreational opportunities, parks, and community centers." Goal 8 is supported by multiple policies, including Policy 8.3, "Recreational Opportunities and Community Centers: Enhance equitable access to recreational opportunities and well-maintained community centers."

Statewide Planning Goal 9 - Economic Development. To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens.

Goal 9 requires local governments to evaluate the supply and demand of commercial land relative to community economic objectives. Goal 9 and Chapter 660, division 009 of the Oregon Administrative Rules, which implements the requirements of Goal 9, require the City and County to provide, within the UGB, through their adopted comprehensive plans, at least an adequate supply of sites of suitable sizes, types, locations, and service levels for a variety of industrial and commercial uses. This need was addressed when the City and County adopted a Eugene-specific UGB in 2017, which included an expansion for industrial land. The Envision Eugene Employment Land Supply Study includes an acknowledged inventory of land for economic growth and activity in Eugene's UGB. That inventory is expected to address the City's needs for such land through 2032. Chapter 660, division 009 of the Oregon Administrative Rules does not require or restrict planning for industrial and other employment uses outside urban growth boundaries. The City's and County's policies pertaining to employment are housed in their relevant comprehensive plans. These amendments will not rezone or redesignate any properties and do not impact the supply of industrial or commercial lands. Therefore, the amendments are consistent with Statewide Planning Goal 9.

Additionally, the amendments are consistent with Statewide Planning Goal 9 because the Neighborhood Plan contains vision, goals, and policies related to economic development. Economic development is

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one of five topic areas included in the Neighborhood Plan. The Plan's goals aim to encourage the growth and creation of local businesses, promote redevelopment and mixed-use buildings, and create employment opportunities that offer a living wage.

Statewide Planning Goal 10 – Housing. To provide for the housing needs of citizens of the state.

Goal 10 requires local governments to provide an adequate supply of buildable land within the UGB to accommodate their city's estimated housing needs for a 20-year planning period. When the City and County approved Eugene's UGB in 2017, they adopted, and received State acknowledgement of a 20-year inventory of buildable lands for residential use. The Envision Eugene Residential Land Supply Study (2012-2032) was adopted in 2017 as a refinement of the *Envision Eugene Comprehensive Plan* and complies with the requirements of Goal 10 and Chapter 660, Division 008 of the Oregon Administrative Rules.

The Envision Eugene Residential Land Supply Study includes an inventory of buildable lands for residential use. According to the Residential Land Supply Study, there is sufficient buildable residential land within Eugene's acknowledged urban growth boundary to meet the identified land need. These amendments do not impact the supply of residential buildable land within Eugene's UGB. No land is being re-designated from a residential use to a non-residential use, and the amendments do not otherwise diminish the amount of land available for residential use.

Goal 10 also requires local governments to conduct a Housing Needs Analysis (HNA) to assess whether their estimated housing needs for a 20-year planning period can be satisfied within the UGB. The Envision Eugene Residential Land Supply Study (2017) includes an HNA. These amendments do not impact the supply of residential buildable lands or affect the estimated housing needs within Eugene's UGB. Therefore, the amendments are consistent with Statewide Planning Goal 10.

Additionally, the amendments are consistent with Statewide Planning Goal 10 because the Neighborhood Plan contains goals and policies related to housing needs. For example, Goal 12 of the Neighborhood Plan reads, "Plan for future housing that addresses the needs of the community." Policies also highlight planning for affordable housing and pursuing innovative housing strategies.

Statewide Planning Goal 11 – Public Facilities and Services. To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.

Goal 11 requires that urban development be supported by urban facilities and services. Goal 11 and ORS 197.712 require a public facilities plan for water, sewer and transportation services within Eugene's UGB. The Land Conservation and Development Commission has acknowledged the *Eugene-Springfield Metropolitan Area Public Facilities and Services Plan* (PFSP) as the public facilities plan for wastewater, water and stormwater facilities within Eugene's UGB. The PFSP is a refinement plan of the Metro Plan, adopted by Lane County, the City of Eugene, and the City of Springfield. The *Eugene 2035 Transportation System Plan* is the transportation element of Eugene's comprehensive land use plan, applies within Eugene's UGB, and was designed to support the *Envision Eugene* project, the community's evolving plan for how Eugene will grow for the next 20 years. Transportation planning is addressed under Goal 12, below.

These Metro Plan amendments do not affect the planning or development of future public facilities or services. The amendments do not make changes to the provision of public facilities and services within Eugene's UGB or to the currently adopted *Eugene/Springfield Public Facilities and Services Plan (PFSP)*. Consistent with the PFSP, the City will continue to plan and develop public facilities to support the land uses designated in the City's acknowledged comprehensive plan, for lands located within Eugene's UGB. The amendments are consistent with Statewide Planning Goal 11.

The City of Eugene updated the PFSP during the adoption of Eugene Urban Growth Boundary in 2017 to ensure that all lands within the UGB could be served.

These Metro Plan amendments will remove Chapter II Section F from the Metro Plan, which to a large extent focuses on the provision of sanitary sewer service in the River Road Santa Clara area. In the 1980's, after a groundwater pollution problem became apparent in the area, the City accepted responsibility for providing sewer service to River Road and Santa Clara to address the health hazard and remedy the situation. The implementation of the River Road-Santa Clara Urban Facilities Plan (1987) related to providing sewers to the River Road-Santa Clara area has been executed and removing the related policies in Chapter II Section F of the Metro Plan will have no impact on the provision of wastewater service to the area or on the current PFSP (which was adopted in 2001, subsequent to the groundwater pollution problems and the Urban Facilities Plan).

The City of Eugene's 2020 Wastewater Master Plan states that, "With the exception of the eastern fringe, and some limited in-fill, the properties in the River Road and Santa Clara basins are fully served." The Wastewater Master Plan also notes that much of the wastewater lines in the River Road and Santa Clara basins have been built since the 1980's and 1990's, "The River Road basin includes nine sub-basins, all south of the Beltline Highway between the Willamette River and Northwest Expressway. With the exception of the West Bank interceptor built in 1951, the 48 miles of wastewater lines in this basin were built since 1971. Of those 48 miles, 37 miles were built since 1990. The Santa Clara basin includes 10 sub-basins, all north of Beltline and east of Northwest Expressway. The majority of the 82-mile system has been built since 1980."

The implementation piece of the Urban Facilities Plan related to providing sewers to the River Road-Santa Clara area has been executed and removing Chapter II Section F from the Metro Plan will have no impact on the provision of public services and facilities or the current PFSP. Based on these findings, these amendments are consistent with Statewide Planning Goal 11.

Statewide Planning Goal 12 – Transportation. To provide and encourage a safe, convenient and economic transportation system.

The Transportation Planning Rule (OAR 660-012-0060) contains the following requirement:

- (1) *If an amendment to a functional plan, an acknowledged comprehensive plan, or a land use regulation (including a zoning map) would significantly affect an existing or planned transportation facility, then the local government must put in place measures as provided in section (2) of this rule, unless the amendment is allowed under section (3), (9) or (10) of this rule. A plan or land use regulation amendment significantly affects a transportation facility if it would:*

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- (a) *Change the functional classification of an existing or planned transportation facility (exclusive of correction of map errors in an adopted plan);*
- (b) *Change standards implementing a functional classification system; or*
- (c) *Result in any of the effects listed in paragraphs (A) through (C) of this subsection based on projected conditions measured at the end of the planning period identified in the adopted TSP. As part of evaluating projected conditions, the amount of traffic projected to be generated within the area of the amendment may be reduced if the amendment includes an enforceable, ongoing requirement that would demonstrably limit traffic generation, including, but not limited to, transportation demand management. This reduction may diminish or completely eliminate the significant effect of the amendment.*
 - (A) *Types or levels of travel or access that are inconsistent with the functional classification of an existing or planned transportation facility;*
 - (B) *Degrade the performance of an existing or planned transportation facility such that it would not meet the performance standards identified in the TSP or comprehensive plan; or*
 - (C) *Degrade the performance of an existing or planned transportation facility that is otherwise projected to not meet the performance standards identified in the TSP or comprehensive plan.*

The State's Transportation Planning Rule requires that land use changes that would significantly affect a transportation facility provide mitigation measures to address the anticipated impacts. The Metro Plan amendments will not significantly affect a planned or existing transportation facility, and no changes to existing, adopted land use designations or zoning of properties are proposed. The amendments will not change the functional classification of an existing or planned transportation facility, nor will they change any standards implementing a functional classification system. Further, because the Metro Plan amendments do not alter or affect allowed land uses, the amendments will not result in levels of travel or access which are inconsistent with the functional classification of an existing or planned transportation facility or degrade the performance standards of an existing or planned transportation facility so that it will not meet the performance standards identified in the *Eugene 2035 Transportation System Plan*, or *Lane County Transportation System Plan*, the City's and County's respective adopted transportation system plans. Therefore, the Metro Plan amendments are consistent with Statewide Planning Goal 12.

Additionally, the amendments are consistent with Statewide Planning Goal 12 because the Neighborhood Plan includes vision, goals, and policies related to transportation. Transportation is one of five topic areas that the Neighborhood Plan focuses on. The Plan's goals aim to implement a transportation system that is safe for all users, is efficient, equitable, and affordable as well as future oriented and environmentally responsible.

Statewide Planning Goal 13 – Energy Conservation. To conserve energy.

Goal 13 provides guidance on the management of land and land uses to maximize the conservation of energy. Consistent with the language of Goal 13, the Neighborhood Plan includes a policy related to

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renewable resources and energy that reads, “Promote renewable resources and energy conservation to decrease reliance on public utility grid through community education, outreach, and incentives.” The amendments do not change any local energy policy or implementing provisions. Therefore, the amendments are consistent with Statewide Planning Goal 13.

Statewide Planning Goal 14 – Urbanization. To provide for an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities.

Goal 14 requires cities to plan for urbanization within an urban growth boundary. The Neighborhood Plan Boundary includes urban, rural, and urban transition areas, but the Metro Plan amendments will not change any zoning, plan designations, or annexation procedures applicable to properties within the Neighborhood Plan boundary nor do they amend the acknowledged urban growth boundary.

The Metro Plan amendments include removing a policy related to annexation in the River Road and Santa Clara areas from the Metro Plan; however, this policy is now included verbatim in the Neighborhood Plan. This policy reads, “Annexation of the River Road and Santa Clara areas will occur only through strict application of state laws and local policies (e.g., ability to extend key urban facilities and services in a timely manner). In each case, Eugene will make every reasonable attempt to provide for annexation only on a voluntary basis and according to prior individual property annexation agreements.” The Metro Plan amendments will not change any annexation procedures and will not force County residents to annex into the City.

These amendments do not affect the City and County’s provisions regarding the transition of land from rural to urban uses. Therefore, the amendments are consistent with Statewide Planning Goal 14.

Statewide Planning Goal 15 – Willamette Greenway. To protect, conserve, enhance and maintain the natural, scenic, historical, agricultural, economic and recreational qualities of lands along the Willamette River as the Willamette River Greenway.

Goal 15 is designed to “protect, conserve, enhance, and maintain the natural, scenic, historical, agricultural, economic, and recreational qualities of lands along the Willamette River as the Willamette River Greenway.” The River Road-Santa Clara Neighborhood Plan boundary includes lands within the Willamette River Greenway; however, the Metro Plan amendments do not contain any changes to the City’s or County’s Willamette River Greenway regulations. Therefore, the amendments are consistent with Statewide Planning Goal 15.

Additionally, the amendments are consistent with Statewide Planning Goal 15 because the Neighborhood Plan includes policies aimed at conserving, enhancing and protecting the Willamette River Greenway, including: Policy 14.3 “Willamette River Compatibility: Encourage development that is less intense along the river by making legislative updates to local land use regulations that include additional standards to protect, maintain, preserve, and enhance the natural, scenic, historic, and recreational qualities of the Willamette River Greenway;” and Policy 7.4 “Public Natural Areas: Create

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new and enhance existing natural areas, including within the Willamette River Greenway, that are accessible to all residents.”

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

There are no estuarine, coastal, beach and dune, or ocean resources related to the lands affected by these amendments. Therefore, Statewide Planning Goals 16, 17, 18, and 19 do not apply.

Internal Metro Plan Consistency

City of Eugene Criteria

EC 9.7735 Metro Plan Amendments – Criteria for Approval.

(2) The proposed amendment does not make the Metro Plan internally inconsistent; and

Lane County Criteria

LC 12.300.030 Metro Plan Amendment Criteria

B. The proposed amendment does not make the Metro Plan internally inconsistent.

These Metro Plan amendments, including adoption of the River Road-Santa Clara Neighborhood Plan, do not make the Metro Plan internally inconsistent. As stated in the Neighborhood Plan, if inconsistencies occur between the Neighborhood Plan and the Metro Plan, the Metro Plan is the prevailing policy document.

Metro Plan Policies

The Neighborhood Plan and Metro Plan amendments are consistent with the following policies from the Metro Plan (identified below in *italics*).

Chapter II C. Growth Management Goals, Findings, and Policies

C.5 To maintain the existing physical autonomy of the smaller outlying communities, urban development on agricultural and rural lands beyond the UGB shall be restricted and based on at least the following criteria:

- a. Preservation and conservation of natural resources*
- b. Conformity with the policies and provisions of the Lane County Rural Comprehensive Plan that borders the metropolitan area*
- c. Conformance with applicable mandatory statewide planning goals*

The Neighborhood Plan includes a policy that aims to preserve agricultural land outside the UGB, consistent with this Metro Plan policy. Neighborhood Plan Policy 10.1 states, “Preserve high value farmland (Class 1 and Class 2 soils) outside the UGB for farm use, where feasible or as the state allows.”

C.10 Annexation to a city through normal processes shall continue to be the highest priority.

C.15 Ultimately, land within the UGB shall be annexed to a city and provided with the required minimum level of urban facilities and services. While the time frame for annexation may vary, annexation should occur as land transitions from urbanizable to urban.

The Neighborhood Plan is consistent with the Metro Plan policies C.10 and C.15, as the Neighborhood Plan intends to continue current annexation policies. The Metro Plan amendments include removing a policy related to annexation in the River Road and Santa Clara areas from the Metro Plan; however, this policy is now included verbatim in the Neighborhood Plan. As stated in Neighborhood Plan Policy 17.4, “annexation of the River Road and Santa Clara areas will occur only through strict application of state laws and local policies (e.g., ability to extend key urban facilities and services in a timely manner). In each case, Eugene will make every reasonable attempt to provide for annexation only on a voluntary basis and according to prior individual property annexation agreements.” Annexation is voluntary, however it is typically required when a property owner proposes to develop a property that is within the UGB but not within city limits as a condition of certain land use approvals.

Chapter II F. River Road and Santa Clara Goals, Findings, Objectives, and Policies

The deleted section of the Metro Plan (Chapter II Section F. River Road and Santa Clara Goals, Findings, Objectives, and Policies) is no longer relevant or necessary. The deleted findings, objectives, and policies were relevant to the implementation of the 1987 *River Road-Santa Clara Urban Facilities Plan*; many having to do with the provision of wastewater service as discussed under Statewide Planning Goal 11 above. The findings, objectives, and policies in Chapter II Section F reflect the situation at the time the Urban Facilities Plan was completed and the resulting implementation of that plan. The policies in this section have been addressed since their initial adoption. This section of the Metro Plan is no longer necessary because wastewater infrastructure in the area has been built and service was extended to developed properties to address the groundwater pollution problem that was present at the time this Metro Plan text was originally adopted.

