

Lane County Planning Commission Memo



Memorandum Date: December 12, 2023
Meeting Date: December 19, 2023

TO: Lane County Planning Commission

DEPARTMENT: Public Works, Land Management Division, Planning Department

PRESENTED BY: Jared Bauder, Lane County
Terri Harding, City of Eugene

PROJECT NAME: River Road-Santa Clara Neighborhood Plan
(City Files MA 23-5 and CA 23-3 & County File 509-PA23-05532)

I. AGENDA ITEM SUMMARY

The Lane County Planning Commission is being asked to deliberate on the River Road-Sana Clara Neighborhood Plan and associated Metro Plan Amendments, and make a recommendation to the Board of County Commissioners. Attached to this memo are the current draft of the Neighborhood Plan, the Metro Plan Amendments, and the Metro Plan Amendment Findings that the LCPC is being asked to make a recommendation on.

At the December 5th, 2023 meeting of the Eugene Planning Commission, the decision was made to move the project forward with a unanimous recommendation for the Neighborhood Plan and the Metro Plan amendments, which are the project elements proposed for adoption by Lane County. The Eugene Planning Commission also recommended to move forward with the proposed amendments to the Eugene Code with the alterations made to the Code at their deliberations meetings on November 14th and December 5th, 2023. More specifically, they recommended a set of neighborhood-specific code amendments including prohibiting new auto-oriented uses in the C-2 Community Commercial zone, with a carve out on the north side of River Ave. to allow existing code provisions related to allowed uses to remain in place in this mixed industrial commercial area. The Eugene Planning Commission also recommended reducing the maximum building height to 65 feet (currently 120 ft.) and additional building design standards in the C-2 zone throughout the neighborhoods.

One item to note is that originally repealing the River Road-Santa Clara Urban Facilities Plan (1987) was a part of the adoption package, but after public testimony received and the resulting direction from the Eugene Planning Commission, staff updated the adoption package and materials to reflect not repealing the Urban Facilities Plan. That change is reflected in the attached adoption package materials. Once adopted, the new Neighborhood Plan and Urban Facilities Plan will both be in effect.

III. ACTION:

A. Options for Action

Option 1: Move to recommend the proposed Neighborhood Plan and Metro Plan Amendments as presented.

Option 2: Move to recommend the proposed Neighborhood Plan and Metro Plan Amendments, with the changes made by the Lane County Planning Commission during the December 19th, 2023 meeting.

Option 3: Move to NOT recommend the proposed Neighborhood Plan and Metro Plan Amendments.

B. Recommendation

Staff recommends Option 1 above. The County has been working with the City and the neighborhoods for a number of years on the proposed Neighborhood Plan, which will help provide policy direction for County and City decisionmakers as they consider future legislative decisions. Additionally, Options 2 & 3 would result in discrepant City and County recommendations.

C. Follow Up

If the Planning Commission chooses Option 1 listed above, staff will proceed by scheduling a work session and public hearing with the Board of County Commissioners, ultimately followed by BCC deliberations.

ATTACHMENTS:

City of Eugene Agenda Item Summary

A. Summary of Adoption Package components (12.01.2023)

B. River Road Santa Clara Neighborhood Plan (12.01.2023)

C. Metro Plan Amendments (12.01.2023)

Exhibit A: Metro Plan Findings (12.01.2023)

AGENDA ITEM SUMMARY

December 19, 2023

To: Lane County Planning Commission

From: Terri Harding, Principal Planner & Project Manager
Elena Domingo, Associate Planner

Subject: Deliberations: River Road-Santa Clara Neighborhood Plan and Metro Plan Amendments and River Road-Santa Clara Neighborhood-Specific Code Amendments (City Files MA 23-5 and CA 23-3 & County File 509-PA23-05532)

ACTION REQUESTED

At this work session, Lane County Planning Commission will deliberate on the proposed River Road-Santa Clara Neighborhood Plan adoption package. Staff will present materials that reflect the Eugene Planning Commission's recommendation completed at their December 5, 2023 meeting. Lane County Planning Commission may finish deliberations and form a recommendation to the Board of County Commissioners at this meeting.

BACKGROUND

The City of Eugene and Lane County have been working with the River Road Community Organization (RRCO) and Santa Clara Community Organization (SCCO) since 2017 to create a new Neighborhood Plan. After thorough community outreach, goal and policy development, analysis, coordination, review cycles, and legal review, an adoption package has been assembled and is proceeding through the public hearing process. The adoption package consists of amendments to the Eugene-Springfield Metropolitan Area General Plan (Metro Plan) to adopt a new River Road-Santa Clara Neighborhood Plan and remove Chapter II Section F from the Metro Plan. For Eugene, the adoption package also includes amendments to the Eugene Code that would establish River Road and Santa Clara neighborhood-specific code standards.

Previously, the proposed adoption package included repealing the 1987 River Road-Santa Clara Urban Facilities Plan. However, public testimony from multiple parties proposed keeping the 1987 Plan in place alongside the new Neighborhood Plan, and the Eugene Planning Commission directed staff to revise the adoption package accordingly. A current summary of the revised adoption package components is provided in **Attachment A**.

The October 17, 2023 [public hearing packet](#) includes a detailed summary of the proposed adoption package components, project background, and other materials. The Planning Commission record was originally held open for two weeks, through October 31, 2023 to allow additional testimony, which has been provided to both Commissions. At the November 14, 2023 meeting, the Eugene Planning Commission reopened the record until November 28, 2023

at 9 pm. The Lane County Planning Commission also voted to reopen the Planning Commission record to accept materials received through November 28, 2023 at 9 pm. All written testimony submitted through this revised close of the Planning Commission record has been submitted to both Commissions and can also be found on the City's [land use application website](#).

The Eugene Planning Commission deliberated at their [November 14th](#) and [December 5th](#) meetings. They unanimously recommended the Neighborhood Plan and Metro Plan Amendments to City Council. They also recommended the proposed Code Amendments, as amended during their discussions.

Repeal of 1987 River Road Santa Clara Urban Facilities Plan

Originally, the proposed adoption package included repealing the 1987 Urban Facilities Plan at the same time as the new Neighborhood Plan was adopted. Based on a variety of testimony submitted on this issue, along with analysis of the relationship between the two plans, staff agreed that the 1987 Plan could remain in place alongside the new Neighborhood Plan, as the two plans serve different functions.

However, in the event of any inconsistencies, staff have included a statement in the new Neighborhood Plan clarifying the purpose of the new plan and the relationship between the 1987 and 2023 plans. The straw poll for this issue resulted in all Eugene Commissioners supporting keeping the 1987 Plan in place. Therefore, **Attachment A** Summary of Adoption Package Components and **Attachment B** River Road Santa Clara Neighborhood Plan have been updated to reflect keeping the 1987 Plan in place and to include the statement recommended above. The Metro Plan Amendments and Findings in **Attachment C** were revised accordingly.

