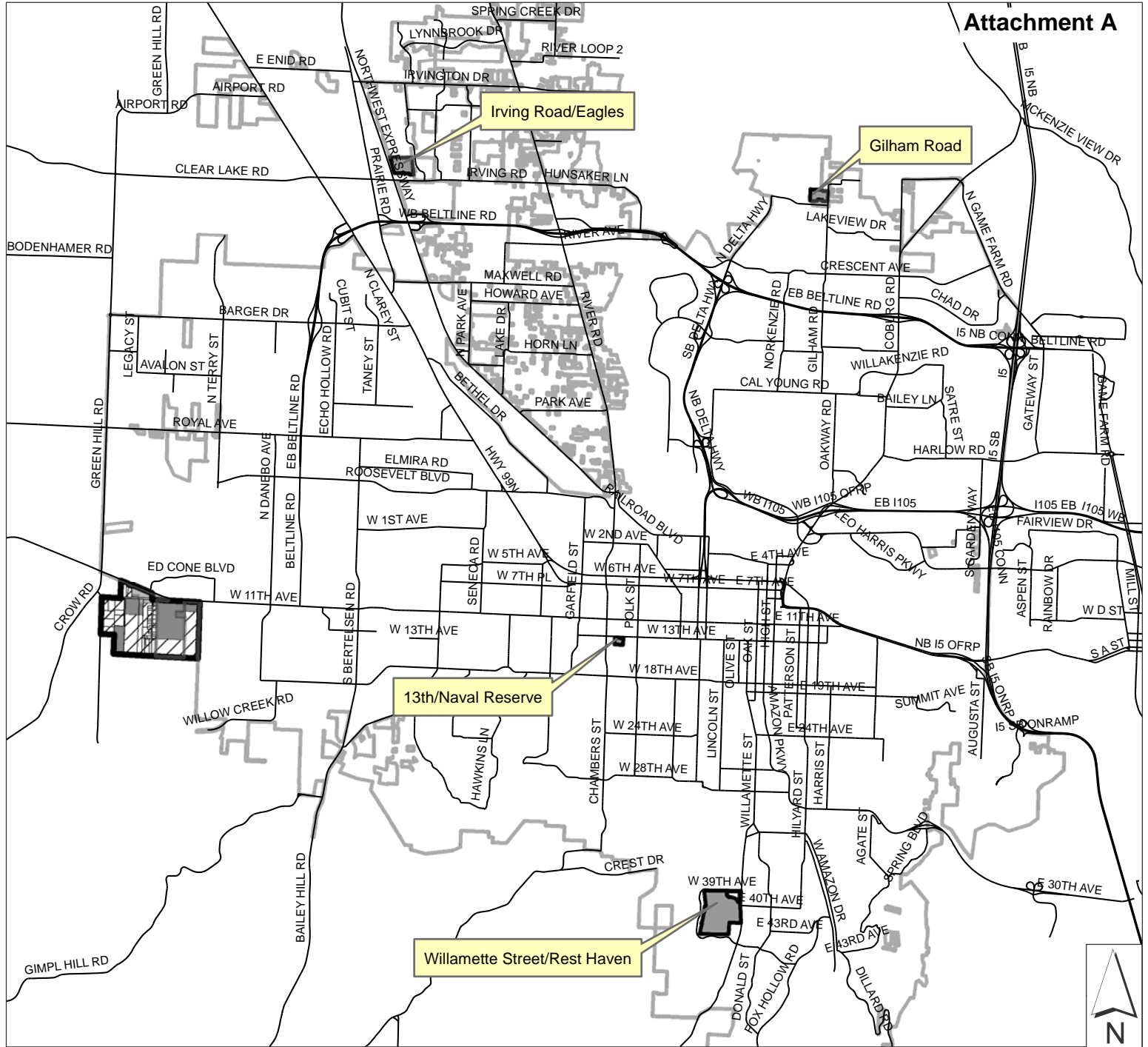


# Envision Eugene: Residential Redesignation Sites (File No. MA 13-2, RA 13-1, Z 13-7, CA 13-5)



Attachment A



## Proposed Metro Plan and Refinement Plan Designations / Zoning

Note: In some cases the plan designation or zoning will not change. Overlay zones are not shown and remain unchanged.