Policy 3 of Chapter II, Section F of the Metro Plan, concerning annexation of properties in the River Road and Santa Clara areas will be deleted from the Metro Plan but has been included as Policy 17.4 in the Neighborhood Plan. The annexation policy provides: “Annexation of the River Road and Santa Clara areas will occur only through strict application of state laws and local policies (e.g., ability to extend key urban facilities and services in a timely manner). In each case, Eugene will make every reasonable attempt to provide for annexation only on a voluntary basis and according to prior individual property annexation agreements.”

Chapter III A. Metropolitan Residential Land Use and Housing Element

A.23 Reduce impacts of higher density residential and mixed-use development on surrounding uses by considering site, landscape, and architectural design standards or guidelines in local zoning and development regulations.

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Exhibit B

The Neighborhood Plan includes policies related to reducing impacts from surrounding uses. For example, Neighborhood Plan Policy 14.1 states, “Compatibility Transitions: Enhance compatibility through development standards such as height and scale transitions, setbacks, buffering with trees, and window offsets between adjacent properties that are zoned differently through legislative updates to local land use regulations.”

A.36 Coordinate public, private, and consumer sectors of the area’s housing market, including public-private partnerships, to promote housing for low- and very low-income households and to increase housing density and types.

Consistent with this Metro Plan policy, Neighborhood Plan Policy 12.2 aims to plan for affordable housing in the River Road and Santa Clara neighborhoods through collaboration with community partners. The policy states, “Affordable Availability: Plan for affordable and moderate-income housing throughout the River Road and Santa Clara neighborhoods through strategies, funding, partnerships, and execution of the City and County’s housing plans.”

Chapter III C. Environmental Resources Element

C.2 Designated agricultural lands shall be protected for agricultural uses through zoning for exclusive farm use or equivalent acceptable zoning and through application of other protective measures.

Consistent with this Metro Plan policy, Neighborhood Plan Policy 10.1 aims to protect agricultural land outside the UGB. It states, “Preserve high value farmland (Class 1 and Class 2 soils) outside the UGB for farm use, where feasible or as the state allows.”

Chapter III D. Willamette River Greenway, River Corridors, and Waterways Element

D.3 Eugene, Springfield, and Lane County shall continue to cooperate in expanding water-related parks and other facilities, where appropriate that allow access to and enjoyment of river and waterway corridors.

D.9 Local and state governments shall continue to provide adequate public access to the Willamette River Greenway.

The Neighborhood Plan is consistent with these Metro Plan policies, as it contains similar policies, including Policy 9.1, “Safe and Convenient Access: Provide safe and convenient access to the riverbank park system for people walking, biking, and using mobility devices,” and Policy 9.2, “Stewardship of the Willamette River Ecosystem: Work with the community and non-profit organizations to balance preservation and access to the river.” The Willamette River Greenway is a valued asset to the River Road and Santa Clara neighborhoods.

Chapter III E. Environmental Design Element

E.3 The planting of street trees shall be strongly encouraged, especially for all new developments and redeveloping areas (where feasible) and new streets and reconstruction of major arterials within the UGB.

Consistent with this Metro Plan policy, preserving and planting street trees is reflected in Neighborhood Plan Policy 7.5, “Tree Canopy: Promote, conserve, protect, and improve our urban forest by preserving

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and planting street trees and encouraging private property owners to plant trees with education and incentives, consistent with Eugene's Urban Forestry program."

Chapter III F. Transportation Element

F.3 Provide for transit-supportive land use patterns and development, including higher intensity, transit-oriented development along major transit corridors and near transit stations; medium- and high-density residential development within ¼ mile of transit stations, major transit corridors, employment centers, and downtown areas; and development and redevelopment in designated areas that are or could be well served by existing or planned transit.

F.10 Protect and manage existing and future transportation infrastructure.

F.11 Develop or promote intermodal linkages for connectivity and ease of transfer among all transportation modes.

F.13 Support transportation strategies that enhance neighborhood livability.

F.18 Improve transit service and facilities to increase the system's accessibility, attractiveness, and convenience for all users, including the transportation disadvantaged population.

F.26 Provide for a pedestrian environment that is well integrated with adjacent land uses and is designed to enhance the safety, comfort, and convenience of walking.

Consistent with the transportation element in the Metro Plan, one of the five topic areas in the Neighborhood Plan also focuses on transportation. Both sections include policies related to infrastructure improvements, connectivity, safety for all users, and creating pedestrian-friendly environments. See the related Neighborhood Plan policies below:

Policy 5.3 Active Transportation to Commercial Centers: Expand active transportation networks that connect neighborhoods to their adjacent commercial areas, schools, and community gathering spaces.

Policy 5.4 Traffic Management: Prioritize transportation infrastructure improvements to support the traffic flow and enhance safety objectives.

Policy 13.1 Key Areas for Development: Support more development and redevelopment in key areas for residential, commercial, and mixed-use development through legislative updates to local land use regulations.

Policy 4.1 Safety and Accessibility: Improve safety and accessibility for people walking, biking, and using mobility devices.

Policy 5.1 Regional Transportation Network: Work towards convenient, equitable, and affordable access to a regional pedestrian, bicycle, transit, and vehicle network throughout the River Road and Santa Clara neighborhoods.

Policy 11.2 Well Designed Built Environment: Update design standards through legislative updates to local land use regulations so that they provide for gradual transitions between different uses and scales and incorporate pedestrian scale design through building design, size, scale, and site layout requirements.

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Chapter III G. Public Facilities and Services Element

Exhibit B

G.9 Wastewater conveyance and treatment shall be provided to meet the needs of projected growth inside the UGB that are capable of complying with regulatory requirements.

Chapter II Section F of the Metro Plan includes policies related to providing wastewater in the River Road and Santa Clara areas. Removing these policies will have no impact on the provision of wastewater service to the area. This section of the Metro Plan is no longer necessary because wastewater infrastructure in the area has been built and service was extended to developed properties to address the groundwater pollution problem that was present at the time this Metro Plan text was originally adopted.

City of Eugene Criteria

EC 9.7735 Metro Plan Amendments – Criteria for Approval.

(3) When the city-specific local comprehensive plan also applies, the proposed amendment is consistent with the city-specific local comprehensive plan.

The City Council finds that the Metro Plan amendments are consistent with the Eugene-specific local comprehensive plan, the *Envision Eugene Comprehensive Plan (Envision Eugene)*. The currently adopted chapters of the *Envision Eugene Comprehensive Plan* include Economic Development, Transportation, Administration & Implementation, and Eugene Urban Growth Boundary. The Neighborhood Plan's economic development policies are consistent with those in *Envision Eugene*, such as the promotion of locally-owned businesses, capitalizing on Eugene's economic advantages, and employment growth.

As discussed in Statewide Planning Goals 11 and 12 above, the *Eugene 2035 Transportation System Plan (TSP)* is the transportation element of Eugene's comprehensive land use plan. The Neighborhood Plan is consistent with and aligns with policies in the TSP, especially those related to walkable neighborhoods and compact development. For example, one of the TSP system-wide policies is to "Foster neighborhoods where Eugene residents could meet most of their basic daily needs without an automobile by providing streets, sidewalks, bikeways, and access to transit in an inviting environment where all travelers feel safe and secure" and one of the transit policies aims to "Prioritize improved transit service in Key Corridors and other areas with sufficient employment, activities, or residential density that best support transit service and transit services that connect residents to employment centers. If operational funding is sufficient, extend transit to support higher density housing and employment development planned for other areas."

The Neighborhood Plan does not affect the maintenance or updating of the comprehensive plan, any related monitoring efforts, or the Eugene urban growth boundary. Therefore, these amendments are consistent with the *Envision Eugene Comprehensive Plan*.

Refinement Plan Amendment Criteria

Exhibit B

City of Eugene Criteria**EC 9.8424 Refinement Plan Amendment Approval Criteria.**

Approval, or approval with modifications shall be based on compliance with the following criteria:

(1) The refinement plan amendment is consistent with all of the following:

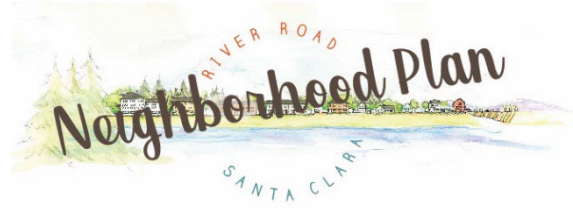
- (a) Statewide planning goals.**
- (b) Applicable provisions of the Metro Plan.**
- (c) Remaining portions of the refinement plan.**

EC 9.8422 states, "Refinement plan amendment procedures only apply when specific changes are proposed to an existing refinement plan that covers areas only within the jurisdiction of the city. The procedures are not applicable to comprehensive updates of an entire refinement plan."

The refinement plan criteria in EC 9.8424 do not apply to the Metro Plan amendments because the amendments adopt a new refinement plan, they do not amend an existing refinement plan.

However, even if the Refinement Plan Amendment criteria in EC 9.8424 did apply, the City Council finds that the criteria in subsections (a) and (b) have been addressed above and the criterion in subsection (c) is not applicable.

River Road-Santa Clara Neighborhood Plan Engagement Summary



Launched in fall 2017, the River Road-Santa Clara neighborhood planning process has been a collaborative effort among community members, River Road Community Organization (RCCO), Santa Clara Community Organization (SCCO), City of Eugene, Lane County, and other stakeholders throughout both neighborhoods. The process had six phases: Reaching Out, Neighborhood Visioning, Neighborhood Priorities, Policy Development, Action Planning, and Adoption, with opportunities for community and stakeholder feedback along the way. This engagement summary includes the community engagement objectives and outcomes from each of the six planning phases.

In July 2017, the Eugene Planning Commission (acting as the Citizen Involvement Committee) approved the RRSC Neighborhood Planning Public Involvement Plan. The Project Management Team committed to a community engagement process that was:

- **Meaningful:** creates a vision crafted with beauty, fun, warmth, and welcome
- **Accountable:** responds to ideas, critique, comments, and praise
- **Inclusive:** communicates with all stakeholders, including the under-represented, outside of structured meetings, in ways that people understand and can relate to
- **Transparent:** makes decisions public; shares information in a variety of formats and places
- **Realistic:** informs about constraints, opportunities, and objectives
- **Outcome-oriented:** creates a community-supported and council-adopted neighborhood plan!

The Public Involvement Plan and the associated Project Charter (July 2017) established several foundational, community-led groups that would lead neighborhood planning, including:

- **Community Advisory Committee (CAC):** A group of 11 voting members, appointed by the Eugene Planning Commission, that represent the varied voices of the two neighborhoods. The CAC was responsible for considering the full breadth of public input, developing operating rules, working with City and County staff to reach a mutually agreed upon community vision and plan that works within the larger Envision Eugene community vision, and making a final community recommendation.
- **Project Management Team (PMT):** A small core team of the CAC co-chairs and City and County staff tasked with carrying out the project in accordance with the Project Charter.
- **Technical Advisory Committee (TAC):** Composed of City and partner agency staff to serve as advisory body to the Project Management Team and the Community Advisory Committee. The TAC represented their own project or departmental interests and communicated how the neighborhood-specific issues fit within the broader City/County context.
- **Topic Area Working Groups:** Each group focused on one of the Plan's priority areas and included community members and staff.
- **River Road and Santa Clara Community Organizations:** Both community organizations supported public outreach throughout the project. During key decision points in the project, the organizations led efforts to host meetings and communicate with stakeholders. Both community organizations made recommendations to the CAC to inform the final community recommendation on the plan adoption package.

Appendix 1

River Road-Santa Clara Neighborhood Plan Engagement Summary



Phase 1: Reaching Out (2017)

In the summer of 2017, the community organizations, volunteers, and staff began the 'Reaching Out' phase to raise awareness about the project and opportunities for input.

The goal of the Reaching Out phase was to give as many community members as possible the opportunity to provide input into the vision for their neighborhood. The results of this outreach identified areas where community members were united, and it flagged some more complicated areas for future neighborhood conversations.

Raising Awareness

Community volunteers and project staff began raising awareness about the project by meeting with neighbors where they were. They promoted the project at fun activities like Sunday Streets and the grand opening of the new River Road Elementary School and during routine errands at the grocery store. Volunteers from the community organizations canvassed their neighborhoods with informational flyers, sent updates in their newsletters, and used social media to share information. In total, there were more than **20 events** in advance of the fall kick-off event.

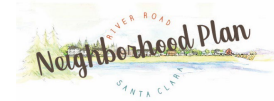
Kick-off Event

The fall 2017 community event at North Eugene High School was a huge success, with nearly **400 people** filling the Highlander gymnasium. Activities at the kick-off event included a mapping exercise to identify what residents value about the area and a 'my ideas' activity that asked participants to share their future hopes for the neighborhood. Community volunteers and project staff were thrilled with this result but knew there were community members who were unable to attend evening meetings, so an extra effort was made to meet with them at more convenient times and places with targeted outreach.

Targeted Outreach

To bring in fresh voices, the project stepped out of the meeting room and into the community, conducting unique activities with interesting visuals that stimulated important conversations. The project staff and community volunteers formed partnerships with local organizations like St. Vincent DePaul, Food for Lane County, and our local schools. These organizations helped reach a broader cross

River Road-Santa Clara Neighborhood Plan Engagement Summary



section of residents. Small group meetings were held with high school students, affordable housing residents, Spanish speakers, and rural residents in Santa Clara. In addition, a group of neighborhood volunteers and City and County staff did door-to-door canvassing of local businesses to gather their input on the neighborhood.

- **Rural Santa Clara:** SCCO includes rural residents who live beyond the urban growth boundary (UGB). Members of this community are more unlikely to participate in broader neighborhood workshops that are not tailored to their unique geographic location. The project staff and volunteers thought it was important to target outreach efforts at these constituencies. A rural Santa Clara workshop in December 2017 attracted **over 20 participants**.
- **Business Canvassing:** Regardless of whether business owners and employees reside in the neighborhood, they have a stake in the outcome of the neighborhood planning process. However, they are often tied to their workplace and may not be able to attend conventional neighborhood outreach events. Community volunteers and project staff made a concerted effort to reach out to businesses in the River Road and Santa Clara neighborhoods. In November and December 2017, neighborhood volunteers teamed with City and County staff to conduct door-to-door outreach. These pairs spoke with nearly **300 businesses** along River Road and in other commercial areas throughout the neighborhoods. They promoted the planning process, conducted interviews, and encouraged business owners and employees to get involved.
- **Inclusive Outreach:** Building a foundation of trust and democracy starts with understanding who has a stake in the outcome of the project and how and when they can participate. Public meetings are often filled with elderly, white, middle-class people listening to public servants slogging through long presentations. To involve youth, low-income residents, people with disabilities, and communities of color, project staff and community volunteers forged relationships with community partners who have earned the trust and respect of historically marginalized community groups through consistent service. Working in collaboration with organizations such as Saint Vincent De Paul, Food for Lane County, and the school districts, the project involved people who do not typically attend public meetings.



*City staff and community volunteers
canvassing neighborhood businesses*

This targeted outreach to rural Santa Clara residents, the business community, and historically marginalized community groups helped diversify the voices involved in the neighborhood planning process. The values, hopes, and concerns expressed by these stakeholders were balanced with those expressed by other members of the public to create a comprehensive community vision.

River Road-Santa Clara Neighborhood Plan Engagement Summary



Phases 2-3: Visioning and Neighborhood Priorities (January – June 2018)

The Visioning and Neighborhood Priorities phases continued focus on raising awareness of the project and asking community members what they valued in their neighborhoods and hopes for the future.