PROCEDURAL SUMMARY

The proposed Metro Plan Amendments are subject to Type II Metro Plan Amendment procedures (EC 9.7700 through 9.7750) and the approval criteria in EC 9.8190. The proposed Land Use Code Amendments are subject to Type V application (legislative) procedures ([EC 9.7500](#) through [EC 9.7560](#)), as well as the approval criteria in [EC 9.8065](#).

Notice of the public hearing on this subject was provided consistent with the notice requirements for Type II Metro Plan Amendment procedures and Type V (legislative) land use application procedures, and all written testimony received through November 28, 2023 at 9:00pm has been provided to both Planning Commissions for consideration. All testimony submitted to the Planning Commissions, as well as testimony submitted after November 28 at 9:00pm, will be forwarded to the City Council and Board of County Commissioners for their consideration as part of their subsequent public hearing process.

As a courtesy, written testimony received by the City, along with a variety of additional information including prior meeting materials and recordings, can also be found on the City's [project website](#) which also includes a link to the [land use application site](#).

NEXT STEPS

The Lane County Planning Commission may choose to recommend the Neighborhood Plan and Metro Plan amendments as attached or make changes to them. Following the Planning

Commission's recommendation, the City Council will hold a joint public hearing with the Lane County Board of Commissioners in early 2024 and each body will hold work sessions as needed before taking final action.

ATTACHMENTS

- A. Summary of Adoption Package components (12.01.2023)
- B. River Road Santa Clara Neighborhood Plan (12.01.2023)
- C. Metro Plan Amendments (12.01.2023)
 - Exhibit A: Metro Plan Findings (12.01.2023)

FOR MORE INFORMATION

More information regarding the River Road Santa Clara Neighborhood Plan project can be found on the [project webpage](#) or by contacting staff directly:

Terri Harding, Principal Planner
Telephone: (541) 682-5635
Staff E-Mail: THarding@eugene-or.gov

Elena Domingo, Associate Planner
Telephone: (541) 682-5002
Staff E-Mail: EDomingo@eugene-or.gov

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

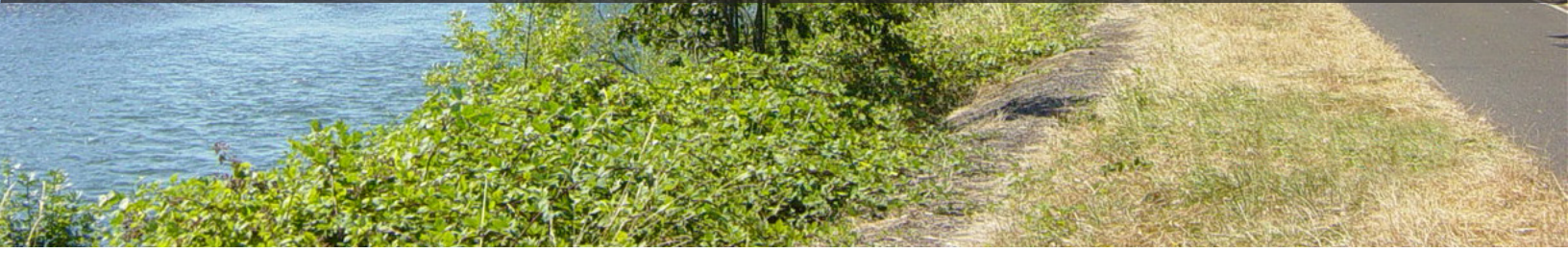
Land Use Code Amendments

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).

RIVER ROAD • SANTA CLARA

Neighborhood Plan



TOPIC AREAS

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



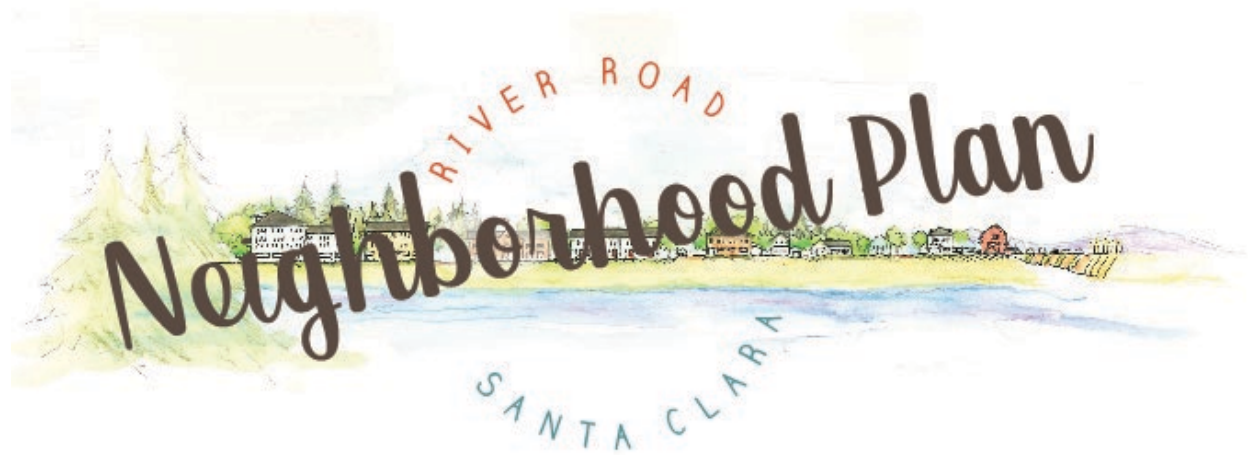


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Acknowledgements

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
Carl Below
Luke Callahan
Terah Cleveland
Rick Duncan
Cameron Ewing
Jerry Finigan
Beth Gerot
Louisa de Heer
Susan Kittleson

Mary Leontovich
Ed McMahon
Michele O’Leary
Kate Perle
Harry Sanger
Rebecca Sprinson
Ann Vaughn
Louie Vidmar
Hans Wittig

Working Group Members

Bruce Barney
Vickie Barnts
Beverly Barr
Todd Berger
Peter Bolander
Joe Castino
Betty Grant
Lisa Hudson
Kevin Jones
Hillary Kittleson
Hamid Madami
Cathy Martinit
Jacqueline McClure
Jerry Mohr
Nora Morgan
Jim Neu
Steve Norris
Brian Parmelee

George Price
Christina Prince
Meredith Prochot
Gaston Ramos
Carleen Reilly
Pat Reilly
Becky Riley
Joel Robe
Vicki Roessler
Christine Rush
Julie Schaum
Jolene Siemsen
Jan Spencer
Miaya Sustaita
Cat Tanzer
Alpha Wilson
Catherine Zukowski