	Current		Proposed	
	Metro Plan	Zoning	Metro Plan	Zoning
<b>Gilham Road</b>	MDR	R-2/C-1	LDR	R-1
<b>13th/Naval Reserve</b>	G & E	PL	MDR	R-2
<b>Irving Rd./Eagles</b>	POS	R-1	LDR	R-1
<b>Willamette St./Rest-Haven</b>	POS	R-1/PL	LDR	R-1
<b>Crow Study Area</b>	MDR	R-1		

	Commercial/R-1 Low Density Residential
	Medium Density Residential/R-2 Medium Density Residential
	Low Density Residential/R-1 Low Density Residential

Metro Plan and Zoning Designations Key	
<b>Plan Designations</b>	
COM	Commercial
G & E	Government and Education
LDR	Low Density Residential
MDR	Medium Density Residential
POS	Parks and Open Space
<b>Zoning</b>	
C-1	Neighborhood Commercial
PL	Public Land
R-1	Low Density Residential
R-2	Medium Density Residential

## SUMMARY OF RESIDENTIAL RE-DESIGNATION PROPOSAL

The March 2012 Envision Eugene Recommendation identified a deficit of land in Eugene's current UGB for Low Density Residential (LDR) dwellings over the next 20 years. The City can accommodate more low density housing inside the UGB by adopting land use efficiency measures that accommodate more housing. One of the main efficiency measures for housing is re-designation, or changing the planned future use of land from one category to another. Re-designation/rezoning of the following sites is part of a package of Envision Eugene strategies to reduce UGB expansion for low density residential uses. The package of residential re-designation sites accommodates the following:

- approximately 733 low density residential homes (typically single-family housing)
- approximately 35 medium density residential homes (typically multi-family housing)
- approximately 10 commercial acres

In addition to the proposed Metro Plan land use designation changes, some of the proposed re-designations also necessitate corresponding changes to the applicable refinement plan diagram and text, refinement plan text in the Eugene land use code, and/or zoning as shown in the following table and in Attachment A.

Location and size in acres (approx. acres)	Current		Change in acres	Proposed	
	Metro Plan & refinement Plan	Zoning		Metro Plan & refinement Plan	Zoning
<b>Crow Rd Study Area** 1 2</b> 52 tax lots south of West 11 <sup>th</sup> Ave., west of Lane Memorial cemetery, east of Greenhill Rd, north of the UGB 277 ac study area	MDR	R-1	174.1 ac	LDR	<i>R-1 (no change)</i>
		R-1	92.8 ac	<i>MDR (no change)</i>	R-2
		R-1	10.3 ac	COM	<i>R-1 (no change)</i>
<b>Gilham Rd**</b> 1703083208600 9.6 ac	MDR	R-2 (8.6 ac)	9.6 ac	LDR	R-1
C-1 (1.5 ac)					
<b>13<sup>th</sup>/Naval Reserve*</b> 1704364210400 3 ac	G&E	PL	3 ac	MDR	R-2
<b>Irving Rd./Eagles*1</b> 1704104203500 (about 7 ac for church, 8 ac for new housing, 2 ac for new park) 16.9 ac	POS	R-1	16.9 ac	LDR	<i>R-1 (no change)</i>
<b>Willamette St/ Rest-Haven</b> 1803180000300 1803074302100 (about 29.5 ac for cemetery, 45 ac for new housing) 74.5 ac	POS	R-1 (47 ac)	74.5 ac	LDR	R-1
PL (28 ac)					

\*Includes an automatic refinement plan land use diagram amendment

\*\* Includes corresponding refinement plan land use diagram, subarea land use diagram and text amendments

<sup>1</sup> Includes Metro Plan amendments requiring Lane County approval for property that is located inside the UGB but outside city limits.

<sup>2</sup> Includes corresponding amendments to the refinement plan policies that are in the Chapter 9 Land Use code.

**Allowed housing density by Metro Plan land use designation and by zone:**

Metro Plan Designation	Allowed density	Zoning	Allowed density
Low Density Residential (LDR)	up to 10 units	R-1 Low Density Residential	up to 14 units
Medium Density Residential (MDR)	over 10-20 units	R-2 Medium Density Residential	10-28 units
Commercial (COM)	no minimum or maximum	C-1 Neighborhood Commercial	no minimum or maximum
		C-2 Community Commercial	no minimum or maximum
Government & Education (G&E)	no minimum or maximum	PL Public Land	no minimum or maximum
Parks & Open Space (POS)	no minimum or maximum		

The following summarize the proposed Residential Re-designation package of amendments and the land use efficiencies that would be achieved if approved:

<b>Medium Density Residential (MDR) to Low Density Residential (LDR)</b>
<p>The March 2012 draft estimates and the newly updated estimates identify a surplus of Medium Density Residential (MDR) land for the next 20 years. This surplus is one reason the city proposes to re-designate some MDR land to LDR. Re-designation of MDR sites that may be more suitable for LDR helps to encourage the higher density housing types to redevelop downtown, along key transit corridors and in core commercial areas, and promotes compact development.</p> <p>This includes two areas that are currently designated Medium Density Residential but that are better suited for Low Density Residential given their development constraints or their distance to commercial services (grocery, retail, restaurants) and transit.</p> <p><b>1. Crow Road Study Area</b></p> <ul style="list-style-type: none"> <li>• Re-designates much of the study area to Low Density Residential and adds a Commercial designation adjacent to existing commercial uses and planned Medium Density Residential.</li> <li>• Rezones any area remaining as Medium Density Residential designation to a corresponding R-2 zone.</li> <li>• Re-designates approximately 10 acres of Medium Density Residential to Commercial, which helps provide for daily needs near planned housing and helps address deficits projected for commercial land. The areas proposed for re-designation to Commercial will retain their R-1 zone at this time, so that their single-family and agricultural related uses can continue without having to comply with commercial zoning standards.</li> </ul>

- Amends the Willow Creek Special Area Study (WCSAS) text and land use diagram, as well as the WCSAS policies adopted in the Chapter 9 Land Use Code.
- Capacity of proposal based on city-wide density averages<sup>1</sup>:
  - Adds 561 LDR dwellings
  - Loses 1,730 MDR dwellings (capacity for 806 MDR dwellings remains)
  - Adds 10 acres of Commercial

## **2. Gilham Road**

- Re-designates the entire site to Low Density Residential with a corresponding rezone to R-1.
- Amends the Willakenzie Area Plan text, the land use diagram and the Unincorporated Subarea diagram.
- Capacity of proposal based on city-wide density averages:
  - Adds 38 LDR dwellings
  - Loses 103 MDR dwellings

## **Parks & Open Space (POS) to Low Density Residential (LDR)**

This includes two sites. In recent years, some private property owners that own Parks & Open Space designated land have indicated that they don't need all of their land for POS type uses (e.g. cemeteries, golf courses). In the city's land supply analysis, no future housing capacity is assigned to POS land because (with some exceptions) housing is not permitted on POS land. Since the March 2012 Envision Eugene draft recommendation was released, staff has studied larger privately owned POS sites and found two additional sites where the property owner has indicated they would like to use a portion of their site for housing. A designation of LDR would enable different types of low density housing allowed by the city's R-1 zone to occur there in the future and would also allow the city to count that portion of the land towards the city's residential land supply, reducing the need for UGB expansion.

### **1. Irving Road/Eagles (former Eagles Lodge)**

- Re-designates the entire site to Low Density Residential (consistent with the existing zone of R-1).
- City Parks and Open Space Division staff is in discussions with the property owner to purchase approximately 2 acres for park land, and parks are permitted in the Low Density Residential plan designation. The property owner anticipates retaining approximately 7 acres for use as a church. Therefore, 8 acres is assumed to accommodate housing in the future.
- Automatically amends the River Road-Santa Clara Facilities Plan land use diagram and Northwest Expressway subarea diagram.

<sup>1</sup> For the purposes of UGB planning, the capacity or amount of homes that a property is assumed to hold potential for is based on the average density of development from 2001-2012, city-wide. This estimate is not intended to project how many homes may be built on the property or the allowed minimum/maximum number of homes under the property's zoning.

- Capacity of proposal based on city-wide density averages:
  - Adds 32 LDR dwellings
  - No capacity lost because capacity is not allocated to POS land

**2. Willamette Street/Rest-Haven**

- Re-designates the entire site to Low Density Residential and rezones to R-1 the portion of the site that is zoned PL Public Land.
- Of the 74.5 acres, the property owner has indicated that about 29 acres of the site is needed for existing or future cemetery uses. The owner has a conditional use permit for the cemetery. Therefore, about 45 acres is assumed to accommodate housing in the future.
- Capacity of proposal based on city-wide density averages:
  - Adds 102 LDR dwellings
  - No capacity lost because capacity is not allocated to POS land

**Government & Education (G&E) to Medium Density Residential (MDR)**

This includes one site that is currently designated Government & Education but that is better suited for Medium Density Residential.