Starting in early 2018, the CAC and topic area Working Groups met monthly to compile and review the feedback received during the Reaching Out phase, recognizing the priorities and values heard during this process, as well as the many years of community engagement through previous planning work. Different themes emerged and the Neighborhood Plan began to develop around five main topic areas: Economic Development, Transportation, Parks and Natural Resources, Land Use, and Community. A vision for the future of the River Road and Santa Clara communities started to appear.

Outreach Questionnaires

In summer 2018, the CAC and Working Groups developed outreach questionnaires for each of the plan topic areas. These questions were used during community forums, an online survey, and several targeted outreach events.

The June 2018 community forums (**attended by over 300 people**) provided a chance for neighbors to come back together and review the community vision, developed by the CAC, working group members and staff, based on community input received in the Reaching Out Phase. They discussed the questionnaire in small groups and heard each other's opinions. The events were held on two different days of the week (Wednesday and Sunday) and at different times (evening and afternoon) to make it more accessible to people with varying schedules. A light meal and activities for children were provided.

Recruitment to these forums included a hard copy invitation mailed to all property owners in River Road and Santa Clara, email invitations to more than **1,000 people** on the project's interested parties list, yard signs at high traffic areas (such as parks and major intersections), and posters in area businesses. In addition, community volunteers attended neighborhood events and personally extended invitations.

River Road-Santa Clara Neighborhood Plan Engagement Summary



The online survey, posted after the June 2018 forums, was disseminated through the website, interested parties emails, area organizations, and Facebook, resulting in **106 completed surveys**.

The project staff and community volunteers worked hard on inclusive outreach to connect with people who were not well represented at the community forum: youth, communities of color, people with disabilities, and low-income residents. Events included a picnic for young families, attendance at the North Eugene Highlanders football team practice, a small group discussion with people with disabilities, and individual conversations with people with limited incomes.



A CAC volunteer guides a neighbor through a survey at a community event

The project collaborated with organizations such as Cornerstone Housing, St. Vincent De Paul, Headstart, Lane Independent Living Alliance, St. Mary's Church, the Confederated Tribes of the Siletz, North Eugene High School, and Huerto de la Familia. This targeted outreach resulted in an **additional 142 completed surveys**.



Chatting with the North Eugene Highlanders football team

River Road-Santa Clara Neighborhood Plan Engagement Summary



Phase 4: Policy Development (July 2018 – May 2019)

After laying the groundwork through the phases of Reaching Out, Visioning, and Neighborhood Priorities, the Policy Development phase started in late 2018 through spring 2019 and focused on the drafting of policies related to the vision and neighborhood priorities developed from community input. Throughout the policy development phase, Working Group meetings were held periodically and interested community members were welcome to attend.

Policy Round-Up

Policy writing was led by the CAC and supported by staff on the TAC as well as Working Group members. At the 'Policy Round-Up' in December 2018, participants sorted the draft policies into broad, cross-cutting themes organized under 18 high-level goals. The goal of the activity was to review the draft policies and identify missing ideas, such as places where certain themes across a topic area were not well represented within the draft policies. More than **60 people** participated.

Triple Bottom Line Sounding Board

In January 2019, the TAC did a closer review of the policies to ensure that the draft policies aligned with existing City and County policies. In February 2019, the first Triple Bottom Line Sounding Board meeting was held to provide a citywide perspective about the equity, environmental, and economic implications of proposed action items in the Neighborhood Plan topic areas. Throughout the topic areas, there are overarching themes such as equity and inclusion, connectivity, healthy people and climate, safety, prosperity, and neighborhood identity.

River Road Corridor Study

February 2019 brought the first workshops for the River Road Corridor Study.¹ Over the span of the three-day open house the public had a chance to dive into the details and create actual designs for neighborhood centers along River Road. The theme of the first open house was, "Getting Started:

¹ The River Road Corridor Study was a partnership between Lane Transit District and the City of Eugene, supported by a grant from the Federal Transit Administration. The completed study is available here: <https://www.eugene-or.gov/DocumentCenter/View/60545/River-Road-Corridor-Study-FTA-Grant>

River Road-Santa Clara Neighborhood Plan Engagement Summary



Reflecting the Neighborhood Vision and Priorities,” the second “Developing Concepts: Exploring the Ways the Vision Can Take Shape Along the Corridor,” and the third open house concluded with “Establishing Criteria: Refining Ideas and Creating Evaluation Criteria.” These workshops were followed by an email survey to participants asking about additional ideas, concerns, and areas of excitement. For those that couldn’t attend, we developed an online survey to give people an opportunity to weigh in on both high-level principles for the project and some of the early concepts.

As part of the initial workshops, the Corridor Study project staff hosted a Business Round Table, inviting businesses and commercial properties along River Road to talk about design concepts along the corridor and provide input.



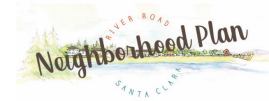
Photos from the Corridor Study Workshop #1

Planning in Action Open House

In April 2019, another community event, the ‘Planning in Action Open House’ at North Eugene High School provided community members an opportunity to review the draft policies as well as draft actions. The Open House took place on both a Sunday afternoon and a Wednesday evening to accommodate as many community members and businesses as possible. Food and activities for children were provided at these meetings. More than **200 neighbors** attended in total and there were great, in-depth conversations at each of the tables. There were many new faces joining the neighborhood planning process at these open houses. These conversations were a chance for neighbors to see how their concerns and aspirations were represented in the draft policies and started the transition from policy development into action planning.

On May 15, 2019, City Council officially approved the draft goals and policies as a platform for moving into the Action Planning Phase.

River Road-Santa Clara Neighborhood Plan Engagement Summary



Phase 5: Action Planning (May 2019 – March 2021)

In May 2019, the project transitioned into the Action Planning phase, which focused on drafting, evaluating and prioritizing actions to implement the draft policies. Refining the action items was a collaborative process among the CAC, Working Group members, and City, County, and partner agency staff to incorporate community and technical feedback.

River Road Corridor Study

In June 2019, project staff held a second series of Corridor Study workshops. Participants learned about corridor concepts and land use and zoning options. The design team and community members discussed implementation strategies and land use policies that could guide the type and location of growth. As they reviewed the work of the design team, community members were asked a series of questions to determine whether the proposed development standards and land use types fit with the vision for the River Road Corridor area and desired neighborhood character. Community members, staff, and consultant team members brainstormed draft land use concepts, zoning options and design standards to further vet with the community using an online survey throughout summer and fall 2019 focusing on two draft land use concepts.

Project Fair, Pumpkin Pie and Planning, and Community Events

Also in June 2019, project staff highlighted the Neighborhood Plan at a City of Eugene Planning Division Project Fair at the Downtown Library, connecting with community members and talking to them about the neighborhood planning efforts. Staff and community volunteers attended several other events throughout the summer of 2019 to talk with community members about the Neighborhood Plan and collect input.

In November 2019, community volunteers and project staff hosted the 'Pumpkin Pie and Planning' event. Over **150 community members**, the CAC and City and County staff discussed and shared thoughts on draft action items. It was both a celebration with neighbors on all the work that had been done on the Neighborhood Plan and an opportunity to continue providing input. Highlights of the presentation and discussion included land use, zoning, better transportation, the development of parks and the future of housing in Santa Clara and River Road. Given the large number of participants, discussions were geared towards covering topics with highest priority and expressing support or concern for the action items. Free pumpkin pie was available for those who attended, as well as harvest art activities,

River Road-Santa Clara Neighborhood Plan Engagement Summary



and a chance to win a basket of goodies. The Land Use topic area had the widest range of opinions, with many participants wanting more information on future land use standards that could address community concerns.

Online Survey

An online survey was open from August to November 2019, reaching nearly **500 respondents** and collecting input and concerns regarding draft actions. Results from in-person outreach events were collated with the online survey results to refine policies and actions.

Triple Bottom Line Sounding Board

In February 2020, the planning team convened a second Triple Bottom Line Sounding Board meeting, and their feedback was collected on the Action Plan highlights.

Neighborhood Conversations

From January to March of 2020 a series of small group discussions, Neighborhood Conversations, took place in common neighborhood gathering spaces to discuss how the proposed Neighborhood Plan vision would be implemented. At each of these small group meetings, participants reviewed the proposed land use concepts and discussed: What land uses will be allowed? How is zoning proposed to change? How quickly might changes start to happen? These conversations focused on the Land Use topic area of the Neighborhood Plan and exploring the initial details of the River Road Corridor Study.

An invitation to the Neighborhood Conversations was mailed to **16,000+ addresses** including all residents and property owners in the neighborhood, emailed to the **1,500+ interested parties** list, and shared by the River Road and Santa Clara Community Organizations. Overwhelming interest from residents and property owners in the neighborhood led to scheduling additional meetings – **13 conversations** in total, attended by approximately **200 residents**. **Another 80+ people** did not attend but learned about the project and received answers from staff or community leaders about their questions in response to the invitations.

Approximately half of the participants were new to the project, and the other half had some previous knowledge or had participated in a Plan meeting. While most participants were over 50, the project staff and community volunteers did engage younger residents and communities of color through both the Conversations and a meeting hosted jointly with El Camino Del Rio Elementary School in River Road. The meetings provided the opportunity for groups of staff, volunteers, and community members to discuss elements of the land use changes, sharing support and reservations.



A Neighborhood Conversation at Camino Del Rio

In mid-March 2020, the COVID-19 pandemic hit and slowed down the engagement process. However, after receiving comprehensive feedback from previous engagement, the CAC continued to meet virtually on Zoom each month and refine the draft actions. Project staff continued to send newsletters through our interested parties email list and in March 2021 launched the River Road-Santa Clara Neighborhood Plan Engagement Eugene project website, part of the City of Eugene's online engagement platform.

River Road-Santa Clara Neighborhood Plan Engagement Summary



Phase 6: Adoption (March 2021 – April 2024)

On May 12, 2021, project staff received direction from the Eugene City Council and Lane County Board of Commissioners to move into the Adoption Phase and prepare a plan adoption package for community review. Between spring 2021 and spring 2023, staff and the CAC worked on refining the adoption package and adapting the plan and implementation tools to evolving state requirements, including legislation affecting middle housing and more climate-friendly housing development.

In March 2023, the CAC approved bringing the draft Neighborhood Plan, Action Plan, and neighborhood-specific code amendments out for community feedback, kicking-off the broader engagement process for the Adoption Phase. Updated drafts of the Neighborhood Plan and Action Plan and an initial draft of the neighborhood-specific code amendments were published to the project website and the project's Engage Eugene site.

Public Information Campaign

Project staff distributed information about neighborhood planning and the adoption process through a variety of digital media, including updates to the project website, Engage Eugene webpage, social media, and e-newsletters from the City Planning Division, and both community organizations. Project staff also developed summary documents that were available online and at in-person events, as well as graphics depicting the proposed code amendments.

Postcard Mailing

In early May 2023, project staff mailed a postcard to all owners and residents of the River Road and Santa Clara neighborhoods, approximately **16,800 people**. The postcard featured ways to engage during the adoption phase, including virtual information sessions, an in-person community event, meeting toolkit, and online feedback form.

LEARN about the plan & ask questions at VIRTUAL INFO SESSIONS Wednesday, May 17 7 - 8 PM Thursday, May 18 12 noon - 1 PM	DISCUSS the plan with neighbors at A COMMUNITY MEETING Meeting Details: North Eugene High School 2809 Silver Lane Thursday, May 25 5:30 - 7:30 PM	GATHER for a discussion using the Meeting Toolkit	SHARE your thoughts via our online survey
WAYS TO ENGAGE			
LET US KNOW YOU'RE ATTENDING OR GIVE FEEDBACK BY VISITING ENGAGE.EUGENE-OR.GOV/RRSC-NEIGHBORHOOD-PLAN			

A postcard mailing for ways to engage during the Adoption Phase

River Road-Santa Clara Neighborhood Plan Engagement Summary



Virtual Information Sessions

Project staff hosted two virtual information sessions to provide an opportunity for community members to learn about neighborhood planning, the draft adoption package, and ways to engage. A total of **21 people** attended the two sessions in May 2023, including CAC members.

Facilitated Discussions with Community Organizations

Project staff participated in the community organization meetings to provide an update on neighborhood planning and support small group discussions. The RCCO meeting was in-person only, while the SCCO meeting included an opportunity for virtual participation during the presentation followed by in-person discussions. Approximately **65+ people** participated in the two meetings.

In-Person Community Event

Project staff and the CAC hosted an evening, in-person community event at North Eugene High School on May 25, 2023. A total of **47 residents** participated. Community members were invited to learn about the draft plan by visiting topic tables and reviewing maps and topic area summaries. Staff presented an overview of neighborhood planning and then participants joined small group discussions based on topic area. In addition to CAC members and City and County planning staff, other city departments including Parks and Open Space, Transportation Planning, and the Office of Equity and Community Engagement participated in discussions.



*Community members learning about
the Draft Neighborhood Plan*



*Community Advisory Committee members at the May
Community Event*

Meeting Toolkit

For community members who wanted to dive deeper into the plan, project staff provided a meeting toolkit. This toolkit offered guidance on hosting a small or medium-size group discussion with neighbors, family and friends, or existing groups. The same guidance was used by the community organizations for their meetings.

ORDINANCE NO. _____

AN ORDINANCE AMENDING SECTIONS 9.2160, 9.2161, 9.2170, 9.2740, 9.2741, 9.8010, AND 9.8030 OF THE EUGENE CODE, 1971; ADDING MAPS 9.2161(11) AND 9.2170(3)(d) TO THAT CODE; AMENDING FIGURE 9.2170(4)(c)6. AND MAP 9.8010 OF THAT CODE; AND PROVIDING AN EFFECTIVE DATE.

THE CITY OF EUGENE DOES ORDAIN AS FOLLOWS:

Section 1. The “Motor Vehicle Related Uses” and “Trade (Retail and Wholesale)” sections of Table 9.2160 of the Eugene Code, 1971, are amended to provide as follows:

Table 9.2160 Commercial Zone Land Uses and Permit Requirements

	C-1	C-2	C-3	GO
Motor Vehicle Related Uses				
Car Wash		P	C	
Motor Vehicle Sales/Rental/Service, excluding recreational vehicles and heavy trucks		P(11)	C	
Motorcycle Sales/Rental/Service		P(11)	C	
Parking Area not directly related to a primary use on the same development site		SR (4)	P(5)	P
Parts Store		P	P	
Recreational Vehicles and Heavy Truck, Sales/Rental/Service		C(11)		
Repair, includes paint and body shop		P		
Service Stations, includes quick servicing		P	C	
Structured Parking, two levels not directly related to a primary use on the same development site		P	P	P
Structured Parking, three or more levels not directly related to a primary use on the same development site		C	P	C
Tires, Sales/Service		P	C	
Transit, Neighborhood Improvement	P	P	P	P
Transit Park and Ride, Major		P	P	P
Transit Park and Ride, Minor	C	P	P	P
Transit Station, Major	C	SR	SR	SR
Transit Station, Minor.	C	P	P	P

	C-1	C-2	C-3	GO
Trade (Retail and Wholesale)				
Agricultural Machinery Rental/Sales/Service		C(11)		
Appliance Sales/Service		P	P	
Bicycle Rental/Sales/Service	P(1)	P	P	
Boat and Watercraft Sales/Service		P(11)	C	
Book Store	P(1)	P	P	
Building Materials and Supplies				
Computer Store	P(1)	P	P	
Convenience Store	P(1)	P	P	P(2)
Drug Store (excluding Drug Treatment Centers)	P(1)	P	P	
Electrical Appliances and Supplies	P(1)	P	P	
Equipment, Light, Rental/Sales/Service		P	P	
Equipment, Heavy, Rental/Sales/Service – includes truck and tractor sales		C(11)		
Fabric Store		P	P	
Floor Covering Store		P	P	
Furniture and Home Furnishing Stores		P	P	
Garden Supply/Nursery	P(1)	P		
General Merchandise (includes supermarket and department store)	P(1)	P	P	P(2)
Hardware/Home Improvement Store	P(1)	P	P	
Healthcare Equipment and Supplies		P	P	
Liquor Store		P	P	
Manufactured Dwelling Sales/Service/Repair		C		
Office Equipment and Supplies		P	P	
Plumbing Supplies		P	P	
Retail trade when secondary, directly related, and limited to products manufactured, repaired or assembled on the development site	P(1)	P	P	
Storage Facility, Household/Consumer Goods, enclosed		P(11)		
Specialty Store (an example includes a gift store)	P(10)	P(1)(10)	P(10)	P(2)(10)
Toy and Hobby Store	P(1)	P	P	
Video Store	P(1)	P	P	

Section 2. Section 9.2161 of the Eugene Code, 1971, is amended by adding subsection (11) to provide as follows:

9.2161 Special Use Limitations for Table 9.2160.

(11) *Prohibited Uses in River Road and Santa Clara.* Use is prohibited on property located within the city limits of the City of Eugene and within the River Road-Santa Clara Prohibited Uses Area as shown on Map 9.2161(11).

