



Eugene City Council

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EUGENE CITY COUNCIL AGENDA

February 21, 2024

12:00 p.m. CITY COUNCIL WORK SESSION

City Council Wednesday work sessions are held using virtual meeting technology. Information about online or other options for access and participation will be available at <https://www.eugene-or.gov/3360/Webcasts-and-Meeting-Materials>

**Meeting of February 21, 2024;
Her Honor Mayor Lucy Vinis Presiding**

Councilors

Matt Keating, President
Greg Evans
Emily Semple
Alan Zelenka

Randy Groves, Vice President
Mike Clark
Lyndsie Leech
Jennifer Yeh

12:00 p.m. CITY COUNCIL WORK SESSION

- 1. WORK SESSION: River Road-Santa Clara Neighborhood Plan Adoption Package**
- 2. WORK SESSION: Lane County Multi-Use Stadium Discussion**

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EUGENE CITY COUNCIL AGENDA ITEM SUMMARY



Work Session: River Road-Santa Clara Neighborhood Plan Adoption Package

Meeting Date: February 21, 2024
Department: Planning and Development
www.eugene-or.gov

Agenda Item Number: 1
Staff Contact: Terri Harding
Contact Telephone Number: 541-682-5635

ISSUE STATEMENT

The purpose of this work session is to provide an overview of the River Road-Santa Clara Neighborhood Plan Adoption Package, which is scheduled for a Joint Public Hearing of the Eugene City Council and the Lane County Board of Commissioners on March 12, 2024. The adoption package includes adoption of the new Neighborhood Plan, Metro Plan text amendments, and neighborhood-specific land use code amendments that implement high priority components of the neighborhood vision. Only the Eugene City Council will act on the proposed code amendments because they will only apply to properties within Eugene's city limits. A summary of the adoption package components is provided in **Attachment A**.

BACKGROUND

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

Over the years, members of RRCO and SSCO have dedicated innumerable volunteer hours to developing a foundation of community input on which to build the neighborhood planning process. This work included past community and planning efforts, such as the Santa Clara-River Road Outreach and Learning (SCRROL) and Santa Clara-River Road Implementation Planning Team (SCRRIPT) projects.

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

February 21, 2024 Work Session – Item 1

The neighborhood planning process created a vision for growth and development in a manner that respects the area's unique characteristics and opportunities, which will guide decision-making in River Road and Santa Clara for decades to come. The Neighborhood Plan vision is consistent with Envision Eugene, the community vision for how growth is managed 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.

The draft Neighborhood Plan is included as **Attachment B**. The proposed amendments to the Metro Plan are included in **Attachment C**. The proposed Metro Plan amendments would adopt the new River Road-Santa Clara Neighborhood Plan as a refinement of the Metro Plan and remove Chapter II Section F from the Metro Plan, as these policies primarily relate to bringing sewer service to the area and are no longer necessary. The proposed City of Eugene Land Use Code Amendments are included in **Attachment D**. These regulatory components work to form the framework for guiding policy decisions in River Road and Santa Clara.

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

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

- Project [web page](#) and [Engage Eugene](#) page
- Periodic e-newsletter updates to **1,600+ people**
- **5** community meetings at North Eugene High School
- **40+** Community Advisory Committee meetings
- **16,800** postcards mailed to all residents and property owners within the River Road and Santa Clara Neighborhoods
- Emails to project interested parties providing updates at various times over the project phases

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

Neighborhood Planning Process

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

- **Spring 2017 – 2018:** The first three phases of the project - Reaching Out, Visioning, and Neighborhood Priorities focused on asking community members what they value in their

neighborhoods now and about their hopes and visions for the future.