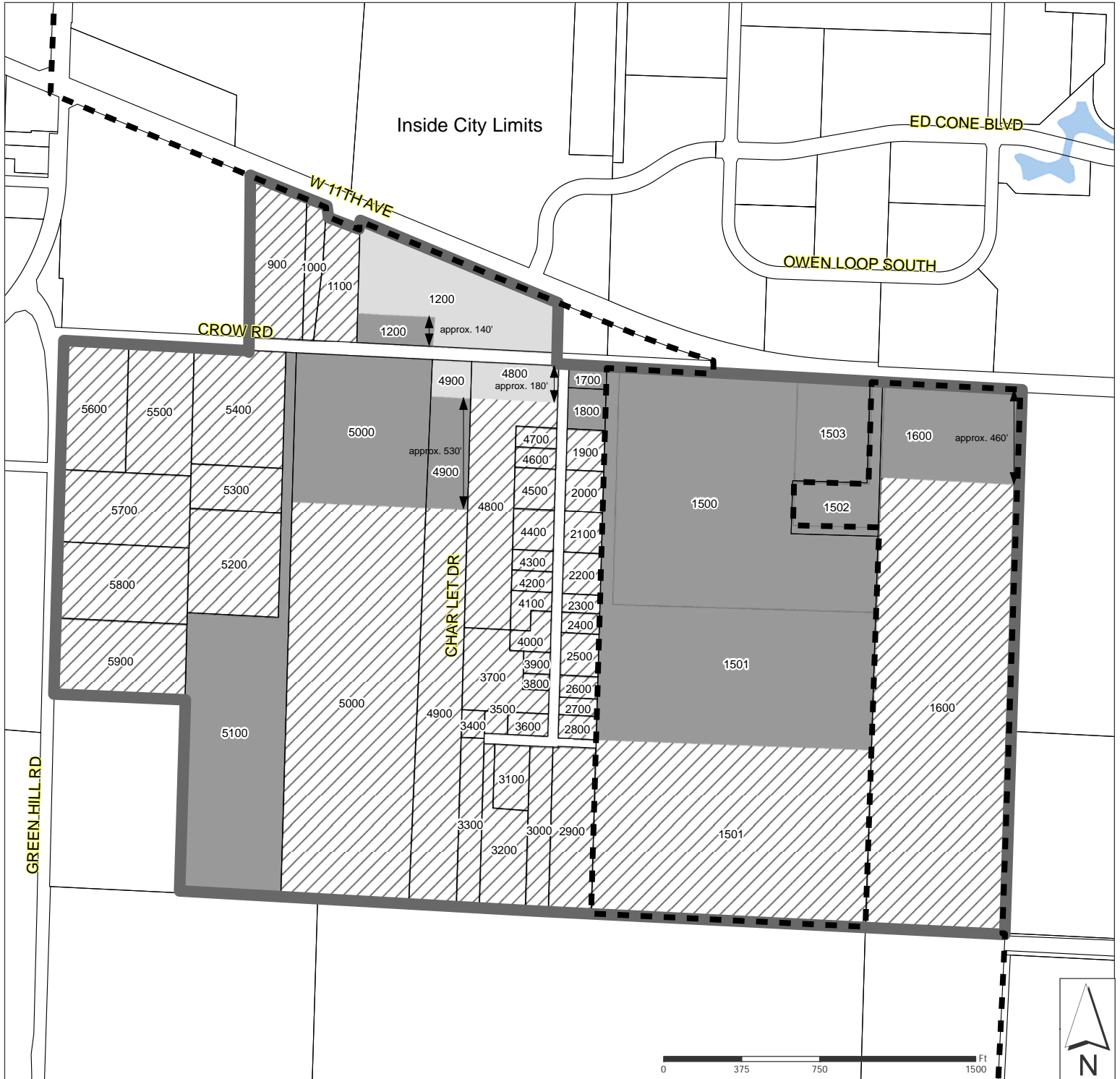
**1. 13<sup>th</sup> Avenue/former Naval Reserve**

- Re-designates the entire 3 acre site to Medium Density Residential and a rezone to a corresponding R-2.
- Re-designation of this city-owned site is a necessary step for the intended future use of the site as an affordable housing development as part of the city’s Land Acquisition Program for Affordable Housing. The Land Acquisition Program includes several opportunities for community and neighborhood involvement. Additionally, feedback on the affordable housing proposals can be given to the Housing Policy Board (who provides a recommendation to the City Council on the development applications) and to the City Council.
- Automatically amends the Jefferson/Far West Refinement Plan land use diagram.
- Capacity of proposal based on city-wide density averages:
  - Adds 35 MDR dwellings
  - Loses about 3 acres of G&E (although no G&E land needed)