River Road Community Organization Board Members

Jon Belcher
Charlsey Cartwright
Mysti Frost
Dan Isaacson
Susan Kittleson

Stefan Ostrach
Clare Strawn
Carly Sylva-Gabrielson
Jacque Wurster

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

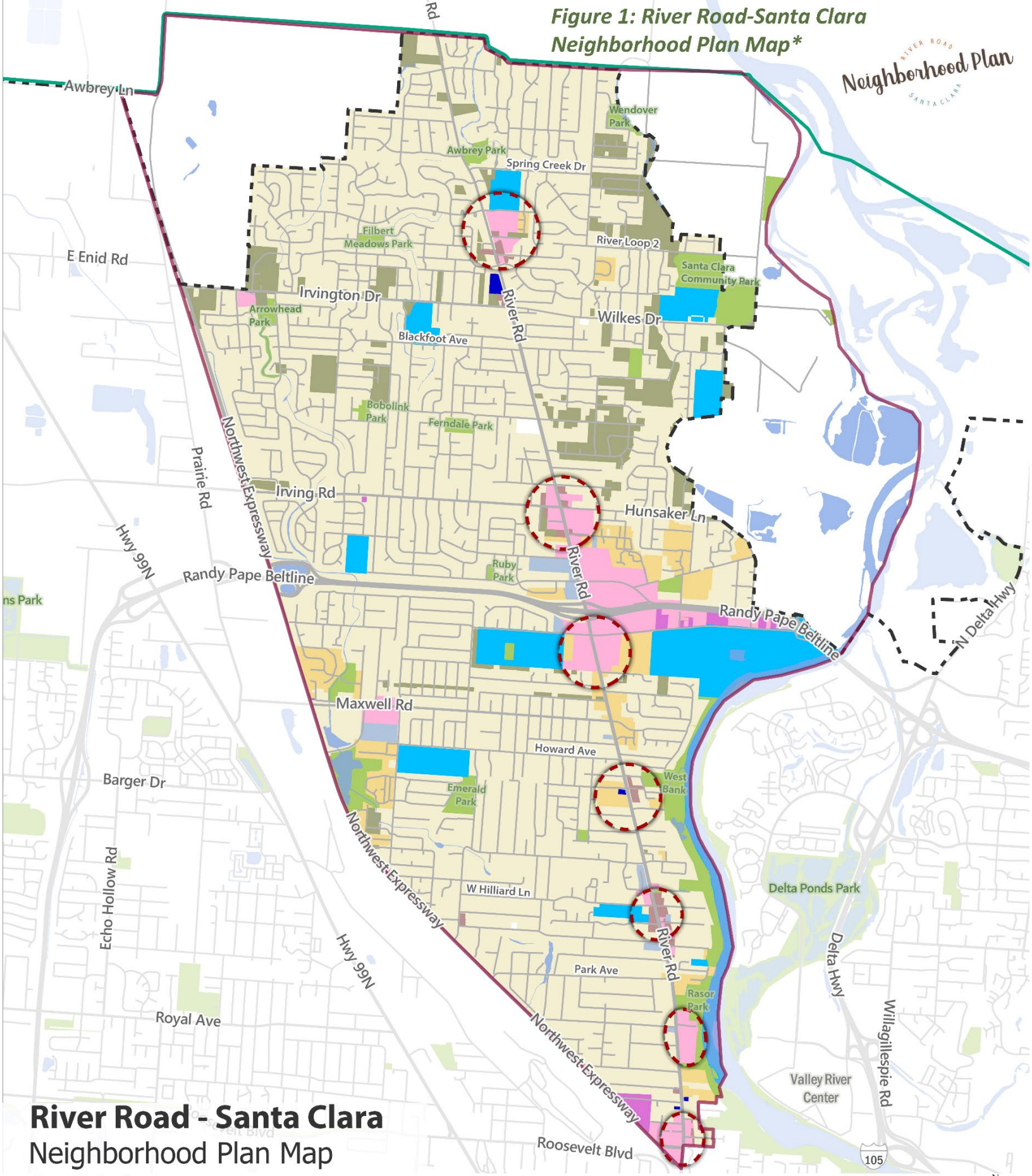
The River Road and Santa Clara neighborhoods are a patchwork of properties located in the City of Eugene (incorporated) and in Lane County (unincorporated). For over 30 years, land use and development within the River Road and Santa Clara communities have been governed solely by the River Road-Santa 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

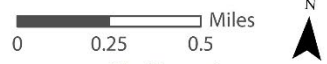


River Road - Santa Clara Neighborhood Plan Map

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.

- **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

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.

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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
- 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

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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.

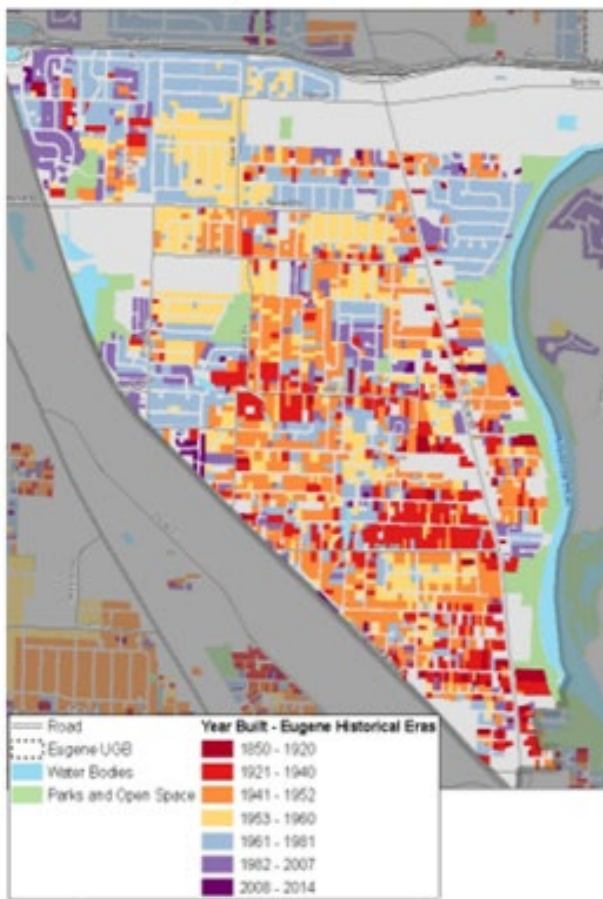
Though residential construction continuously increased throughout the early 1900s, the River Road and Santa Clara communities remained predominantly agricultural in character until post-World War II increases in Eugene's population spurred the siting and development of more subdivisions and homes within 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.

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.