Section 3. Section 9.2170 of the Eugene Code, 1971, is amended by amending Table 9.2170; adding subsection (3)(d); amending subsection (4)(b); amending subsection (4)(b)2.c.; amending subsection (4)(c); amending subsection (4)(c)2.; adding a new subsection (4)(c)3.; renumbering subsection (4)(c)3. as (4)(c)4.; renumbering subsection (4)(c)4. as (4)(c)5.; amending subsection (4)(c)5. and renumbering it as (4)(c)6.; amending subsection (4)(c)6. and renumbering it as (4)(c)7.; amending subsection (4)(c)7. and renumbering it as (4)(c)8.; and adding subsection (13) to provide as follows:

9.2170 Commercial Zone Development Standards – General.

(2) *Application of Standards.* In addition to applicable provisions contained elsewhere in this land use code, the development standards listed in Table 9.2170 Commercial Zone Development Standards shall apply to all development in commercial zones.

Table 9.2170 Commercial Zone General Building Height and Setback Standards				
	C-1	C-2	C-3	GO
Building Height (See EC 9.2170(3) and EC 9.2170(13))				
Maximum Building Height	35 feet	120 feet	150 feet	50 feet
Setbacks (See EC 9.2170(4) and EC 9.2170(13))				
Minimum Front Yard Setback	10 feet	5 feet	3 feet	10 feet
Maximum Front Yard Setback	15 feet	15 feet	15 feet	15 feet
Minimum Interior Yard Setback	0 feet to 10 feet	0 feet to 10 feet	0 feet	0 feet to 10 feet

(3) *Building Height.*

(d) Subject to the limitations in subsections (a) and (b) of this section, the maximum building height for properties in the C-2 zone and located within the city limits of the City of Eugene and within the River Road-Santa Clara Neighborhood Plan Area as shown on Map 9.2170(3)(d) shall not exceed 65 feet. Also see EC 9.2170(13) for Transition Standards.

(4) *Setbacks.*

(b) Minimum Front Yard Setbacks. The minimum front yard setbacks stated in Table 9.2170 Commercial Zone General Building Height and Setback Standards, shall apply only to new buildings and any building addition that increases the length of the building facade facing a street, internal accessway, private drive, or shopping street as defined in EC 9.2175(3) by at least 100%. For purposes of this subsection, the front yard setback may be measured from a front lot line abutting a public street or from the edge of the sidewalk furthest from the curb of an internal accessway, private drive, or shopping street. In addition, only the portion of the development site specifically affected by the new building and any linear facade expansion of more than 100% are subject to the requirements of this subsection.

2. In C-2, except for C-2 within the Downtown Plan Area as shown on Map 9.2161(6) Downtown Plan Map, buildings and other structures with less than the minimum 5-foot setback are allowed, and exempt from the minimum landscaping requirement in this subsection, only for the following:

c. Buildings with a street facing façade at the minimum 5-foot setback or less according to the standards above shall provide a main entrance facing the street. A building may have more than one main entrance, and buildings having frontage on more than one street shall provide at least one main entrance oriented to a street, or to the corner where two streets intersect. On properties zoned C-2 and located within the city limits of the City of Eugene and within the River Road-Santa Clara Neighborhood Plan Area as shown on Map 9.2170(3)(d), buildings fronting River Road shall provide a main entrance oriented to that street or to the corner where River Road and another street intersect.

(c) Maximum Front Yard Setbacks. The maximum front yard setbacks stated in Table 9.2170 Commercial Zone General Building Height and Setback Standards, shall apply only to new buildings and any building addition that increases the length of the building facade facing a street, internal accessway, private drive, or shopping street as defined in EC 9.2175(3) by at least 100%. For purposes of this subsection, front yard setback may be measured from a front lot line abutting a public street or from the edge of the sidewalk furthest from the curb of an internal accessway, private drive, or shopping street. In addition, all new buildings and the portion of the development site specifically affected by

the new building and any linear facade expansion of more than 100% are subject to the requirements of this subsection. (See Figure 9.2170(4)(c) Maximum Front Yard Setbacks, Building Orientation, and Entrances.)

2. Except as provided in EC 9.2170(4)(c)3., in C-2 and C-3, a minimum of 25% of all street facing facades must be within the specified maximum front yard setback, or, orientation to an internal accessway, private drive, or shopping street as defined in EC 9.2175(3) is permitted in compliance with EC 9.2173(4)(a).

3. On properties zoned C-2 and located within the city limits of the City of Eugene and within the River Road-Santa Clara Neighborhood Plan Area as shown on Map 9.2170(3)(d), a minimum of 80% of all street facing facades must be within the specified maximum front yard setback, or, orientation to an internal accessway, private drive, or shopping street as defined in EC 9.2175(3) is permitted in compliance with EC 9.2173(4)(a).

~~34.~~ In GO, at least 60% of all street facing facades of the building must be within the specified maximum front yard setback.

~~45.~~ Vehicular use areas are not permitted in between the street and the portion of the building that is used to comply with this subsection.

~~56.~~ Buildings fronting on a street must provide a main entrance facing the street on any facade of the building within the front yard setback. A main entrance is a principal entrance through which people enter the building. A building may have more than one main entrance. Buildings having frontage on more than one street shall provide at least one main entrance oriented to a street, or to the corner where two streets intersect. On properties zoned C-2 and located within the city limits of the City of Eugene and within the River Road-Santa Clara Neighborhood Plan Area as shown on Map 9.2170(3)(d), buildings fronting River Road shall provide a main entrance oriented to that street or to the corner where River Road and another street intersect.

~~67.~~ The land between the portion of a building complying with EC 9.2170(4)(c)(1) or (2) and a street must be landscaped or paved with a hard surface for use by pedestrians. If a hard surface is provided, the area must contain at least the equivalent of 1 pedestrian amenity for every 200 square feet of hard surface. The use of porous materials for hard surfacing is encouraged. Residential developments are exempt from this subsection, except as required by any more restrictive provisions of EC 9.2170(4)(b) above. (See Figure 9.2170(4)(c)~~6-7~~ Landscaped or Paved Pedestrian Area with Pedestrian Amenities.)

~~78.~~ The maximum front yard setback may be exceeded if the area between the building and the front property line is landscaped or paved for use by pedestrians. The area must contain at least the equivalent of 1 enhanced pedestrian amenity for every 200 square feet of hard surface. (See Figure 9.2170(4)(c)~~6-7~~ Landscaped or Paved Pedestrian Area with Pedestrian Amenities.)

(13) River Road/Santa Clara Specific Standards. The following standards apply to new buildings and to any building additions constructed on properties zoned C-2 and located within city limits of the City of Eugene and within the River Road-Santa Clara Neighborhood Plan Area as shown on Map 9.2170(3)(d).

(a) River Road/Santa Clara Transition Standards. The following standards apply to new buildings and to building additions that increase the square footage of floor area by 20 percent or more on property abutting R-1 zoned land. The following standards shall be applicable between the new building or the building addition and any property line abutting land zoned R-1. The proposed development must comply with one of the following options described below.

1. Option 1. The minimum interior yard setback shall be 10 feet from any property line that abuts land zoned R-1. In addition, at least one of the following must be provided along the entire portion of any property line that abuts land zoned R-1:

a. A 6-foot high, 100 percent sight-obscuring wooden fence or masonry wall.

b. A 6-foot high metal fence with high shrubs planted every six feet. Chain link and cyclone fences are not allowed. For the purposes of this subparagraph, high shrubs must be:

(1) Selected from the City of Eugene Plant Materials list approved by administrative order of the city manager;

(2) Designated in the City of Eugene Plant Materials list as meeting the high shrub requirement; and

(3) In at least 5-gallon containers at the time of planting.

c. Landscaping with a minimum plant bed width of 10 feet meeting EC 9.6210(3) High Screen Landscape Standard (L-3).

2. Option 2. The minimum interior yard setback shall be 15 feet from any property line that abuts land zoned R-1. In addition, the development shall comply with all of the following:

a. At a point that is 30 feet above grade at the property line, the interior yard setback shall slope toward the interior of the property at the rate of 10 inches vertically for every 12 inches horizontally away from that property line until a point 25 feet away from the property line.

b. For new buildings or building additions within 25 feet of land zoned R-1, trees growing to a mature height of at least 20 feet shall be planted at a minimum interval of 25 feet, parallel to the property line, between buildings and any property line that abuts land zoned R-1.

c. One of the following shall be provided along the portion of any property line that abuts land zoned R-1:

(1) A 6-foot high, 100 percent sight obscuring wooden fence or masonry wall.

(2) A 6-foot high metal fence with high shrubs planted every six feet. Chain link and cyclone fences are not allowed. For the purposes of this subparagraph, high shrubs must be:

(A) Selected from the City of Eugene Plant Materials list approved by administrative order of the city manager;

(B) Designated in the City of Eugene Plant Materials list as meeting the high shrub requirement; and

(C) In at least 5-gallon containers at the time of planting.

3. Option 3. A minimum 25-foot setback shall be provided between a new building or building addition and the portion of any property line that abuts land zoned R-1. The 25-foot setback area may be used for open space, vehicle use area, pedestrian circulation, bicycle parking, stormwater quality facilities, or landscaping.

(b) River Road/Santa Clara Building Walls/Window Coverage.

1. Windows are required along all street-facing ground floor walls within the maximum front yard setback at a minimum of 60% of the horizontal length and 25% of the area of applicable ground floor walls.

2. All windows shall have a minimum Visible Light Transmittance (VLT) of 0.6 or higher.

3. A blank length of wall of more than 20 linear feet is prohibited along any street-facing façade. Windows, arcades, colonnades, or main entrances can be used to address this standard.

4. Adjustments to the standards in this subsection(b) may be made, based on the criteria of EC 9.8030(38).

(c) River Road/Santa Clara Weather Protection. Weather protection features such as canopies, awnings or arcades shall be provided over at least the full width of all building entrances to a depth of at least 3 feet. Alternatively, building entrances may be set back a minimum of 3 feet behind the face of the building. Adjustments to the standards in this subparagraph (c) may be made based on the criteria of EC 9.8030(38).

Section 4. The “Agricultural, Resource Production and Extraction” section of Table 9.2740 of the Eugene Code, 1971, is amended to provide as follows:

Table 9.2740 Residential Zone Land Uses and Permit Requirements

	R-1		R-2	R-3	R-4
Agricultural, Resource Production and Extraction					
Community and Allotment Garden	P		P	P	P
Display and Sale of Agricultural Products Grown on the Site	P				
Display and Sale of Agricultural Products Grown Offsite	P (9)				
Urban Animal Keeping, including pastureland (See EC 9.5250)	S		S	S	S
Horticultural Use. Examples include field crops, orchards, berries, and nursery or flower stock.	P				

Section 5. Section 9.2741 of the Eugene Code, 1971, is amended by adding subsection (9) to provide as follows:

9.2741 Special Use Limitations for Table 9.2740.

(9) *Display and Sale of Agricultural Products Grown Offsite.* This use is only allowed on property located within the city limits of the City of Eugene and within the River Road-Santa Clara Neighborhood Plan Area as shown on Map 9.2170(3)(d), and is subject to the following standards:

(a) Use is limited to two days in a calendar week and is limited to between the hours of 9:00 a.m. and 8:00 p.m.

(b) Permanent changes to the development site to specifically accommodate the use are prohibited.

(c) Except during the hours of operation of the use, there shall be no display or outdoor storage of agricultural products visible from the street.

(d) The use is not permitted on a flag lot.

(e) Parking associated with the use must be located on-street or within an existing on-site parking area.

(f) Signs associated with the use shall not be placed in the public right of way or vision clearance area. All signage must comply with the sign standards at EC 9.6600.

Section 6. Table 9.8010 of the Eugene Code, 1971, is amended to provide as follows:

Table 9.8010 List of Adopted Plans	
Bethel-Danebo Refinement Plan (Phase II)	River Road-Santa Clara Neighborhood Plan
Bethel-Danebo Refinement Plan	Riverfront Park Study
Comprehensive Stormwater Management Plan	South Hills Study
Envision Eugene Comprehensive Plan	South Willamette Subarea Study
Eugene Downtown Plan	TransPlan (Metro Area Transportation Plan)
Eugene-Springfield Metropolitan Area General Plan (Metro Plan)	Walnut Station Specific Area Plan
Eugene 2035 Transportation System Plan	West University Refinement Plan
Fairmount/U of O Special Area Study	Westside Neighborhood Plan
Jefferson/Far West Refinement Plan	Whiteaker Plan
Laurel Hill Neighborhood Plan	Willakenzie Area Plan
19th and Agate Special Area Study	Willow Creek Special Area Study
River Road-Santa Clara Urban Facilities Plan	

Section 7. Section 9.8030 of the Eugene Code, 1971, is amended by adding subsection (38) to provide as follows:

9.8030 Adjustment Review – Approval Criteria.

(38) River Road/Santa Clara Neighborhood Specific Standards. Where this land use code provides that the River Road/Santa Clara Neighborhood Specific Standards can be adjusted, the standards may be adjusted upon finding that the design achieves all of the following:

- (a) Contributes to the continuity of building facades along the street;
- (b) Creates an attractive pedestrian environment along all adjacent streets; and
- (c) Is compatible with adjacent development.

Section 8. Map 9.2161(11), as referenced in this Ordinance and attached hereto as Exhibit A shall be numerically incorporated in Chapter 9 of the Eugene Code, 1971.

Section 9. Map 9.2170(3)(d) as referenced in this Ordinance and attached hereto as Exhibit B shall be numerically incorporated in Chapter 9 of the Eugene Code, 1971.

Section 10. Figure 9.2170(4)(c)6. of the Eugene Code, 1971, is retitled as Figure 9.2170(4)(c)7. as provided in Exhibit C.

Section 11. Map 9.8010 of the Eugene Code, 1971, is amended as provided in Exhibit D to this Ordinance.

Section 12. The findings set forth in Exhibit E attached to this Ordinance are adopted as findings in support of this Ordinance.

Section 13. The City Recorder, at the request of, or with the concurrence of the City Attorney, is authorized to administratively correct any reference errors contained herein or in other provisions of the Eugene Code, 1971, to the provisions added, amended or repealed herein.