Attachment A: City-wide map of Residential Re-designation proposal

# Crow Road Study Area Envision Eugene: Residential Re-designation

## (File No. MA 13-2, RA 13-1, Z 13-7, CA 13-5)



### Proposed Metro Plan and Willow Creek Special Area Plan Designation / Zoning

Note: in some areas the plan designation or zoning is not changing

- Commercial / R-1 Low Density Residential - **no change to R-1 zoning**
- Medium Density Residential / R-2 Medium Density Residential - **no change to MDR designation**
- Low Density Residential / R-1 Low Density Residential - **no change to R-1 zoning**

City Limits

Study Area

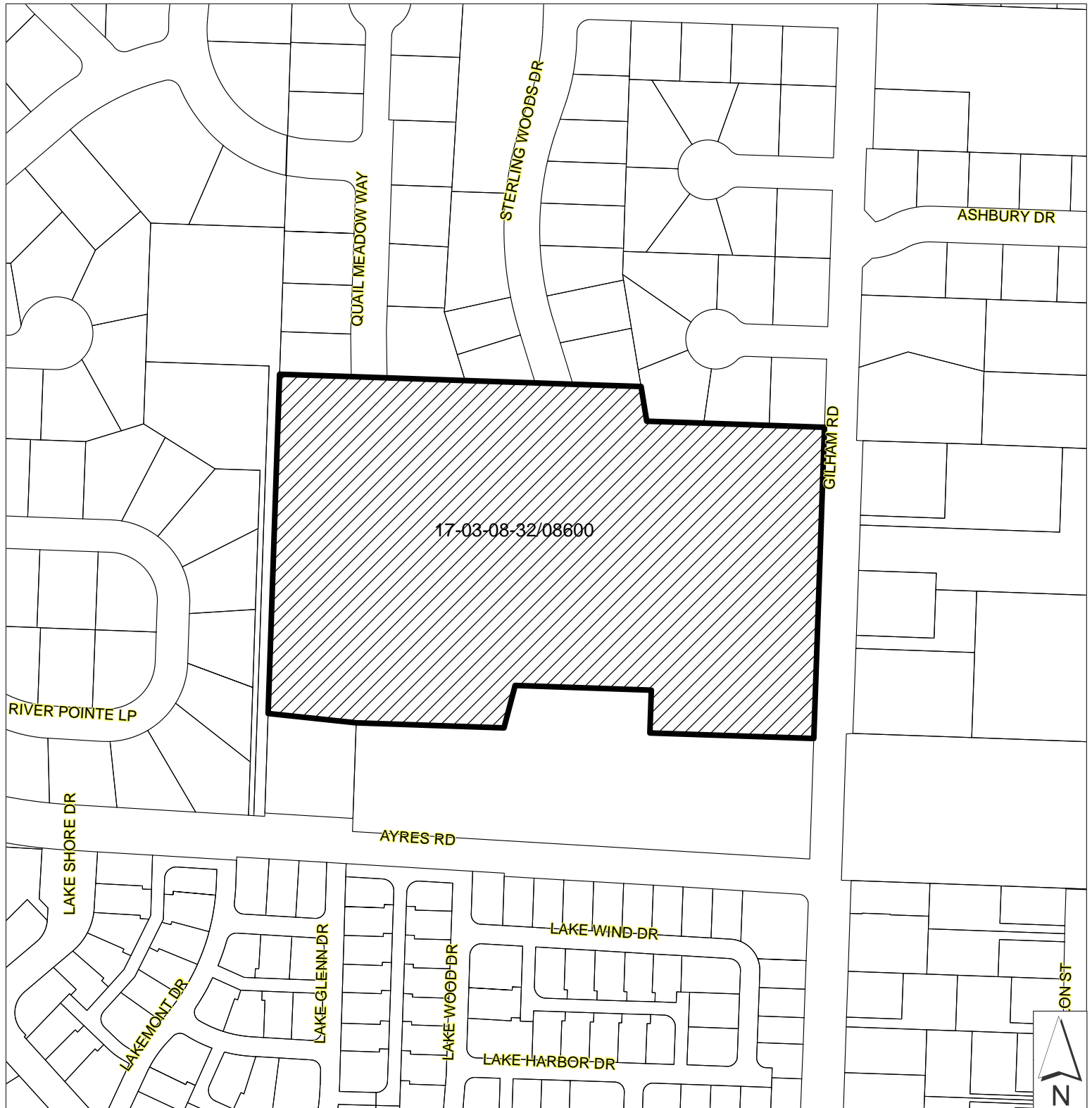
0000 Tax Lot number of Assessor's Map 17-04-32-00

Current Metro Plan designation is Medium Density Residential / current zoning is R-1 Low Density Residential


Note: Overlay zones are not shown and remain unchanged.