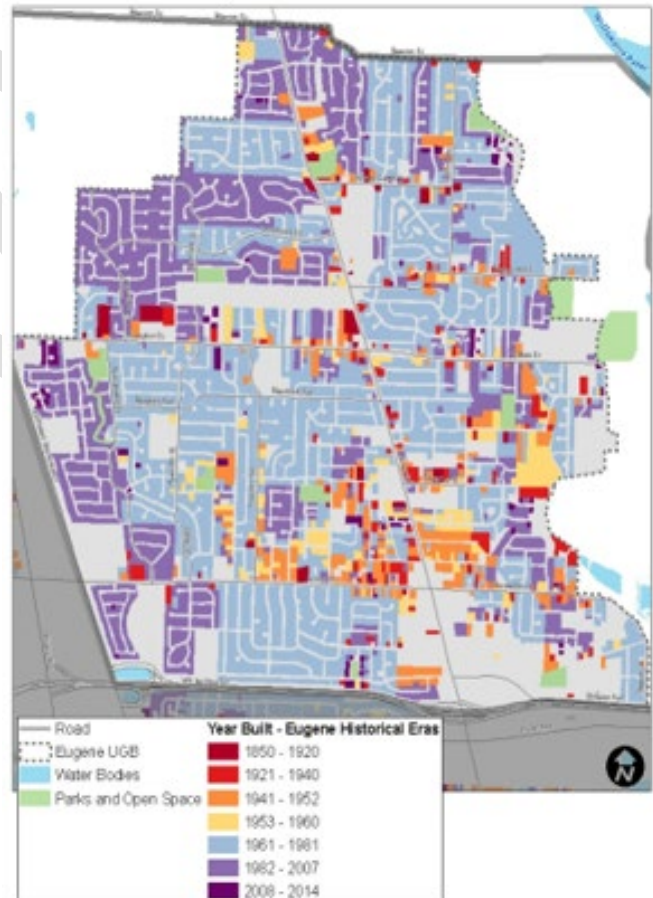
Post-World War II growth brought with it the development of educational and religious facilities. In 1945, River Road and Santa Clara school districts joined Eugene School District No. 4, and five schools were built in the River Road community. The area also experienced an increase in church construction 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 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.

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

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.

Placeholder to continue describing adoption process once complete.

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



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.

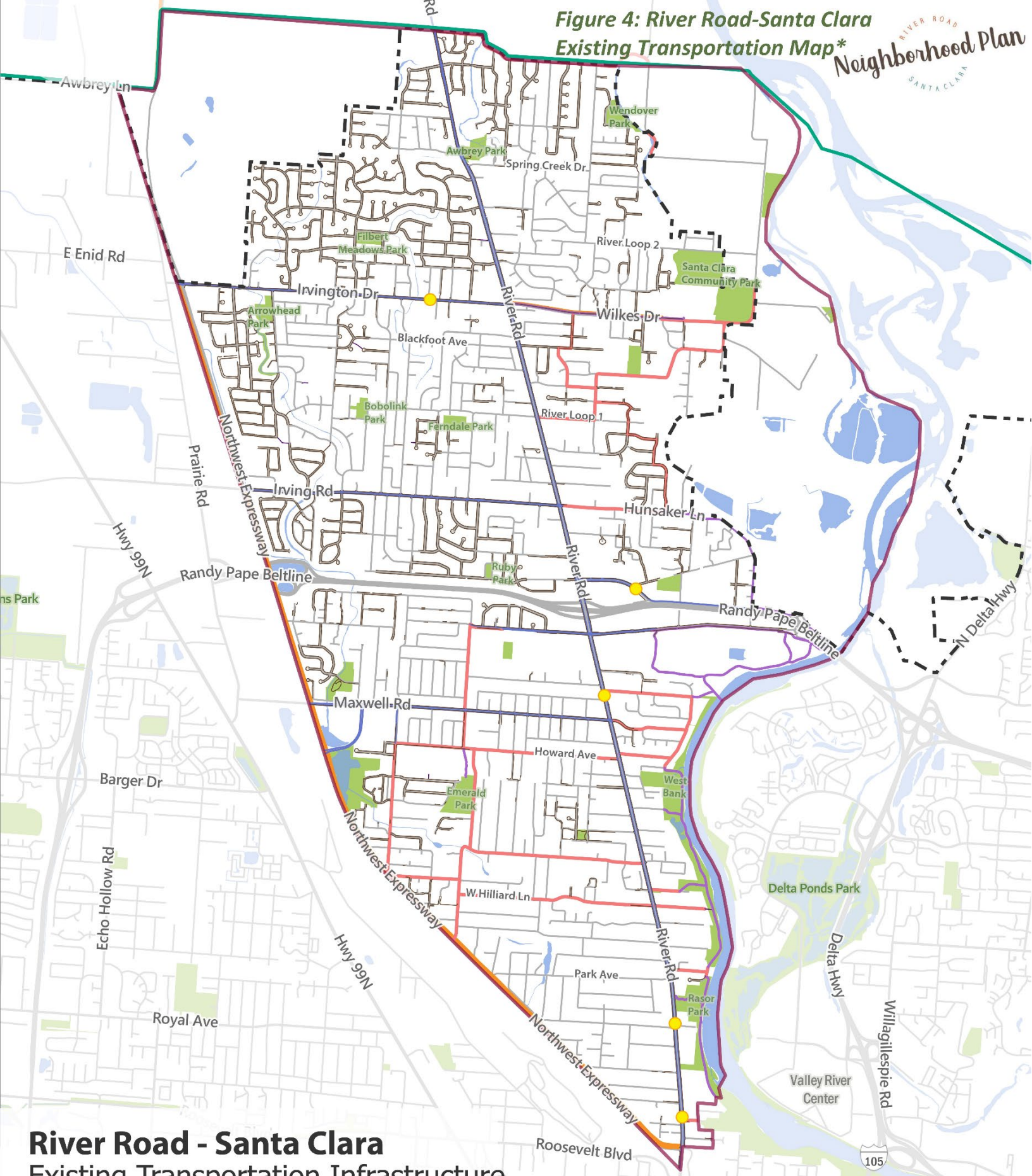
Transportation Maps

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.