- **2018 - Spring 2019:** The fourth phase, the Policy Development Phase, focused on drafting policies that relate to the vision and neighborhood priorities. The policies are organized under eighteen high-level goals. Both the goals and policies were written by the Community Advisory Committee (CAC) and vetted by topic area Working Groups and the project management team. The policy language was then refined by staff to incorporate legal feedback, to better reflect the actions associated with those policies, and to provide general clarification.
- **Summer 2019 - Spring 2021:** The fifth phase, the Action Planning Phase, focused on drafting, evaluating, and prioritizing actions, which the community identified as possible strategies to implement the Neighborhood Plan policies. The project team provided updates on the Action Planning Phase and received feedback on land use code related actions to focus on in the Adoption Phase at the [March 22, 2021](#) Eugene Planning Commission work session and the [April 6 and April 20, 2021](#) Lane County Planning Commission work sessions.
- **May 2021:** The [Eugene City Council](#) and [Lane County Board of Commissioners](#) directed staff to move into the Adoption Phase and prepare the River Road-Santa Clara Neighborhood Plan adoption package for community review.
- **Summer 2021-Fall 2022:** Work continued preparing and refining a draft corridor code. By late fall 2022, several challenges to the project including the pandemic, staff changes, and new state rules caused the staff team to reconsider the path to landing the project. While the vision statements, goals, policies, and actions remain largely intact, staff proposed shifting certain implementation tools such as zoning and land use code amendments to better align with new rules affecting middle housing, climate friendly development, and housing production.
- **November 2022-June 2023:** The project staff team spent five months between November 2022 and March 2023 discussing with the CAC how to best land the project within existing resource and state law constraints, while meeting as many of the neighborhood objectives as possible. Staff proposed a compromise that includes the most critical neighborhood-specific land use code amendments identified through the corridor planning work but does not create a new zoning district or rezone properties. In March 2023, the CAC voted to send the draft Neighborhood Plan, Action Plan, and Neighborhood-specific Land Use Code Amendments out to the community for feedback.
- **May-June 2023:** A variety of outreach events and tools were offered in May and June, including virtual information sessions, a community survey, River Road and Santa Clara Community Organization meetings, and a Community Meeting held at North Eugene High School. A project update was presented to the Eugene Planning Commission on [May 23, 2023](#), and the Lane County Planning Commission on [June 6, 2023](#).
- **July-August 2023:** The project staff team assembled comments from the outreach and shared them with the CAC. The comments at this stage in the process were generally supportive, although some community priorities are not addressed by the current plan and will require ongoing work by the City, County, and community partners. The CAC voted on July 27, 2023 to move the revised adoption package forward to public hearings. The CAC recommendation letter, as well as recommendations from RCCO and SCCO are included in **Attachment E**.

Formal Adoption Package

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

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

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

- Attachment B: Draft River Road Santa Clara Neighborhood Plan
- Attachment C: Proposed Eugene-Springfield Metropolitan Area General Plan Text Amendments
- Attachment D: Proposed City of Eugene Land Use Code Amendments (neighborhood-specific)

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

- Attachment B: Draft River Road Santa Clara Neighborhood Plan
- Attachment C: Proposed Eugene-Springfield Metropolitan Area General Plan Text Amendments

Minor updates and clarifications were made to the adoption package attachments since the Planning Commission made their recommendation, such as updating dates, removing draft stamps, and clarifying language. Findings will be included with the Joint Public Hearing packet materials.

Planning Commission Recommendation

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

The Eugene Planning Commission deliberated at their November 14 and December 5, 2023 meetings. After lengthy discussions and consideration of issues raised in public testimony, they unanimously recommended that the City Council approve the Neighborhood Plan and Metro Plan Amendments. A majority of Planning Commission also recommended that the City Council approve the proposed Land Use Code Amendments, as amended during Planning Commission discussions. A letter describing the Eugene Planning Commission's process and recommendation is included as **Attachment F**.

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

Materials related to the proposed amendments are available on the City’s Land Use Application page: <https://pdd.eugene-or.gov/LandUse/SearchApplicationDocuments?file=MA-23-0005>.

Next Steps

A virtual Joint City Council and Board of Commissioners Public Hearing is scheduled for March 12, 2024. After the hearing, each decision-making body will have an opportunity to deliberate and act on the adoption package. These meetings are anticipated to occur in April 2024.

For more information, see the project website: www.riverroad-santaclaraplan.org.

RELATED CITY POLICIES

The River Road Santa Clara Neighborhood Plan adoption package implements policies contained in the Metro Plan and Envision Eugene Comprehensive Plan, as articulated in the findings in Attachment C.

PREVIOUS COUNCIL DIRECTION

[May 12, 2021 Work Session](#)

Move to initiate a public review and adoption process, including associated comprehensive plan and refinement plan amendments, zone changes, and Group 1 land use code amendments in Attachment B.