(File No. MA 13-2, RA 13-1, Z 13-7, CA 13-5)



**Proposed Metro Plan and Willakenzie Area Plan Designation / Zoning**

 Low Density Residential / R-1 Low Density Residential  
Current plan designation is Medium Density Residential / current zoning is R-2 Medium Density Residential and C-1 Neighborhood Commercial

Note: Overlay zones are not shown and remain unchanged.



 Study Area



# 13thSt./Naval Reserve Site Envision Eugene: Residential Re-designation (File No. MA 13-2, RA 13-1, Z 13-7, CA 13-5)



## Proposed Metro Plan and Jefferson-Far West Refinement Plan Designation / Zoning

-  Medium Density Residential / R-2 Medium Density Residential  
*Current plan designation is Government and Education / current zoning is PL Public Land*
-  Study Area






# Irving Road/Eagles Site Envision Eugene: Residential Re-designation



## (File No. MA 13-2, RA 13-1, Z 13-7, CA 13-5)



### Proposed Metro Plan and River Road-Santa Clara Urban Facilities Plan Designation / Zoning

**Note: in some areas the plan designation or zoning is not changing**

 Low Density Residential / R-1 Low Density Residential  
 Current plan designation is Parks and Open Space / no change to zoning  
 Note: Overlay zones are not shown and remain unchanged.