DRAFT

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

Neighborhood Plan
RIVER ROAD
SANTA CLARA



River Road - Santa Clara Existing Transportation Infrastructure

- Sidewalks
- Bike Routes
- Bike Lanes
- Paved Shoulder
- Shared Use Path; Accessway
- Rectangular Rapid-Flashing Beacon Crosswalk
- Parks and Open Space
- Eugene Urban Growth Boundary
- River Road - Santa Clara Neighborhood Plan Area
- Metro Plan Boundary
- Rivers and Waterways

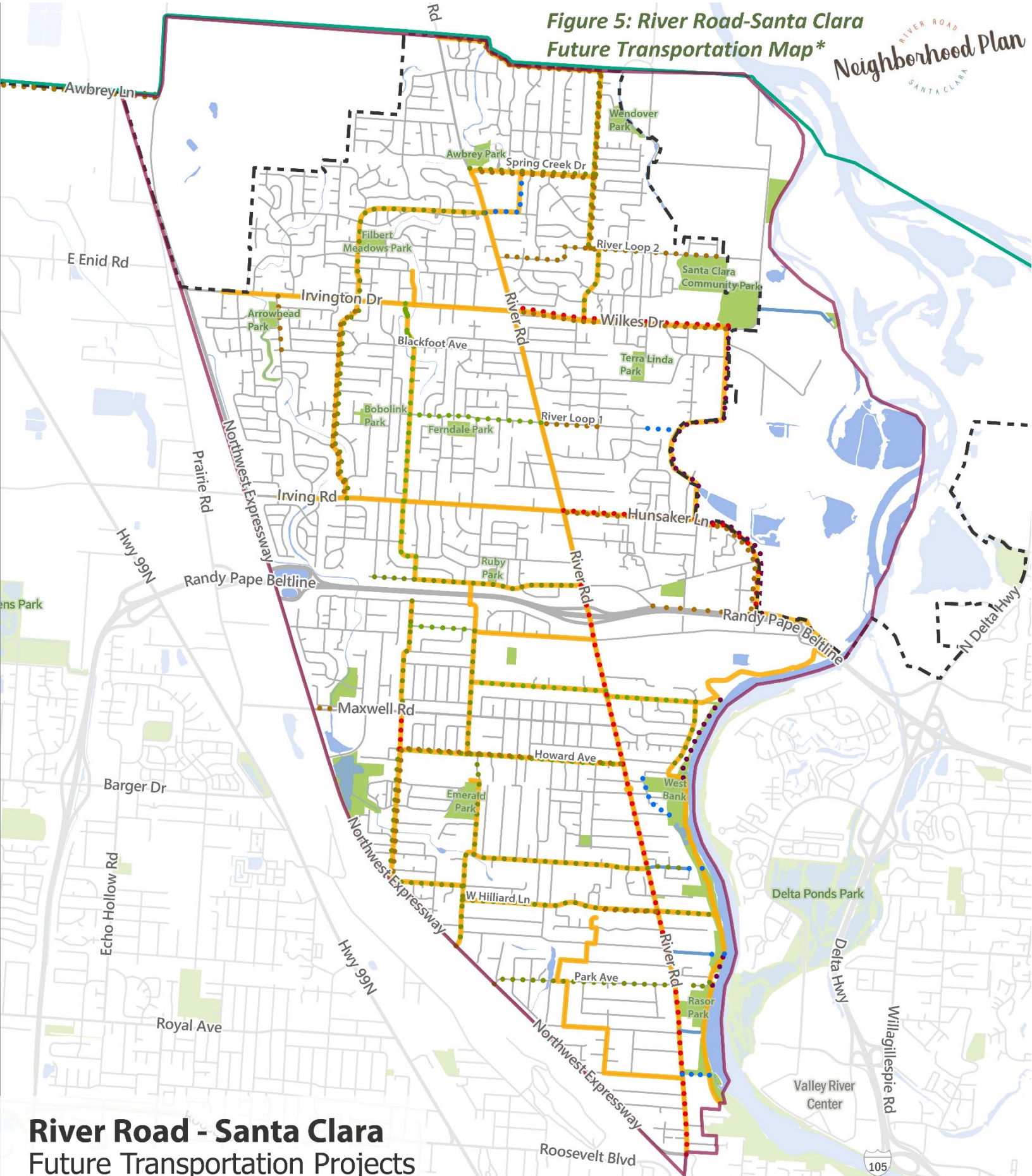
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Caution: This map is for informational purposes only. It is based on imprecise source data and is subject to change. Map created September 2023 by Planning Staff. Sources: City of Eugene and RLID

*for illustrative purposes only



Figure 5: River Road-Santa Clara Future Transportation Map*



River Road - Santa Clara Future Transportation Projects

- | | |
|---|--|
| <p>Projects in the Transportation System Plan</p> <ul style="list-style-type: none"> ● Accessway ● Neighborhood Greenway ● Protected Bike Lane ● Shared Use Path ● Sidewalk | <p>Transportation Additions to Consider</p> <ul style="list-style-type: none"> — Safe Routes to School — Accessway to River |
|---|--|

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

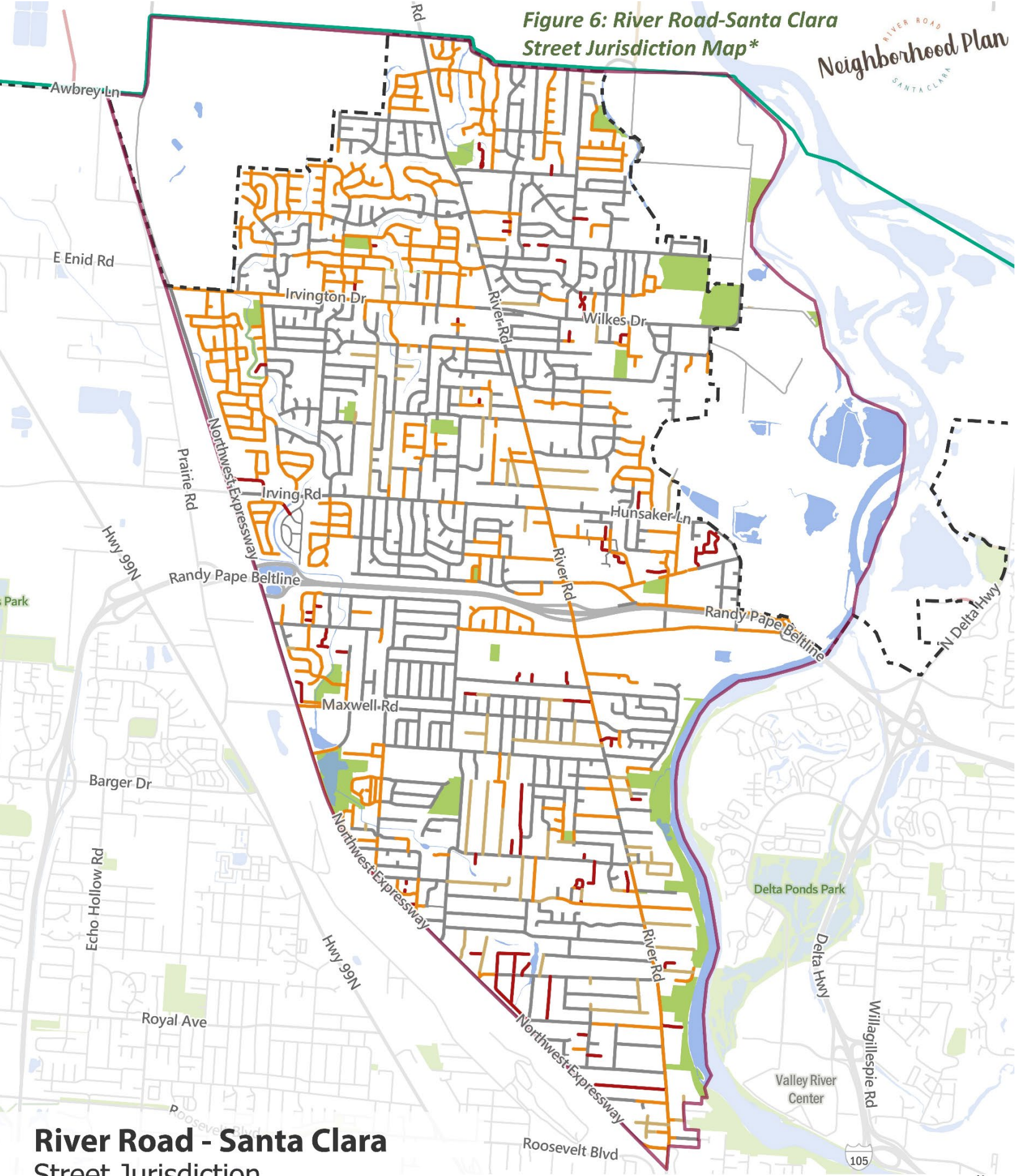
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**for illustrative purposes only*