Section 14. If any section, subsection, sentence, clause, phrase, or portion of this Ordinance is for any reason held invalid or unconstitutional by the Oregon Land Use Board of Appeals or a court of competent jurisdiction, such portion shall be deemed a separate, distinct, and independent provision and such holding shall not affect the validity of the remaining portions hereof. Further, if this Ordinance is remanded back to the City Council for further action by the Oregon Land Use Board of Appeals or a court of competent jurisdiction, those sections, subsections, sentences, clauses, phrases, or portions that do not require action on remand shall be deemed separate, distinct, and independent provisions and such remand shall not affect their validity or effect.

Section 15. This Ordinance shall take effect pursuant to Section 32 of the Eugene Charter 2002, or on the date of its acknowledgement as provided in ORS 197.625, whichever is later.

Passed by the City Council this

___ day of ___, 2024

Approved by the Mayor this

___ day of ___, 2024

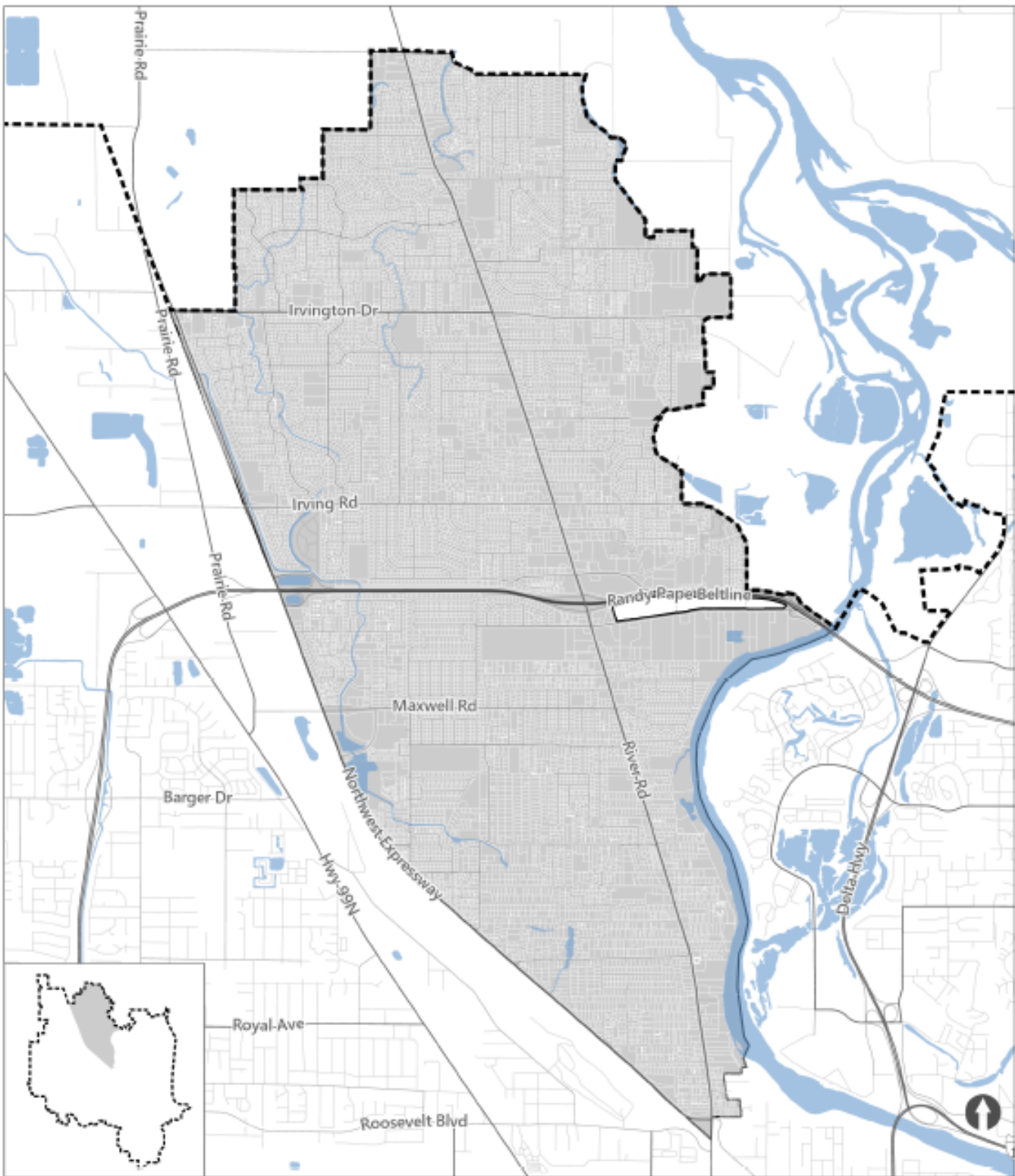
City Recorder

Mayor



Map 9.2161(11)

River Road - Santa Clara Prohibited Uses Area



Eugene Urban Growth Boundary (UGB)

River Road - Santa Clara Prohibited Uses Area

Taxlots (outlined in white)

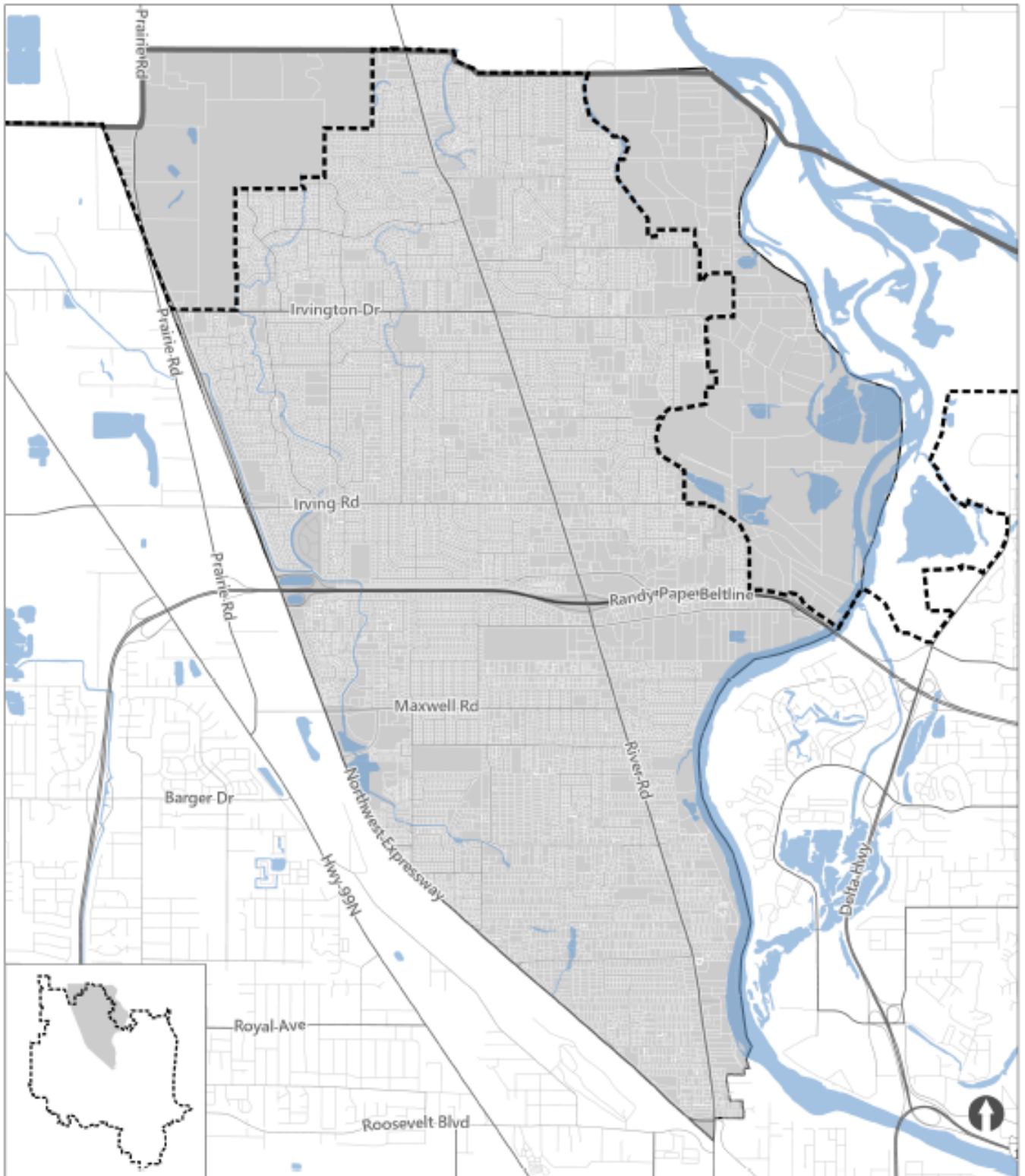
0 0.3 0.6 Miles

February 2024



Map 9.2170(3)(d)

River Road - Santa Clara Neighborhood Plan Area

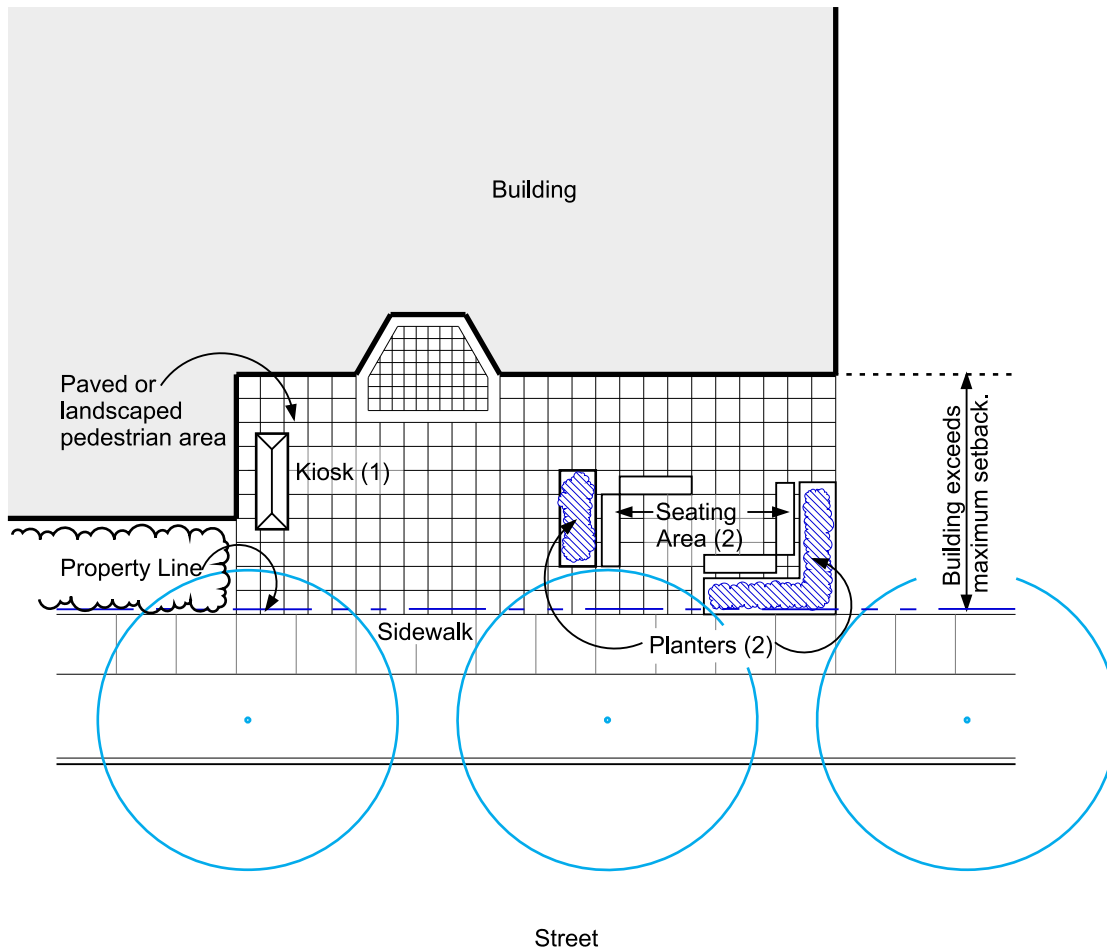


 Eugene Urban Growth Boundary (UGB)
 Metro Plan Boundary
 River Road - Santa Clara Neighborhood Plan Area
 Taxlots (outlined in white)
 0 0.3 0.6 Miles

February 2024

**Figure
9.2171(5)(e)**

Landscaped or Paved Pedestrian Area with Pedestrian Amenities

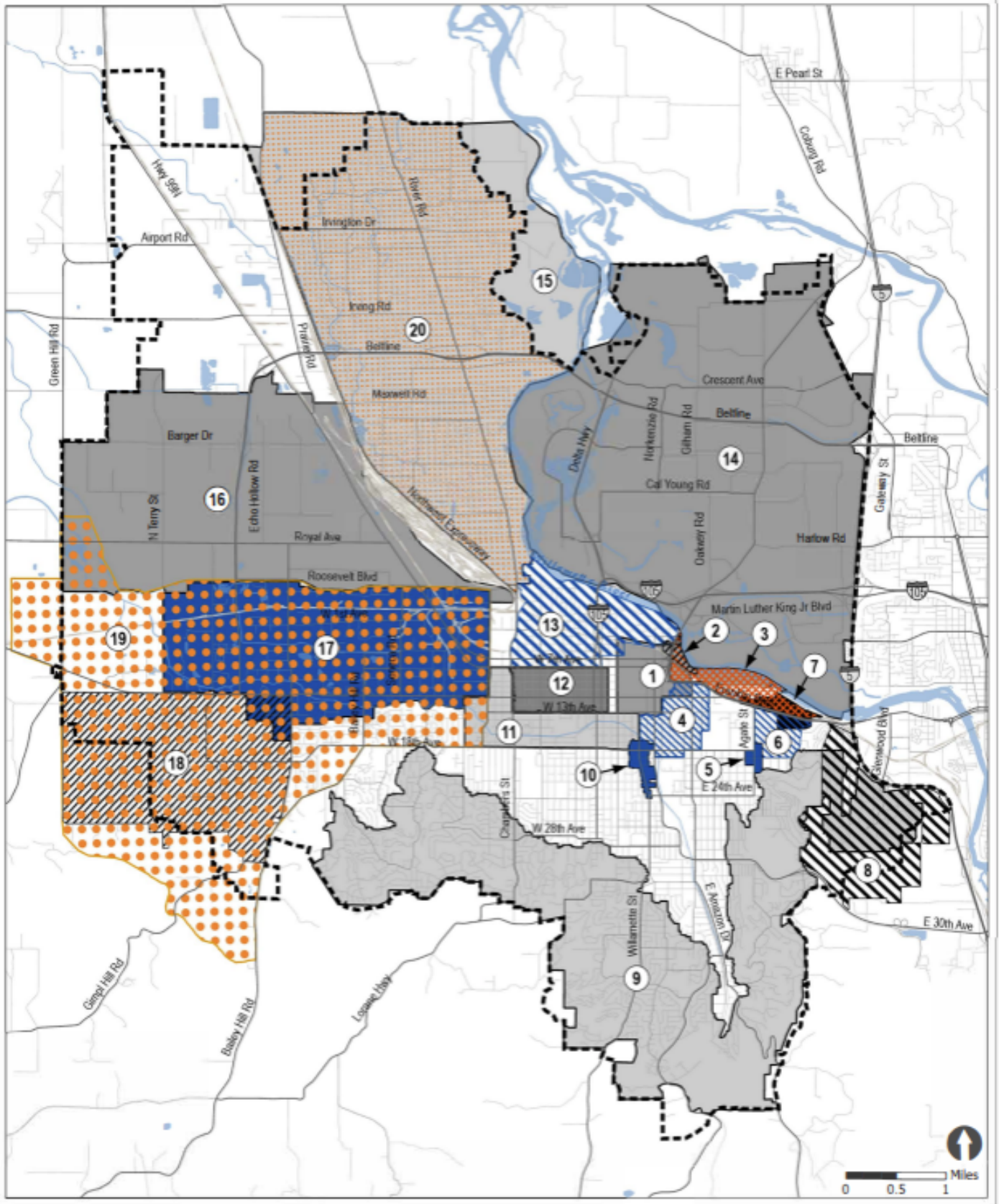


EXAMPLE:

- 1,000 square feet of hard surface with minimum of 1 amenity per 200 square feet.
- 5 Amenities Required:
Select among design elements
i.e. seating area, drinking fountain, public art, planter, kiosk.
- Selected: 2 seating areas
2 planters
1 kiosk



Map 9.8010 Adopted Plans



Map 9.8010 Adopted Plans Legend



Map Legend

-  1, Eugene Downtown Plan
-  2, Downtown Riverfront Specific Area Plan
-  3, Riverfront Park Study
-  4, West University Refinement Plan
-  5, 19th & Agate Special Area Study
-  6, Fairmount/University of Oregon Special Area Plan
-  7, Walnut Station Specific Area Plan
-  8, Laurel Hill Neighborhood Plan
-  9, South Hills Study
-  10, South Willamette Subarea Study
-  11, Jeffers on/Far West Refinement Plan
-  12, Westside Neighborhood Plan
-  13, Whiteaker Plan
-  14, Willakenzie Area Plan
-  15, River Road - Santa Clara Neighborhood Plan
-  16, Bethel-Danebo Refinement Plan
-  17, Bethel-Danebo Neighborhood Refinement Plan Phase II
-  18, Willow Creek Special Area Study
-  19, West Eugene Wetlands Plan
-  20, River Road - Santa Clara Urban Facilities Plan

City or Metropolitan Area Plans

Envision Eugene Comprehensive Plan = UGB

Eugene 2035 Transportation System Plan = UGB + Airport Master Plan Area (not shown)

Comprehensive Stormwater Management Plan = Eugene City Limits (not shown)

Metro Plan = Eugene-Springfield Metropolitan Area (not shown)

TransPlan = Eugene-Springfield Metropolitan Area (not shown)

This map is intended as general reference for the boundaries of plans adopted by the Eugene City Council. For specific boundaries, please refer to the plan. Map prepared by Eugene Planning and Development Department. (Some plans have overlapping boundaries.)

 Urban Growth Boundary (UGB)

February 2024

**Findings in Support of the
River Road-Santa Clara Neighborhood-Specific
Code Amendments
City of Eugene
(City Files: CA 23-3)**

Overview

The City of Eugene and Lane County, in collaboration with the River Road and Santa Clara Community Organizations and neighborhood volunteers have been working together on an updated neighborhood plan that creates a vision for growth and development in a manner that respects the area's unique characteristics and opportunities.

The adoption package for the River Road-Santa Clara Neighborhood Plan (Neighborhood Plan) includes an ordinance adopting the new Neighborhood Plan and amending certain sections of the Eugene Springfield Metropolitan Area General Plan (Metro Plan), and a separate ordinance adopting a set of changes to the Eugene Code that apply only within the Eugene city limits and the boundary of the Neighborhood Plan. These findings only address and support the ordinance amending the Eugene Code. The Eugene City Council and the Lane County Board of Commissioners will adopt a separate ordinance and set of findings in order to approve the Neighborhood Plan and amend the Metro Plan.

As a part of River Road-Santa Clara neighborhood planning, a set of changes to the City of Eugene's Land Use Code are proposed. The purpose of the Code Amendments is to:

- Implement important land use policies and actions from the River Road-Santa Clara Neighborhood Plan and Action Plan.
- Promote walkable neighborhoods through pedestrian-friendly building design standards.
- Support a shift to less auto-oriented land uses in alignment with city-wide climate and transportation goals.

Land Use Code Amendments

The proposal involves a Type V Code Amendment pursuant to EC 9.8060 to establish the following River Road and Santa Clara neighborhood-specific code amendments (Code Amendments) that apply to properties located within both the city limits and within the boundaries of the River Road-Santa Clara Neighborhood Plan:

- In the C-2 Community Commercial Zone, the Code Amendments apply the following design standards:
 - Limit building height to 65 feet (current limit is 120 feet).
 - Apply transition standards (setbacks, landscaping, and/or fencing) to new buildings and building additions that increase the square footage of floor area by 20% or more for any development on property abutting Low Density Residential (R-1) zoned land.
 - Require buildings fronting River Road to provide a main entrance facing that street or facing the corner where River Road and another street intersect.
 - Increase the minimum percentage of the street-facing building façade that must be within the maximum front yard setback from 25% to 80%.

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- Require minimum percentage of windows along the ground floor of street facing façades and prohibit blank walls of more than 20 linear feet of street-facing-façades.
 - Require weather protection features over all building entrances.
- In the C-2 Community Commercial Zone within the River Road-Santa Clara Neighborhood Plan Prohibited Uses Area [see Map 9.2161(11)], the Code Amendments prohibit the establishment of the following uses:
 - Motor Vehicle Sales/Rental/Service, excluding recreational vehicles and heavy trucks
 - Motorcycle Sales/Rental/Service
 - Recreational Vehicles and Heavy Truck, Sales/Rental/Service
 - Agricultural Machinery Rental/Sales/Service
 - Boat and Watercraft Sales/Service
 - Equipment, Heavy, Rental/Sales/Service – includes truck and tractor sales
 - Storage Facility, Household/Consumer Goods, enclosed
- In the R-1 Low Density Residential Zone, the Code Amendments allow the “Display and Sale of Agricultural Products Grown Offsite” as a permitted use and include limits to size of display, hours of operation, and signage in keeping with “small scale.”
- The Code Amendments amend Table 9.8010 and Map 9.8010 to add references to the new River Road- Santa Clara Neighborhood Plan.

Code Amendment Criteria

EC 9.8065 – Code Amendment Approval Criteria.

If the city council elects to act, it may, by ordinance, adopt an amendment to this land use code that:

- (1) Is consistent with applicable statewide planning goals as adopted by the Land Conservation and Development Commission.**
- (2) Is consistent with applicable provisions of the comprehensive plan and applicable adopted refinement plans.**
- (3) In the case of establishment of a special area zone, is consistent with EC 9.3020 Criteria for Establishment of an S Special Area Zone.**

- 1) Is consistent with applicable statewide planning goals as adopted by the Land Conservation and Development Commission.**

Statewide Planning Goal 1 – Citizen Involvement. To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.

The City’s acknowledged procedures for adoption of legislative land use decisions, located in sections 9.7050 and 9.7500 through 9.7560 of the Eugene Code, 1971, ensure the opportunity for community members to be involved in all phases of the legislative land use decision process and set out the requirements for such involvement. The River Road-Santa Clara neighborhood-specific code amendments do not amend or change the City’s adopted citizen involvement program. The process for adoption of the Code Amendments complies with Goal 1 because it is consistent with the City’s acknowledged procedures for legislative land use decisions, as detailed below.

In addition to compliance with the City's acknowledged legislative land use decision procedures, the City also solicited public involvement prior to the date pre-adoption notice was provided to the Department of Land Conservation and Development.

In March 2023, the Neighborhood Plan's Community Advisory Committee approved bringing the neighborhood-specific code amendments out for community feedback, kicking-off the broader engagement process for the Adoption Phase. An initial draft of the neighborhood-specific code amendments was published to the project website and the project's Engage Eugene site, part of the City of Eugene's online engagement platform.

Project staff distributed information about the neighborhood planning process and the adoption process through a variety of digital media, including the project website, Engage Eugene webpage, social media, and e-newsletters from the City Planning Division, and both community organizations. Project staff also developed summary documents that were made available online and at in-person events, as well as graphics depicting the Code Amendments.

In early May 2023, project staff mailed a postcard to all owners and residents of the River Road and Santa Clara neighborhoods, approximately 16,800 people. The postcard featured ways to engage during the adoption phase, including virtual information sessions, an in-person community event, a meeting toolkit, and an online feedback form. Project staff sent an additional mailing in mid-June to owners, leaseholders, and occupants of commercial property, a total of 487 addresses with information about the neighborhood-specific Code Amendments and an invitation to a virtual information session about the Code Amendments. The recording of that information session was posted to the project's Engage Eugene page.

A public hearing on the proposed River Road-Santa Clara neighborhood-specific code amendments was held by the Planning Commission on October 17, 2023. Consistent with land use code requirements, the Planning Commission public hearing on the proposal was duly noticed to all neighborhood organizations in Eugene as well as community groups and individuals who requested notice. Notices were provided at the following times:

September 12, 2023:	The City's proposed River Road-Santa Clara neighborhood-specific code amendments and notice of the Planning Commission public hearing on the amendments were filed with the Oregon Department of Land Conservation and Development.
September 15, 2023:	Notice of the Planning Commission public hearing on the proposed amendments was mailed to the parties listed in section 9.7520(2) of the Eugene Code and to the individuals and entities on the City's interested parties list.
September 15, 2023	Notice of the Planning Commission public hearing, consistent with ORS 227.186, was mailed to owners of C-2 Community Commercial zoned property within the City limits to provide notice that the City proposed a land use regulation that may affect the permissible uses of their property.

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September 22, 2023:	Notice of the Planning Commission public hearing was published in the Register Guard Newspaper.
October 17, 2023:	The Eugene Planning Commission held a public hearing on the proposed Code Amendments.

A public hearing on the proposed River Road-Santa Clara neighborhood-specific code amendments was held by the City Council on March 12, 2024. Consistent with land use code requirements, the City Council public hearing on the proposal was duly noticed to all neighborhood organizations in Eugene as well as community groups and individuals who requested notice.

In addition, information concerning the Code Amendments, including the dates of the public hearings and instructions on how to submit testimony, was posted on the City of Eugene website and project updates were provided via email to the Planning Division e-newsletter that is sent to over 17,000 subscribers, as well as to the River Road-Santa Clara Neighborhood Plan interested parties list which includes over 1,600 subscribers.

The document titled *River Road-Santa Clara Neighborhood Plan Engagement Summary* attached to these Findings as Appendix 1 and hereby adopted as additional findings of compliance with Goal 1, summarizes the public engagement efforts used to educate the public and obtain feedback on the River Road-Santa Clara Neighborhood Plan throughout each phase of the planning process.

These processes afforded ample opportunity for citizen involvement; therefore, the Code Amendments are consistent with Statewide Planning Goal 1.

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

Eugene’s land use code specifies the formal adoption procedure and approval criteria that were used in considering these amendments. The record shows that there is an adequate factual basis for the amendments to the land use code. The Goal 2 coordination requirement is met when the City engages in an exchange, or invites an exchange, between the City and any affected governmental unit and when the City uses the information obtained in the exchange to balance the needs of their constituents.

To comply with the Goal 2 coordination requirement, the City engaged in an exchange about the subject of these amendments with affected local governmental units. Specifically, the City provided notice of the proposed action and opportunity to comment to the Oregon Department of Land Conservation and Development, Lane County, the City of Springfield, and special districts including the River Road Water District, River Road Parks and Recreation District, Santa Clara Water District, Junction City Water Control District, Santa Clara Rural Fire Protection District, Lane Fire Authority, and Lane Transit District. There are no exceptions to Statewide Planning Goal 2 required for these amendments. Therefore, the amendments are consistent with Statewide Planning Goal 2.

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Statewide Planning Goal 3 – Agricultural Lands. To preserve agricultural lands.

These Code Amendments only affect properties located within the City of Eugene and therefore do not affect any lands designated for agricultural use. To the extent that there are properties within the City currently zoned for agricultural use, the Code Amendments do not force a discontinuance of agricultural practices. The Code Amendments only apply in the R-1 Low Density Residential and C-2 Community Commercial zones. Therefore, the Code Amendments are consistent with Statewide Planning Goal 3.

Statewide Planning Goal 4 – Forest Lands. To conserve forest lands.

These Code Amendments only affect properties located within the City of Eugene and do not affect any lands designated by the comprehensive plan for forest use. The Code Amendments are therefore consistent with Statewide Planning Goal 4.

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

OAR 660-023-0250(3) provides: Local governments are not required to apply Goal 5 in consideration of a PAPA [Post Acknowledgement Plan Amendment] unless the PAPA affects a Goal 5 resource. For purposes of this section, a PAPA would affect a Goal 5 resource only if:

- (a) The PAPA creates or amends a resource list or a portion of an acknowledged plan or land use regulation adopted in order to protect a significant Goal 5 resource or to address specific requirements of Goal 5;
- (b) The PAPA allows new uses that could be conflicting uses with a particular significant Goal 5 resource site on an acknowledged resource list; or
- (c) The PAPA amends an acknowledged UGB and factual information is submitted demonstrating that a resource site, or the impact areas of such a site, is included in the amended UGB area.

These Code Amendments do not create or amend the City's list of Goal 5 resources, do not amend a code provision adopted in order to protect a significant Goal 5 resource or to address specific requirements of Goal 5, do not allow new uses that could be conflicting uses with a significant Goal 5 resource site, and do not amend the acknowledged urban growth boundary. Therefore, the amendments are consistent with Statewide Planning Goal 5.

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

Goal 6 addresses waste and process discharges from development, and is aimed at protecting air, water and land from impacts from those discharges. These Code Amendments do not affect the City's ability

to provide for clean air, water or land resources. Therefore, the amendments are consistent with Statewide Planning Goal 6.

Statewide Planning Goal 7 - Areas Subject to Natural Disasters and Hazards. To protect life and property from natural disasters and hazards.

Goal 7 requires that local government planning programs include provisions to protect people and property from natural hazards such as floods, landslides, wildfire and earthquakes and related hazards. The City protects people and property from natural hazards through various land use and building code requirements. The Code Amendments do not make changes to adopted policies or regulations that protect people and property from natural hazards. Based on these findings, the Code Amendments are consistent with Statewide Planning Goal 7.

Statewide Planning Goal 8 - Recreational Needs. To satisfy the recreational needs of the citizens of the state and visitors, and where appropriate, to provide for the siting of necessary recreational facilities including destination resorts.

Goal 8 ensures that recreational facilities are provided to Oregon residents and is primarily concerned with the provision of recreational facilities in non-urban areas of the state. The Code Amendments do not affect the City's provisions for, or access to, recreation areas, facilities, or recreational opportunities. Therefore, the amendments are consistent with Statewide Planning Goal 8.

Statewide Planning Goal 9 - Economic Development. To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens.

Goal 9 requires local governments to evaluate the supply and demand of commercial land relative to community economic objectives. Goal 9 and Chapter 660, division 009 of the Oregon Administrative Rules, which implements the requirements of Goal 9 require the City to provide, through an adopted comprehensive plan, at least an adequate supply of sites of suitable sizes, types, locations, and service levels for a variety of industrial and commercial uses within the UGB. This need was addressed when the City adopted an expanded UGB in 2017. The Envision Eugene Employment Land Supply Study includes an acknowledged inventory of land for economic growth and activity in Eugene's UGB. That inventory is expected to address the City's needs for such land through 2032. The City's policies pertaining to employment are located in the Envision Eugene Comprehensive Plan.

While the actions taken by these amendments do not impact the City's supply or demand for employment land, they do make changes to the C-2 Community Commercial zone applicable to properties located within both the city limits and within the Neighborhood Plan boundary. These changes include limiting the building height, adding design and transition standards, and prohibiting specific auto-oriented uses. These changes are consistent with the Neighborhood Plan policies as well as city-wide climate and transportation goals of shifting to a more compact development pattern and less auto-oriented land uses.