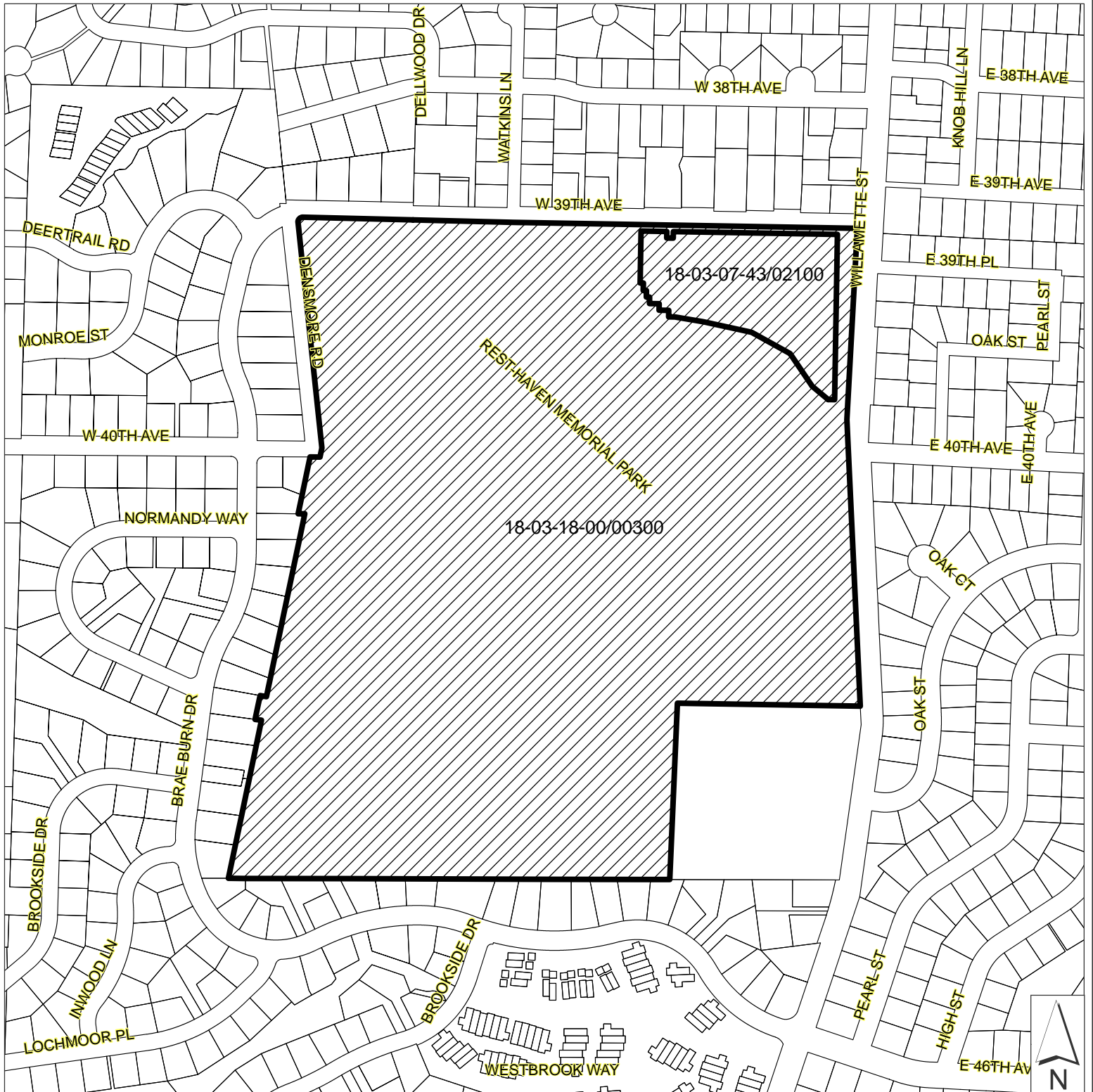
 Study Area  
 City Limits



# Willamette St./Rest-Haven Site


Envision Eugene: Residential Re-designation

## (File No. MA 13-2, RA 13-1, Z 13-7, CA 13-5)




### Proposed Metro Plan Designation / Zoning

**Note: in some areas the plan designation or zoning is not changing**

 Low Density Residential / R-1 Low Density Residential  
 Current plan designation is Parks and Open Space / current zoning is PL Public Land and R-1 Low Density Residential

Note: Overlay zones are not shown and remain unchanged.

 Study Area



**Summary of Planning Commission Recommendation  
Envision Eugene: Residential Re-designation Package  
December 3 and 16, 2013 and January 27, 2014**

Envision Eugene is the city's plan to establish a new Eugene-only urban growth boundary (UGB) to accommodate the next 20 years of growth. The City Council initiated land use re-designations to accommodate more of the 20 year housing need inside the current UGB. The Residential Re-designation package is comprised of five areas city wide (see attached map) and includes Metro Plan Diagram Amendments and corresponding refinement plan diagram/text amendments and zone changes where applicable for each area. The Eugene Planning Commission and the Lane County Planning Commission held a joint public hearing on the proposed Residential Re-designation package on November 19, 2013. The Commissions deliberated and voted on the Residential Re-designation sites as follows.

Location	Planning Commissions' Recommendation & Votes	
	Eugene	Lane County
<b>Crow Rd Study Area</b>	7-0 to approve the proposal, as modified for one property, and 6-0 to approve the proposed WCSAS code amendments as modified	6-0 to approve the proposal, as modified for one property
<b>Gilham Rd.</b>	6-0 to approve the proposal	n/a
<b>13<sup>th</sup>/Naval Reserve</b>	5-1 to approve the proposal	n/a
<b>Irving Rd./Eagles</b>	7-0 to approve the proposal	6-0 to approve the proposal
<b>Willamette St/ Rest-Haven</b>	3-3 to approve the proposal	n/a

A summary of Commissioners' comments during the deliberations is also included, by meeting date below.

December 3, 2013 & January 27, 2014<sup>1</sup>:

#### **Crow Road Study Area**

- On December 3, Eugene and Lane County Planning Commissions voted unanimously (7-0 and 6-0, respectively) to recommend approval of the proposal, as modified by public testimony for one property owner. The recommendation is to 1) re-designate 184.5 acres to Low Density Residential and 10.2 acres to Commercial, and leave 82.5 acres as Medium Density Residential; 2) rezone the 82.5 acres of Medium Density Residential designated land to a corresponding zone of R-2; and 3) provide corresponding land use diagram and text amendments to the Willow Creek Special Area Study (WCSAS).
  - Discussion notes:
    - The proposal designates medium density residential next to low density residential on adjacent properties which could result in future compatibility concerns. Consider transition standards between low and medium density uses in the future.
    - Based on the property owner's request, the proposal was changed to leave one 16 acre property designated as medium density residential and rezoned to R-2. However, it was noted that at least part of the parcel would be better suited for low density residential uses, and there was concern that the owner would not be able to change the designation

<sup>1</sup> The Crow Road Study Area was the only site discussed at this meeting. The meeting was with the Eugene Planning Commission only since the topic was which text amendments proposed to be added to the WCSAS should also be added to the Eugene Chapter 9 Land Use code.

to low density residential in the future because of state regulations requiring the buildable lands inventory to be balanced.