Figure 6: River Road-Santa Clara Street Jurisdiction Map*



River Road - Santa Clara Street Jurisdiction

- Streets**
- Lane County
 - City of Eugene
 - Local Access Roads*
 - Private
 - Eugene Urban Growth Boundary
 - River Road - Santa Clara Neighborhood Plan Area
 - Metro Plan Boundary
 - Rivers and Waterways

*Local Access Roads (LARs) are open to the public, but not maintained by the government. Property owners that receive access from a LAR are responsible to ensure the road is kept open and in good repair.



*for illustrative purposes only

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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.

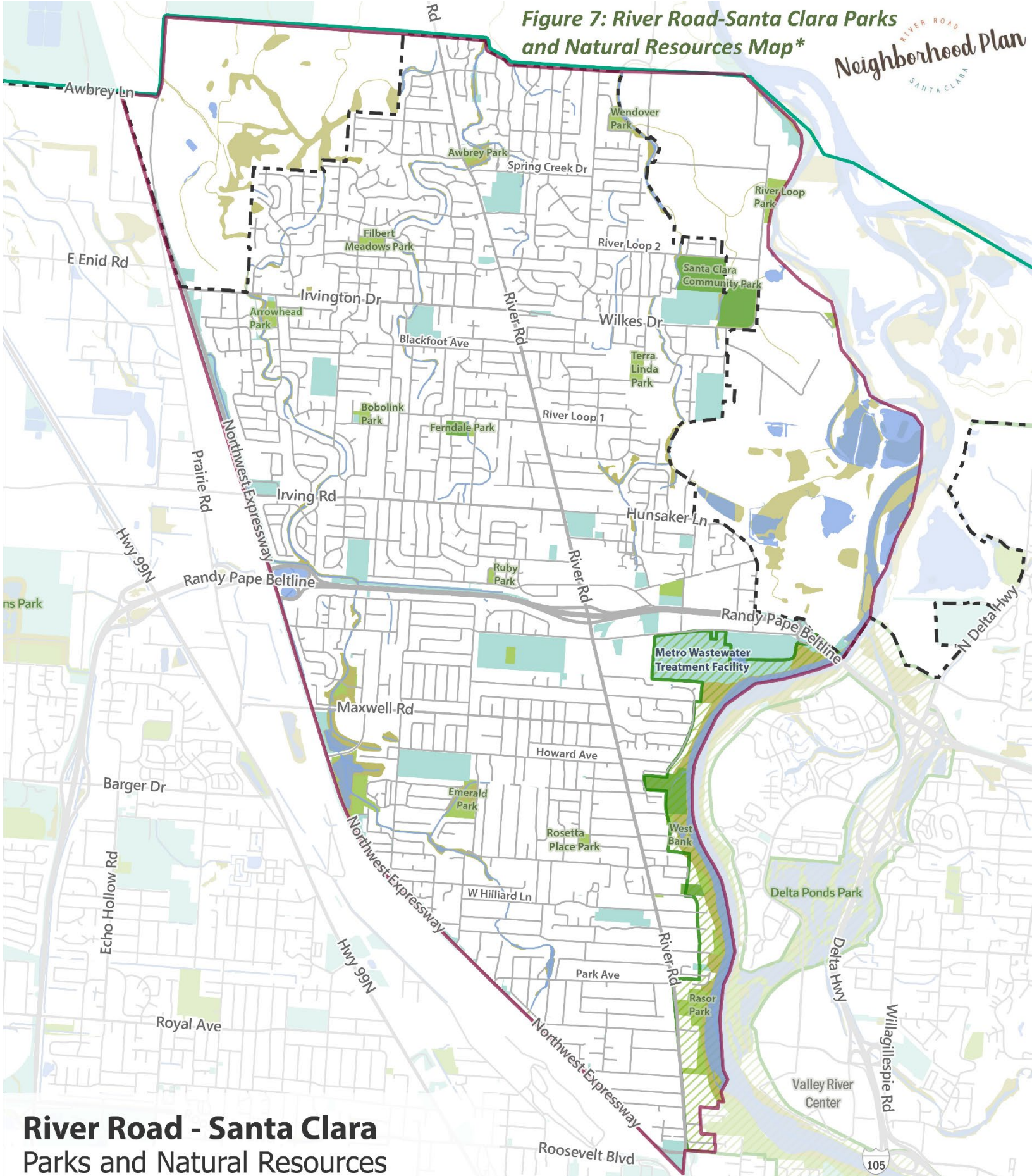
Policy 10.2 Open Space Preservation: Promote a network of publicly and privately-owned open space areas in collaboration with local service providers and private property owners.

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.

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



River Road - Santa Clara Parks and Natural Resources

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

0 0.25 0.5 Miles

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*for illustrative purposes only

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.

Proposed Metro Plan Amendments

Deletions shown in ~~strikeout~~

Additions shown in ***bold italic***

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Chapter II

Fundamental Principles and Growth Management Policy Framework

This chapter contains Fundamental Principles that reflect the overall themes of the *Metro Plan*. The chapter also contains: Metropolitan Goals; Growth Management Goals, Findings, and Policies; Eugene and Springfield Jurisdictional Responsibility; Urban and Urbanizable Land; [~~River Road and Santa Clara Goals, Findings and Policies;~~] and *Metro Plan* Diagram.