The proposed Code Amendments do not impact the City's adopted supply of commercial or industrial lands for employment development. No land is being re-designated and the amendments do not otherwise diminish the lands available for employment use. At the time the adopted buildable lands inventory (BLI) was developed, the capacity of the Vacant and Partially Vacant land supply for new employment development was based on historical employment densities of existing development. The historical development trends that the employment density was based on consisted of buildings of varying heights in sample sites throughout the city. This BLI employment capacity is not directly derived from the square footage of a building, but the capacity for a number of jobs per acre. Setbacks and height limitations do not necessarily limit the employee capacity on a site. A small amount of additional jobs capacity was also assumed city-wide, through redevelopment of Developed BLI land, which also considered a variety of building forms. The Employment Land Supply Study also assumed that existing buildings would accommodate a portion of the new jobs without any change to the building footprint.

In the C-2 zone, the list of uses is very broad and even allows residential-only structures. The City does not know how any particular property is going to develop, some properties will develop at maximum capacity and some below, so there is not an assumption that all buildable land will develop to its maximum capacity. Therefore, when determining BLI employment capacity, the City took this into account by generally assuming future land capacity based on average levels of development. For these reasons, the proposed height limit and setback requirements will not impact the supply or availability of employment lands included in the City's adopted BLI.

Additionally, these amendments do not prevent adequate opportunities for a variety of economic activities. The proposed prohibited uses are a narrow subset of economic uses, a variety of uses are still allowed. Based on these findings, the Code Amendments are consistent with Statewide Planning Goal 9.

Statewide Planning Goal 10 – Housing. To provide for the housing needs of citizens of the state.

Goal 10 requires cities to provide an adequate supply of buildable land to accommodate their estimated housing needs for a 20-year planning period. When the City approved Eugene's UGB in 2017, the City adopted, and received State acknowledgement of a 20-year inventory of buildable lands for residential use. The Envision Eugene Residential Land Supply Study (2012-2032) was adopted by the City of Eugene in 2017 as a refinement of the *Envision Eugene Comprehensive Plan* and complies with the requirements of Goal 10 and Chapter 660, Division 008 of the Oregon Administrative Rules.

The Envision Eugene Residential Land Supply Study includes an inventory of buildable lands for residential use. According to the Residential Land Supply Study, there is sufficient buildable residential land within Eugene's acknowledged urban growth boundary to meet the identified land need. These Code Amendments do not impact the supply of residential buildable land within Eugene's UGB. No land is being re-designated from a residential use to a non-residential use, and the amendments do not otherwise diminish the amount of land available for residential use.

Goal 10 also requires local governments to conduct a Housing Needs Analysis (HNA) to assess whether their estimated housing needs for a 20-year planning period can be satisfied. The Envision Eugene Residential Land Supply Study (2017) includes an HNA. These amendments do not impact the supply of

residential buildable lands or affect the estimated housing needs within Eugene's UGB to accommodate growth.

While the actions taken by these amendments do not impact the City's supply or demand for residential buildable land, the Code Amendments do make changes to the R-1 Low Density Residential zone and C-2 Community Commercial zone applicable to properties located within the city limits and within the Neighborhood Plan boundary. The changes to the R-1 zone are minimal and do not impact housing development, but would allow for the display and sale of agricultural products grown offsite in the R-1 zone within the Neighborhood Plan boundary. The changes to the C-2 zone include limiting building height, adding design and transition standards, and prohibiting certain auto-oriented uses. Though the limit on building height could impact residential development in the C-2 zone within the Neighborhood Plan boundary, the Residential Land Supply Study and Buildable Lands Inventory made no assumption for housing on commercial land within the Neighborhood Plan boundary (there were assumptions made for housing on commercial land Downtown and the Franklin Boulevard area). Additionally, height alone is not a determinate of density. There is no intention that these Code Amendments establish barriers to housing. The amendments provide consistency with policies in the Neighborhood Plan, implemented through these Code Amendments.

These amendments do not impact the supply of residential land available for residential use and are consistent with Statewide Planning Goal 10.

Statewide Planning Goal 11 – Public Facilities and Services. To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.

Goal 11 requires that urban development be supported by urban facilities and services. Goal 11 and ORS 197.712 require a public facilities plan for water, sewer and transportation services within Eugene's UGB. The Land Conservation and Development Commission has acknowledged the *Eugene-Springfield Metropolitan Area Public Facilities and Services Plan* (PFSP) as the public facilities plan for wastewater, water, and stormwater facilities within Eugene's UGB. The *Eugene 2035 Transportation System Plan* is the transportation element of Eugene's comprehensive land use plan, is applicable within Eugene's UGB, and was designed to support the *Envision Eugene* project, the community's evolving plan for how Eugene will grow for the next 20 years. Transportation planning is addressed under Goal 12, below.

These Code Amendments do not affect the planning or development of future public facilities or services. The Code Amendments do not make changes to the provision of public facilities and services within Eugene's UGB or to the currently adopted *Eugene/Springfield Public Facilities and Services Plan* (PFSP). Consistent with the PFSP, the City will continue to plan and develop public facilities to support the land uses designated in the City's acknowledged comprehensive plan, for lands located within Eugene's UGB. The amendments are consistent with Statewide Planning Goal 11.

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Statewide Planning Goal 12 – Transportation. To provide and encourage a safe, convenient and economic transportation system.

The Transportation Planning Rule (OAR 660-012-0060) contains the following requirement:

- (1) *If an amendment to a functional plan, an acknowledged comprehensive plan, or a land use regulation (including a zoning map) would significantly affect an existing or planned transportation facility, then the local government must put in place measures as provided in section (2) of this rule, unless the amendment is allowed under section (3), (9) or (10) of this rule. A plan or land use regulation amendment significantly affects a transportation facility if it would:*
- (a) *Change the functional classification of an existing or planned transportation facility (exclusive of correction of map errors in an adopted plan);*
 - (b) *Change standards implementing a functional classification system; or*
 - (c) *Result in any of the effects listed in paragraphs (A) through (C) of this subsection based on projected conditions measured at the end of the planning period identified in the adopted TSP. As part of evaluating projected conditions, the amount of traffic projected to be generated within the area of the amendment may be reduced if the amendment includes an enforceable, ongoing requirement that would demonstrably limit traffic generation, including, but not limited to, transportation demand management. This reduction may diminish or completely eliminate the significant effect of the amendment.*
 - (A) *Types or levels of travel or access that are inconsistent with the functional classification of an existing or planned transportation facility;*
 - (B) *Degrade the performance of an existing or planned transportation facility such that it would not meet the performance standards identified in the TSP or comprehensive plan; or*
 - (C) *Degrade the performance of an existing or planned transportation facility that is otherwise projected to not meet the performance standards identified in the TSP or comprehensive plan.*

The State's Transportation Planning Rule requires that land use changes that would significantly affect a transportation facility provide mitigation measures to address the anticipated impacts. The Code Amendments will not significantly affect a planned or existing transportation facility, and no changes to existing, adopted land use designations or zoning of properties are proposed. The amendments will not change the functional classification of an existing or planned transportation facility, nor will they change any standards implementing a functional classification system. Further, because the Code Amendments do not increase the development potential for land within the Neighborhood Plan boundary, the amendments will not result in levels of travel or access which are inconsistent with the functional classification of an existing or planned transportation facility or degrade the performance standards of an existing or planned transportation facility so that it will not meet the performance standards identified in the *Eugene 2035 Transportation System Plan*, the City's adopted transportation system plan. Therefore, the Code Amendments are consistent with Statewide Planning Goal 12.

Statewide Planning Goal 13 – Energy Conservation. To conserve energy.

Goal 13 provides guidance on the management of land and land uses to maximize the conservation of energy. The Code Amendments do not concern energy conservation and do not change any local energy policy or implementing provisions. Therefore, the Code Amendments are consistent with Statewide Planning Goal 13.

Statewide Planning Goal 14 – Urbanization. To provide for an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities.

These Code Amendments apply only within the city limits and therefore do not affect the City's provisions regarding the transition of land from rural to urban uses. As such, the Code Amendments are consistent with Statewide Planning Goal 14.

Statewide Planning Goal 15 – Willamette Greenway. To protect, conserve, enhance and maintain the natural, scenic, historical, agricultural, economic and recreational qualities of lands along the Willamette River as the Willamette River Greenway.

Goal 15 is designed to “protect, conserve, enhance, and maintain the natural scenic, historical, agricultural, economic, and recreational qualities of lands along the Willamette River as the Willamette River Greenway.” The River Road-Santa Clara Neighborhood Plan boundary includes lands within the Willamette River Greenway. However, these Code Amendments do not contain any changes to the City's Willamette River Greenway regulations. Therefore, the amendments are consistent with Statewide Planning Goal 15.

Goal 16 through 19 (Estuarine Resources, Coastal Shorelands, Beaches and Dunes. and Ocean Resources):

There are no estuarine, coastal, beach and dune, or ocean resources related to the lands affected by these Code Amendments. Therefore, Statewide Planning Goals 16, 17, 18, and 19 do not apply.

2) Is consistent with applicable provisions of the comprehensive plan and applicable adopted refinement plans.

The Code Amendments are consistent with the applicable provisions of the comprehensive plan and applicable adopted refinement plans. In Eugene, the comprehensive plan consists of the *Eugene-Springfield Metropolitan Area General Plan* (Metro Plan) and the *Envision Eugene Comprehensive Plan*. For these Code Amendments, the applicable refinement plans are the River Road Santa Clara Neighborhood Plan and the River Road Santa Clara Urban Facilities Plan (1987).

Metro Plan Policies

The following policies from the Metro Plan (identified below in *italics*) are applicable to these Code Amendments. To the extent that the following policies constitute mandatory approval criteria, based on the findings provided below, the Code Amendments are consistent with and supported by the applicable provisions of the Metro Plan.

Chapter II C. Growth Management Goals, Findings, and Policies

C. 1 The UGB and sequential development shall continue to be implemented as an essential means to achieve compact urban growth. The provision of all urban services shall be concentrated inside the UGB.

The Code Amendments include a list of prohibited uses on C-2 zoned properties located within both the city limits and within the River Road-Santa Clara Prohibited Uses Area [see Map 9.2161(11)]. These prohibited uses are:

- Motor Vehicle Sales/Rental/Service, excluding recreational vehicles and heavy trucks
- Motorcycle Sales/Rental/Service
- Recreational Vehicles and Heavy Truck, Sales/Rental/Service
- Agricultural Machinery Rental/Sales/Service
- Boat and Watercraft Sales/Service
- Equipment, Heavy, Rental/Sales/Service – includes truck and tractor sales
- Storage Facility, Household/Consumer goods, enclosed

Most of these uses are auto-oriented uses that inhibit compact development. Removing these uses is consistent with the fundamental principle of compact urban growth addressed in the Metro Plan as well as with policies in the Neighborhood Plan and the City's climate goals.

Chapter III A. Metropolitan Residential Land Use and Housing Element

A. 22 Expand opportunities for a mix of uses in newly developing areas and existing neighborhoods through local zoning and development regulations.

The Code Amendments allow for the display and sale of agricultural products grown offsite on R-1 zoned properties located within the city limits and within the Neighborhood Plan Boundary. This expands opportunities for an additional use within the existing neighborhood, consistent with this Metro Plan policy.

A. 23 Reduce impacts of higher density residential and mixed-use development on surrounding uses by considering site, landscape, and architectural design standards or guidelines in local zoning and development regulations.

The Code Amendments include transition standards for C-2 development on properties located within the city limits and within the Neighborhood Plan Boundary that abuts R-1 zoned land. These Code Amendments are intended to provide development that is more compatible with the adjacent existing neighborhood and reduce the impacts of higher density residential, mixed-use, and commercial development on surrounding residential neighborhoods, consistent with this Metro Plan policy.

Chapter III E. Environmental Design Element

E.5 Carefully develop sites that provide visual diversity to the urban area and optimize their visual and personal accessibility to residents.

These Code Amendments would require buildings fronting River Road to provide a main entrance oriented to the street or the corner where River Road and another street intersect, would increase building façade facing the street, require a minimum percentage of ground floor windows facing the street, and require weather protection features over building entrances. All of these requirements help promote walkable neighborhoods through pedestrian-friendly building design standards and would help optimize the visual personal accessibility of new development in C-2 to neighborhood residents, consistent with this Metro Plan policy.

E.6 Local jurisdictions shall carefully evaluate their development regulations to ensure that they address environmental design considerations, such as, but not limited to, safety, crime prevention, aesthetics, and compatibility with existing and anticipated adjacent uses (particularly considering high and medium density development locating adjacent to low density residential).

These Code Amendments would add additional design standards for development on C-2 zoned properties located within the city limits and the Neighborhood Plan Boundary, including transition standards for properties abutting R-1 zoned land. These transition standards consider the compatibility between higher density development adjacent to low density residential, consistent with this Metro Plan policy. The additional design standards referenced under E.5 are also consistent with this Metro Plan policy, as they contribute to environmental design, such as safety and aesthetics.

Envision Eugene Comprehensive Plan Policies

The currently adopted chapters of the *Envision Eugene Comprehensive Plan* include Economic Development, Transportation, Administration & Implementation, and Eugene Urban Growth Boundary.

Economic Development

3.6 Responsible economic development. *Support economic development initiatives that reflect long-term priorities, improve community resilience to climate change and natural hazards, improve energy efficiency or reduce greenhouse gas emissions, and enhance opportunities to borrow, rent, or otherwise make better use of underutilized public and private assets.*

The Code Amendments, particularly the list of prohibited uses on C-2 zoned properties located within both the city limits and within the River Road-Santa Clara Prohibited Uses Area [see Map 9.2161(11)], reflect long-term priorities for both the River Road and Santa Clara Neighborhood Organizations as well as the City. The prohibited uses are mostly auto-oriented uses and removing them will help work towards the City's transportation and climate goals, consistent with this comprehensive plan policy.

3.7 Home-based and microenterprises. *Promote the development of small, locally-owned businesses that have minimal adverse impacts on their surrounding neighborhoods.*

The Code Amendments allow for the display and sale of agricultural products grown offsite as a permitted use on R-1 zoned land located within the city limits and within the Neighborhood Plan Boundary. This is an opportunity that could lead to the development of more locally-owned businesses,

or minimally, economic activity that has minimal adverse impacts on the surrounding neighborhoods, consistent with this comprehensive plan policy.

3.15 Adequate Land Supply. *Designate an adequate number of sites within the urban growth boundary to accommodate growing local businesses and new targeted industries, especially a diversified manufacturing base that includes advanced manufacturing, food and beverages, wood products manufacturing, regional distribution, trade, and services such as offices, software developers, educational technology, corporate headquarters, and other employment uses.*

As part of expanding the City's UGB (adopted in 2017), the Envision Eugene Employment Land Supply Study includes an acknowledged inventory of land for economic growth and activity in Eugene's UGB. That inventory is expected to address the City's needs for such land through 2032. While these Code Amendments do not impact the City's supply or demand for employment land, the amendments do make changes to the C-2 commercial zone for properties located within the city limits and within the Neighborhood Plan boundary. These changes include limiting the building height and adding design and transition standards. They also make changes for C-2 properties within the city limits and the River Road-Santa Clara Prohibited Uses Area by creating additional prohibited uses. These changes are consistent with the Neighborhood Plan policies as well as city-wide climate and transportation goals of shifting to less auto-oriented land uses. These amendments do not impact the supply of industrial or commercial lands or prevent adequate opportunities for a variety of economic activities and are therefore consistent with this comprehensive plan policy.