- On January 27, the Eugene Planning Commission discussed the proposal to add some of the proposed WCSAS text amendments to the WCSAS policies that are in the Chapter 9 Land Use code.
- The Eugene Planning Commission discussed whether to add a limitation on the amount the proposed plan designation acres can be adjusted in the future. They voted 4-2 to add that the plan designation acres can be adjusted up to 10% and they deliberated on the other proposed code amendments.
  - Discussion notes:
    - It is appropriate to allow some flexibility in the future for the location and acreage of the area's plan designations when development is actually proposed. The four voting in favor of adding a limitation felt that a clear and objective limitation was necessary to reduce subjectivity and that the limitation could be changed as part of the future code amendments anticipated for the area. The two voting against this limit felt specifying a specific percentage or amount was arbitrary without further vetting and that it is okay for policies to be discretionary.
    - It is necessary to clarify in the text amendments proposed for the WCSAS and for the WCSAS policies in the land use code that any future code amendments for this area will be completed in association with the neighborhood.
- The Eugene Planning Commission voted unanimously to recommend approval of the proposal, to add some of the proposed WCSAS text amendments to the Chapter 9 Land Use code and to amend the WCSAS text, as modified by the Commission.

#### **Irving Rd/Eagles**

- Eugene and Lane County Planning Commissions voted unanimously (7-0 and 6-0, respectively) to recommend approval of the proposal to re-designate the entire 16.9 acre site to Low Density Residential (consistent with the existing zone of R-1).

December 16, 2013:

#### **Gilham Rd**

- Eugene Planning Commission voted unanimously (6-0) to recommend approval of the proposal to re-designate the entire 9.6 acre site to Low Density Residential with a corresponding rezone to R-1 and corresponding land use diagram and text amendments to the Willakenzie Area Plan.

#### **Willamette St/Rest-Haven**

- Eugene Planning Commission discussed the proposal to re-designate the entire 74.5 ac site from Parks and Open Space to Low Density Residential, and rezone the 28 ac of the site zoned PL (public land) to R-1 (consistent with the existing zone of R-1 over the rest of the site). The Commission voted 3 to 3 to recommend approval of the proposal.
- The three in favor felt the site is a good site for housing and reduces the UGB expansion need consistent with Envision Eugene goals. Development issues including appropriate setbacks or buffers from existing single family development should be dealt with during a future land use process.
- The three Commissioners voting not to re-designate/rezone felt that adding a buffer area was necessary as part of the re-designation and rezoning process. They voted as follows regarding the different options for adding a buffer:
  - One vote for applying a buffer by keeping the intended buffer portion of the site designated Parks and Open Space.
  - Two votes for applying a buffer by adding a policy to the South Hills Study that prohibits development in the buffer area, as is required by condition of approval 17 and the approved site plans for conditional use permit CU 95-2.

- Two votes for addressing the buffer issues by adding a /PD Planned Unit Development Overlay Zone to the site.
- Discussion notes:
  - A buffer is warranted because the neighboring residents are expecting a buffer to be provided as approved in the existing conditional use permit (CU 95-2) and because existing planning tools may not sufficiently address these issues in the future.
  - The option to apply a buffer as a South Hills Study policy references the buffer established in the conditional use permit because it is already defined, it is what the neighbors are expecting, and it supports the previous conditional use permit review process.
  - Staff should identify for City Council which of the options for applying the buffer is the best mechanism and indicate whether any of the options are acceptable to the property owner.

### **13<sup>th</sup>/Naval Reserve**

- Eugene Planning Commission discussed the proposal to re-designate the entire 3 acre site from Government and Education to Medium Density Residential and rezone from PL public land to a corresponding R-2 zone, with opportunity for additional public input prior to deliberations.
- Eugene Planning Commission discussed whether to open the record to accept additional public input from a future public meeting or process. The Commission voted 2-4 on this issue, and then deliberated on whether to recommend re-designation and rezoning.
  - Discussion notes:
    - There have already been several opportunities for public comment, and no opposing testimony was received. There will be further opportunities at City Council and during the city's process for developing affordable housing.
    - The level of process proposed by Jefferson Westside Neighbors is not warranted for this 3 acre site given other opportunities for input.
    - Staff could hold an additional meeting with area residents prior to a City Council decision if Council determines it is warranted.
- Eugene Planning Commission voted 5-1 to recommend approval of the proposal to re-designate the entire 3 acre site from Government and Education to Medium Density Residential and rezone from PL public land to a corresponding zone of R-2.