~~[F. River Road and Santa Clara Goals, Findings, Objectives, and Policies~~

~~The River Road and Santa Clara portions of the Eugene-Springfield metropolitan area are important components of the metropolitan community. Both River Road and Santa Clara have:~~

- ~~• Unique and distinctive neighborhood identities~~
- ~~• Experienced considerable private investment in the past years~~
- ~~• Experienced considerable public investments; e.g., transmission facilities by the Eugene Water & Electric Board (EWEB) and educational facilities by public school systems~~
- ~~• A sound housing stock~~

~~In Santa Clara, relatively large parcels of vacant land exist which, with adequate urban services, can be developed at increased densities; in River Road, relatively large developed lots exist which could be further developed by their owners.~~

~~The future of both the River Road and Santa Clara areas will play a critical role in the growth of the metropolitan area. For some years, officials of Lane County and Eugene have cooperatively discussed methods of delivering services to these neighborhoods.~~

~~These discussions have continually focused on two sides of a single, critical issue:~~

~~How can the short-range costs and benefits to the residents and other service providers be balanced against, and what are the long-range costs and benefits to the residents and the entire metropolitan area of logical growth and increased densities?~~

~~Inflation has drastically increased the need to balance these two potentially divergent objectives. The effects of continued inflation can be mitigated by identifying and implementing a solution to the servicing issue.~~

~~A unique set of circumstances has occurred which lends direction to resolution of the service delivery questions for both River Road and Santa Clara.~~

- ~~1. As part of the acknowledgement process for the *Metro Plan*, the Land Conservation and Development Commission (LCDC) directed that a servicing plan be developed for both River Road and Santa Clara and that Eugene provide those services.~~
- ~~2. Discussions between Eugene officials and state and county representatives of the River Road and Santa Clara area have led to reconsideration of Eugene's policy to provide services to these neighborhoods only after annexation to the City of Eugene of both areas has occurred.~~
- ~~3. Preliminary review of Eugene's comprehensive capital improvement program suggested a full range of services could not be provided immediately even if the areas were annexed at one time~~

Based on these three conditions, a situation evolved which led to a set of findings, objectives, and policies for inclusion in the *Metro Plan* and ultimately will lead to delivery of urban services to the River Road and Santa Clara areas in cooperation with the residents of these neighborhoods. That situation is as follows.

The City of Eugene constructed and owns the main wastewater system that serves the River Road and Santa Clara neighborhoods. Eugene has altered its policies pertaining to the service delivery to both River Road and Santa Clara to allow incremental annexation. Annexation must, however, be consistent with state law and other applicable local policies (e.g., the ability of the city to deliver key urban facilities and services in a timely manner). Eugene will pursue annexation only in accordance with applicable state laws and will not use these mechanisms to circumvent the process. In every case, Eugene will make every reasonable attempt to provide for annexation only on a voluntary basis and in accord with previous individual property annexation agreements. The City, in conjunction with Lane County and the citizens of both River Road and Santa Clara, developed a *River Road-Santa Clara Urban Facilities Plan* which is responsive to the basic service infrastructure which is either in place or contemplated for these areas. An integral part of the implementation phase of the *River Road-Santa Clara Urban Facilities Plan* is a financing mechanism which takes into account the financial abilities of residents/property owners and the City of Eugene to pay for service delivery in that area.

The following findings, objectives, and policies reflect the situation that evolved.

Findings, Objectives, and Policies

Findings

1. Land supply in the River Road and Santa Clara areas is of metropolitan-wide significance.
2. In order to achieve urban densities, urban services, including public wastewater service, must be provided.
3. For a long period of time, officials of Lane County and Eugene have made great efforts to resolve the service delivery problems for both River Road and Santa Clara.
4. The history and pattern of development in River Road and Santa Clara have resulted in the creation of two unique metropolitan neighborhoods.
5. The most cost-effective method of service delivery is through annexation.
6. An urban facilities plan is the best method of providing a framework for capital improvements programming in the River Road and Santa Clara areas.
7. Because of the substantial public investments already made in both neighborhoods, it is most cost-efficient to achieve urban densities in River Road and Santa Clara prior to

accommodating new development needs in totally undeveloped areas.

8. ~~The 1970 CH2M Hill *Sewerage System Study, River Road Santa Clara* publication demonstrates the feasibility of providing wastewater service to the River Road and Santa Clara area in a manner consistent with the *Eugene-Springfield Metropolitan Waste Treatment Alternatives Report (208 Facilities Plan)* and the *Metro Plan*.~~
9. ~~The CH2M Hill publication defined study boundaries and made population projections which are different than those contained in the *Metro Plan*; modifications to these factors is occurring as part of the required system design work prior to construction.~~
10. ~~The detailed design work which will occur as part of development of the system will allow discussion of various system concepts with the residents and property owners of the River Road and Santa Clara areas.~~
11. ~~The *River Road Santa Clara Urban Facilities Plan* has been completed.~~
12. ~~Based on the *River Road/Santa Clara Groundwater Study, Final Technical Report, February, 1980* by Sweet, Edwards, and Associates, Inc., the Oregon Environmental Quality Commission (EQC) found on April 18, 1980, that:
 - a. ~~The River Road Santa Clara shallow aquifer is generally contaminated with fecal coliform organisms in excess of drinking water and body contact standards.~~
 - b. ~~Existing nitrate-nitrogen concentrations within the area exceed the planning target on the average.~~
 - c. ~~About 73 percent of the nitrate-nitrogen pollutants (and, by analogy, a similar share of the fecal coliform contaminations) result from septic tank effluent. Septic tank pollutants can migrate rapidly to the groundwater from drainfields via macropore travel.~~~~
13. ~~The EQC concluded that a public health hazard exists based on fecal coliform data for people using the aquifer for domestic (drinking) or irrigation and that a health hazard similarly exists in several areas based on nitrate-nitrogen levels.~~
14. ~~To remedy the groundwater pollution problem, the Environmental Protection Agency (EPA) awarded Eugene a grant to build a wastewater system to replace the individual septic systems in use throughout River Road and Santa Clara according to a prescribed time frame.~~
15. ~~Efforts toward incremental and voluntary annexation of River Road and Santa Clara properties to Eugene and connection to the wastewater system according to the EPA's time frame have not been successful.~~

Objectives

1. ~~Ensure the availability of land in River Road and Santa Clara for urban levels of development.~~
2. ~~Capitalize on existing public expectations by providing further public services which will allow the River Road and Santa Clara areas to achieve urban densities.~~
3. ~~Deliver a full range of urban services to the River Road and Santa Clara areas through annexation.~~
4. ~~Consider the unique situation of the residents of River Road and Santa Clara by providing financing mechanisms which will take into account the financial ability of the residents to pay for service delivery and the City of Eugene's ability to provide these services.~~
5. ~~Guide capital improvements in the River Road and Santa Clara areas through the *River Road-Santa Clara Urban Facilities plan* developed cooperatively by Lane County, the City of Eugene, and the residents and property owners of the two areas.~~
6. ~~Eliminate groundwater pollution from individual septic tank disposal systems in River Road and Santa Clara.~~