Transportation

System-Wide Policy 1. *Foster neighborhoods where Eugene residents could meet most of their basic daily needs without an automobile by providing streets, sidewalks, bikeways, and access to transit in an inviting environment where all travelers feel safe and secure.*

Transit Policy 2. *Prioritize improved transit service in Key Corridors and other areas with sufficient employment, activities, or residential density that best support transit service and transit services that connect residents to employment centers. If operational funding is sufficient, extend transit to support higher density housing and employment development planned for other areas.*

The Code Amendments promote compact development and walkable neighborhoods through pedestrian-friendly design standards, for example, requiring buildings fronting River Road to provide a main entrance facing the street, to increase street-facing building façade and windows along the ground floor, and to provide weather protection features over building entrances. Additionally, the Code Amendments prohibit the establishment of certain new auto-oriented uses that inhibit compact development. The Code Amendments are consistent with the transportation policies above to create more walkable neighborhoods, compact development, and less dependence on automobiles.

Refinement Plan Policies

River Road-Santa Clara Neighborhood Plan

Although none of the policies in the Neighborhood Plan are mandatory approval criteria for individual land use applications, the proposed Code Amendments implement and are consistent with policies in the Neighborhood Plan.

Policy 1.4 Regulatory Environment: Strive for a local regulatory environment that is supportive of economic development in line with neighborhood vision (such as creating small commercial nodes).

The Code Amendments allow for the display and sale of agricultural products grown offsite on R-1 zoned properties located within the city limits and within the Neighborhood Plan Boundary. This expands opportunities for urban farmers to collectively sell produce, in line with the neighborhood vision and the actions that support this policy.

Policy 11.2 Well Designed Built Environment: Update design standards through legislative updates to local land use regulations so that they provide for gradual transitions between different uses and scales and incorporate pedestrian scale design through building design, size, scale, and site layout requirements.

Policy 14.1 Compatibility Transitions: Enhance compatibility through development standards such as height and scale transitions, setbacks, buffering with trees, and window offsets between adjacent properties that are zoned differently through legislative updates to local land use regulations.

The proposed Code Amendments implement these Neighborhood Plan policies by providing transition standards between different uses/scales/zones and incorporating pedestrian scale design through building design, size, scale, and site layout requirements for C-2 zoned properties within both city limits and the Neighborhood Plan Boundary as follows:

- **Design Standards:**
 - *Transition Standards:* Apply transition standards (setbacks, landscaping, and/or fencing) to new buildings and building additions that increase the square footage of floor area by 20% or more for any development on property abutting Low Density Residential (R-1) zoned land.
 - *Building Orientation:* Require buildings fronting River Road to provide a main entrance facing that street or to the corner where River Road and another street intersect.
 - *Building Façade:* Increase the minimum percentage of the street-facing building façade that must be within the maximum front yard setback, from 25% to 80%.
 - *Building Walls/Window Coverage:* Require minimum percentage of windows along the ground floor of street-facing façades and prohibit blank walls of more than 20 linear feet of street-facing façades.
 - *Weather Protection:* Require weather protection features over all building entrances.
- **Building Height:** Limit building height to 65 feet (current limit is 120 feet).

The proposed Code Amendments also implement these policies by prohibiting the establishment of certain uses on C-2 zoned properties located within both the city limits and within the River Road-Santa

Clara Prohibited Uses Area [see Map 9.2161(11)]. Prohibiting these uses reflect long-term priorities for both the River Road and Santa Clara Neighborhood Organizations and are in line with creating a more walkable, pedestrian-friendly corridor, consistent with the Neighborhood Plan, as well as the City's transportation and climate goals. The River Road-Santa Clara Prohibited Uses Area excludes a section of River Avenue between River Road and the Beltline. Carving out this area is consistent with the intention of the Code Amendments because these properties are not along the River Road corridor, are adjacent to the wastewater treatment plant, and close to the Beltline Highway, therefore less likely to create an active walkable area.

River Road-Santa Clara Urban Facilities Plan (1987)

The proposed Code Amendments are consistent with policies in the River Road-Santa Clara Urban Facilities Plan.

Policy 2.3(1) Maintain and enhance the compatibility of adjacent land uses through the use of appropriate buffering mechanisms, such as landscaping standards.

Policy 2.3(7) Ensure compatibility between neighborhood commercial developments and the surrounding residential area by identifying and applying siting and development standards.

The proposed Code Amendments are consistent with these Urban Facilities Plan policies. They implement transition standards and development standards and limit building height for C-2 zoned properties, enhancing compatibility of C-2 zoned properties and adjacent land uses.

3) In the case of establishment of a special area zone, is consistent with EC 9.3020 Criteria for Establishment of an S Special Area Zone.

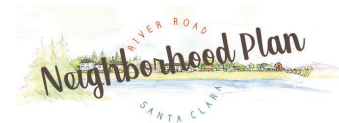
The Code Amendments do not establish a special area zone; therefore, this criterion does not apply.

Materials Related to the Proposed Metro Plan and Code Amendments

Available online at:

<https://pdd.eugene-or.gov/LandUse/SearchApplicationDocuments?file=MA-23-0005>

Community Advisory Committee
 River Road-Santa Clara Neighborhood Planning
 Recommendation Letter – August 2023



To the joint planning commissions,

The Community Advisory Committee for the River Road Santa Clara Neighborhood Plan is composed of eleven elected representatives from both River Road and Santa Clara Community Organizations. Our charge has been to represent our neighborhoods and to guide the process over time. Since the project's launch in 2017, 18 people have held these roles, each appointed and approved by the Eugene Planning Commission.

We, the members of the River Road/Santa Clara Neighborhood Plan community advisory committee have voted to recommend the final plan, and request its approval from this body. In addition, and required in the project charter, the two participating neighborhood association boards, RRCO and SCCO, have also voted to approve this plan with additional recommendations listed in the attached submissions.

The Action Plan was created by our neighbors to implement the goals and policies. While this is an aspirational document, city staff have committed to referencing it when making decisions that impact our neighborhood, requesting funding, and implementing programs.

The regulatory shifts from the state as well as the city's pivot from separate corridor plans to a citywide approach have us concerned that our work will be disregarded in the planning of the River Road corridor. We ask that the detailed and comprehensive work done for that project be consulted when corridor planning for River Road begins in the future.

The landscape for implementing our plan changed dramatically over the course of our work and required us to limit our scope. Our two neighborhoods had broad support for the work done through our RR/SC Corridor Plan to help create nodes for commercial development that would move us toward an active and walkable corridor. We would like to continue the efforts to increase the locally-owned businesses' activation of the corridor, and ensure that the limited commercial lots are used for that purpose.

We look forward to working with you as you review this plan, and we are available for questions and consultation at any point in your deliberations.

Please note the [RRCO Board Recommendation](#) and [SCCO Recommendation](#) created by the community organizations during their final review.

In community,
 The River Road/Santa Clara Neighborhood Plan
 Community Advisory Committee

River Road Community Organization
 River Road-Santa Clara Neighborhood Planning
 Recommendation Letter – July 2023



Dear Mayor Vinis and Members of the City,

We, the members of the River Road Community Organization Board, are writing in support of the Draft River Road/Santa Clara Neighborhood Plan being submitted by the Eugene Planning staff, in conjunction with the Community Advisory Committee, and the River Road and Santa Clara community organizations.

For the past 6 years, our community and board members have engaged in this effort with enthusiasm and with the needs of our unique and fast-growing neighborhood in mind. The plan does not address all of the requirements outlined as part of the Envision Eugene initiative; however, we have heard from our community via a variety of vehicles and believe that the current draft should proceed through the adoption process, moving us forward from the refinement plan of 1986 that currently guides the development for our area. We are ready to partner with the City and County to move the draft plan forward and are willing to accept some of the shortcomings of the document in order to proceed.

While the new plan will define much of the direction for the neighborhood, we have identified three core areas of opportunity that were eliminated from the plan. As these three areas of opportunity are core to the desires of our community, we are committed as a board to continue to advocate for resolution of these issues to meet the needs of River Road residents. These are:

1. **No Parking Resolution for County Streets:** Lane County controls 76% of River Road Local Streets (58% of Santa Clara) and they have negligible capacity to enforce on-street parking standards. The reduction in on-site parking requirements through the middle housing code amendments and other State standards means that our experience with parking overflow near ECCO housing will just become more intense. Many of the County Local streets in our neighborhoods aren't developed to urban standards and have limited capacity to accommodate the overflow parking almost certain to occur with new properties lacking minimum on-site parking requirements. Without some way to regulate on-street parking on a significant majority of our streets, further densification will lead to more unsafe streets in our neighborhoods. One potential resolution would be for the City Manager to include deliberation on how to address the issue as part of the Climate Friendly and Equitable Community Parking Reform process.
2. **Potential Loss of Commercial Properties:** When we asked our neighbors to set goals for the Neighborhood Plan, they placed strong emphasis on having more commercial opportunities, especially restaurants, gathering spots & groceries. They also called for 20 Minute Neighborhoods-- businesses they could easily walk or bike to. However, the staff decision to eliminate the proposed Corridor Mixed Use zone leaves the majority of our current Commercial properties in the C-2 Community Commercial Zone. This zone allows 100% of the properties in the zone to be residential with no commercial at all. The eliminated Corridor Mixed Use zone would have required commercial use on the ground floor.

The economic study included in Sera Architect's River Road Corridor Study showed that economic demand for housing is high and commercial use is low. Without regulation requiring it or some kind of incentive to encourage it, the commercial facilities we currently have may well be replaced

River Road Community Organization
River Road-Santa Clara Neighborhood Planning
Recommendation Letter – July 2023



by multifamily housing that ironically will create an even greater need for the commercial properties they replace. We encourage the City to conduct a feasibility study to determine how to encourage more commercial services in the River Road/Santa Clara area.

3. **Need for Neighborhood Specific Regulations for the River Road Corridor:** We continue to believe that we need neighborhood-specific regulations to guide the development of the River Road corridor. We appreciate the C2 code changes proposed instead of a special area zone but recommend that you reconsider a one-size-fits-all ordinance for all seven corridors, as proposed to be enacted in 2026.

We wish to recognize the efforts of the Eugene Planning staff, the RRCO and SCCO boards, the Community Advisory Committee, and all of the members of our joint communities who have engaged with us over these past 6 years to reach this milestone. It is our hope that we will continue to collaborate over the coming years as we work to implement the Action Plan and resolve our parking, commercial, and corridor issues.

With kindest regards,

River Road Community Organization Board Members

Santa Clara Community Organization
River Road-Santa Clara Neighborhood Planning
Recommendation Letter – July 2023



Santa Clara Community Organization (SCCO) voted unanimously to recommend approval of the neighborhood plan, the action plan the code amendments, and staff suggested additions as well as these edits in bold:

Policy 5.2 Transit: Support affordable **PUBLIC TRANSIT ALONG RIVER ROAD FROM THE URBAN GROWTH BOUNDARY** to the rest of Eugene in collaboration with Lane Transit District.

Policy 7.4.1. Identify natural areas on public land and collaborate with public agencies to manage with ecological values in mind. **PRIORITIZE THE USE OF NATIVE PLANTS WHERE APPROPRIATE.**

Under Policy 6.3 consider adding an action related to sound mitigation for residential areas abutting highways.

Have staff review comments from Eliza Kashinsky about possible perils of tying code changes to neighborhood boundaries instead of specific locations.



Memorandum

Date: January 23, 2024

To: Eugene Mayor and City Council

From: Eugene Planning Commission

Subject: Planning Commission Recommendation for the River Road-Santa Clara Neighborhood Plan

On December 5, 2023, the Eugene Planning Commission passed two motions recommending City Council adoption of the proposed River Road-Santa Clara Neighborhood Plan, Metro Plan Amendments, and Neighborhood-Specific Code Amendments. This memo is intended to provide additional context and insight into the Commission's evaluation and recommendation of the adoption package, which puts in place a new Neighborhood Plan with vision statements, goals, and policies to guide the next 20 years of development in a part of the community home to more than 32,000 people.

From the beginning of the planning process, five topic areas were identified to organize the plan: Economic Development, Land Use, Transportation, Parks and Natural Resources, and Community. Each of these topic areas outlines a vision statement, goals and policies that tailor the City's overall vision to the characteristics of the River Road and Santa Clara communities. Over the course of the six phases of the neighborhood plan, a foundation of community support was built and suggestions for improving the plan were continually added. Beginning around 2019 however, numerous factors affected the trajectory of the work and shifted the nature of attainable plan outcomes. These factors include the Covid-19 pandemic, state legislation on middle housing, climate friendly and equitable communities, and housing production, staff turnover and budget constraints. Given these factors, the project staff team proposed a shift in approach to land the project in late 2022.

The Neighborhood Plan itself, developed with five years of input, technical advisory committee work, and multiple rounds of vetting and refinement, remains a strongly supported product of the planning process. The Community Advisory Committee, River Road and Santa Clara Community Organizations, and Eugene and Lane County Planning Commissions all voted to support adoption of the Neighborhood Plan. As the City of Eugene's Citizen Involvement Committee, we applaud the engagement efforts of the neighborhood planning process and the thousands of volunteer hours it took to get to this point. Our motion to recommend approval of the Neighborhood Plan and associated Metro Plan Amendments was unanimous.

The Commission also considered repealing the 1987 River Road Santa Clara Urban Facilities Plan and replacing it with the new Neighborhood Plan. Based on testimony and staff analysis of the purpose and effect of the two plans, the Commission decided to keep the 1987 Plan in place along side the new Neighborhood Plan. The two

plans serve different functions and do not appear to conflict. A statement was added to the Neighborhood Plan that should the two plans be found to conflict, the new Neighborhood Plan controls.

The second part of our deliberations was focused on the Neighborhood-Specific Code Amendments. Instead of the originally envisioned Special Area Zone, the code amendments bring forward a limited set of changes that reflect the highest priority pieces of the draft Special Area Zone: reducing building height in the C-2 Community Commercial zone from 120 to 65 feet; prohibiting the establishment of certain new auto-oriented land uses in the C-2 zone; and adding building design standards in the C-2 zone to improve the pedestrian experience in the corridor. The proposed code also allows for the small-scale display and sale of agricultural products grown offsite in the R-1 Low Density Residential zone.

The Commission had lengthy conversations and delved deep into several issues while deliberating on the proposed C-2 and R-1 land use code changes. On the one hand, these amendments carry forward important aspects of the input gathered at design workshops and community events over the life of the project. Pedestrian scale buildings and a shift to fewer auto-oriented land uses and toward more neighborhood serving retail uses were repeatedly expressed as high community priorities.

On the other hand, Commissioners discussed the worsening housing crisis, and shift toward citywide implementation tools as reasons not to support the neighborhood-specific C-2 code amendments. In response to concerns from property owners and businesses about the code amendments limiting auto-oriented uses, especially from existing businesses along River Avenue, the Commission recommended carving that area out of the code amendments that would limit certain uses. The carve-out was suggested by staff as a way to recognize the industrial-commercial nature of the River Avenue area, while still shifting the character of the River Road corridor and other C-2 zoned areas toward more walkable mixed use development. Ultimately the Commission voted 4-3 to recommend the C-2 and R-1 code amendments to City Council.

It is our honor to provide such a meaningful service to our community and it is our hope that our commitment to the Neighborhood Plan goals along with the City's overall goals, and diligent approach to our review, show in the Plan and Code amendments we formally recommend you approve. We trust that the new Neighborhood Plan and proposed code amendments will serve the City well and will be integrated into citywide planning work that is set to launch early in 2024.