Policies

1. ~~Eugene shall develop methods of financing improvements in the River Road and Santa Clara areas which are responsive to the unique situation of residents and property owners, as well as the City of Eugene.~~
2. ~~Eugene will plan, design, construct, and maintain ownership of the entire wastewater system that services the River Road and Santa Clara areas. This will involve extraterritorial extension which will be supported by Lane County before the Lane County Local Government Boundary Commission and all other applicable bodies.~~
3. ~~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.~~
4. ~~The City of Eugene shall provide urban services to the River Road and Santa Clara neighborhoods upon annexation. In the meantime, to reduce the groundwater pollution problem, Eugene will extend wastewater service to developed properties.~~

5. ~~Using the CH2M Hill report as a foundation, efforts to prepare more detailed engineering studies which will provide the basis for a capital improvement program to sewer the River Road and Santa Clara areas in a manner consistent with the above policy direction shall proceed.~~
6. ~~No particular section of the *Metro Plan* shall be interpreted as prohibiting the process of incorporation of a new city in River Road and Santa Clara in accordance with ORS 199 and 221. This means that:~~
 - a. ~~As a comprehensive planning document, no particular section of the *Metro Plan* shall be used in isolation to evaluate different courses of action.~~
 - b. ~~The phrase “process of incorporation” refers to the specific steps of incorporation outlined in ORS 199 and 221.~~
 - c. ~~This policy does not negate the requirement of public wastewater service as a minimum level of key urban facilities and services. Any institutional solution to providing urban services in the River Road and Santa Clara areas must provide public wastewater service to address LCDC requirements and to protect public health and safety in resolving groundwater pollution problems. Public wastewater service is also required to achieve higher than septic tank level of urban residential densities and to utilize efficiently valuable metropolitan-scale buildable land.~~

**METRO PLAN APPENDIX B
REFINEMENT PLANS, FUNCTIONAL PLANS,
AND OTHER PLANNING DOCUMENTS**

RIVER ROAD-SANTA CLARA NEIGHBORHOOD PLAN

<i>Date:</i>	<i>XXX 2024</i>
<i>Adopted by:</i>	<i>Eugene City Council Lane County Board of Commissioners</i>
<i>Adopting Resolution</i>	<i>#xxx</i>
<i>Adoption Date</i>	<i>XXX XX, 2024</i>

**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 9.7520(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. |

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.

Placeholder for information about the process before the governing bodies

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. The policy 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:

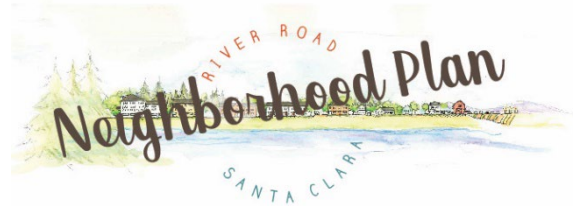
- (a) Statewide planning goals.**
- (b) Applicable provisions of the Metro Plan.**
- (c) Remaining portions of the refinement plan.**

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.



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.

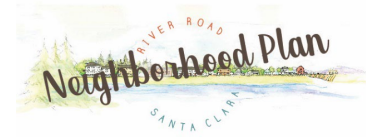
Kick-off Event

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.



*City staff and community volunteers
canvassing neighborhood businesses*

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.

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.



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.

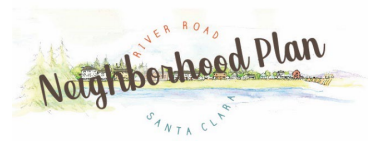
Outreach Questionnaires

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.

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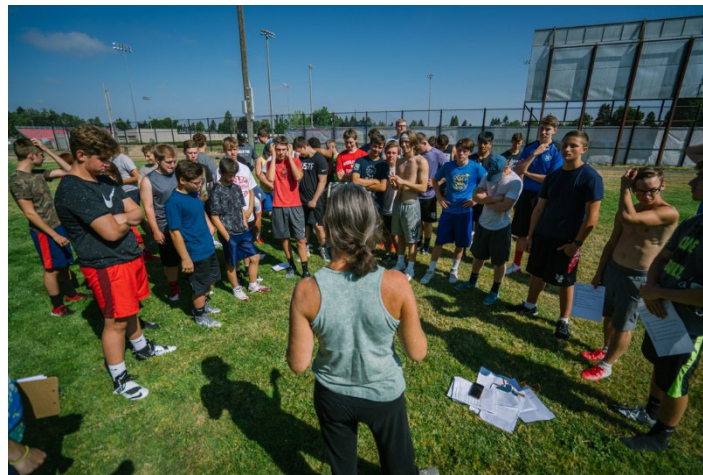
The online survey, posted after the June 2018 forums, was disseminated through the website, interested parties emails, area organizations, and Facebook, resulting in **106 completed surveys**.

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



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

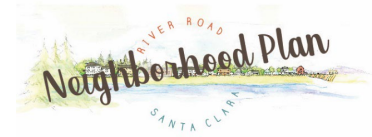
In January 2019, the TAC did a closer review of the policies to ensure that the draft policies aligned with existing City and County policies. In February 2019, the first Triple Bottom Line Sounding Board meeting was held to provide a citywide perspective about the equity, environmental, and economic 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>

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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.



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

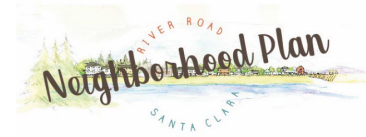
In June 2019, project staff held a second series of Corridor Study workshops. Participants learned about corridor concepts and land use and zoning options. The design team and community members discussed implementation strategies and land use policies that could guide the type and location of growth. 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,

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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.



Phase 6: Adoption (March 2021 – 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.

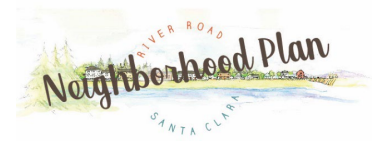
LEARN about the plan & ask questions at VIRTUAL INFO SESSIONS Wednesday, May 17 7 - 8PM Thursday, May 18 12 noon - 1PM	DISCUSS the plan with neighbors at A COMMUNITY MEETING Meeting Details: North Eugene High School 209 Silver Lane Thursday, May 25 5:30 - 7:30PM	GATHER for a discussion using the Meeting Toolkit	SHARE your thoughts via our online survey
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WAYS TO ENGAGE

LET US KNOW YOU'RE ATTENDING OR GIVE FEEDBACK BY VISITING [ENGAGE.EUGENE-OR.GOV/RRSC-NEIGHBORHOOD-PLAN](https://engage.eugene-or.gov/rrsc-neighborhood-plan)

A postcard mailing for ways to engage during the Adoption Phase

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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.