Motion Passed 7:0

COUNCIL OPTIONS

Information only.

CITY MANAGER’S RECOMMENDATION

None.

SUGGESTED MOTION

None.

ATTACHMENTS

- A. Summary of Adoption Package components
- B. Draft River Road Santa Clara Neighborhood Plan
- C. Proposed Metro Plan Amendments
- D. Proposed Eugene Land Use Code Amendments
- E. Community Organization and Advisory Committee Recommendation Letters
- F. Eugene Planning Commission Recommendation Letter

FOR MORE INFORMATION

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Telephone: 541-682-5635

Staff E-Mail: THarding@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 (considered by City of Eugene only)

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

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

December 1, 2023

RIVER ROAD • SANTA CLARA

Neighborhood Plan



TOPIC AREAS

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

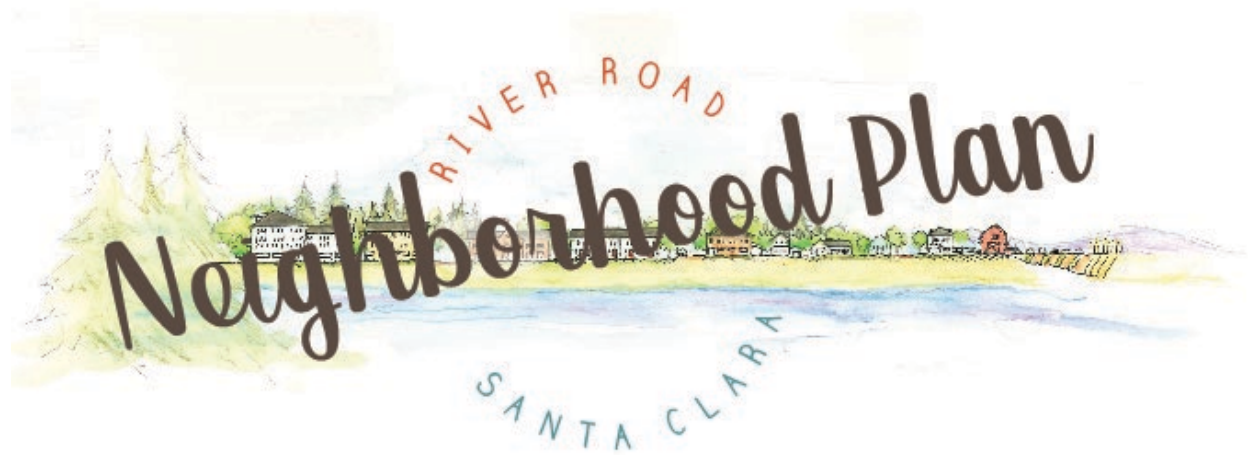


Table of Contents

Table of Contents..... 1

Acknowledgements..... 3

Introduction 5

 How to Use the Neighborhood Plan 7

 Regulatory Framework and Relationship to Other Plans and Policies 10

How We Got Here 14

 Neighborhood History..... 14

 Past Community and Planning Efforts 16

 Developing the Neighborhood Plan..... 17

 Planning Process Phases 20

 River Road Corridor Study..... 22

Neighborhood Plan Visions, Goals, and Policies 23

 Economic Development..... 24

 Transportation 25

 Transportation Maps 26

 Parks and Natural Resources 30

 Parks and Natural Resources Maps 31

 Land Use..... 33

 Community..... 35

List of Figures

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

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

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

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

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

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

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

Acknowledgements

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

Community Advisory Committee Members

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

Working Group Members

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

River Road Community Organization Board Members

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

Santa Clara Community Organization Board Members

Jerry Finigan
Tim Foelker
Patrick Kerr
Dawn Lesley
Jerry Mohr

Kate Perle
Terri Reed
Louie Vidmar
Matt Vohs

Triple Bottom Line Sounding Board Members

Bill Aspegren
Allen Hancock
Randy Hledik
Ela Kubok

Daniel Lombardi
Emily Reiman
Kristen Taylor
Alicia Voorhees

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

City of Eugene

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

Lane County

Jared Bauder, Associate Planner
Lindsey Eichner, Principal Planner

Introduction

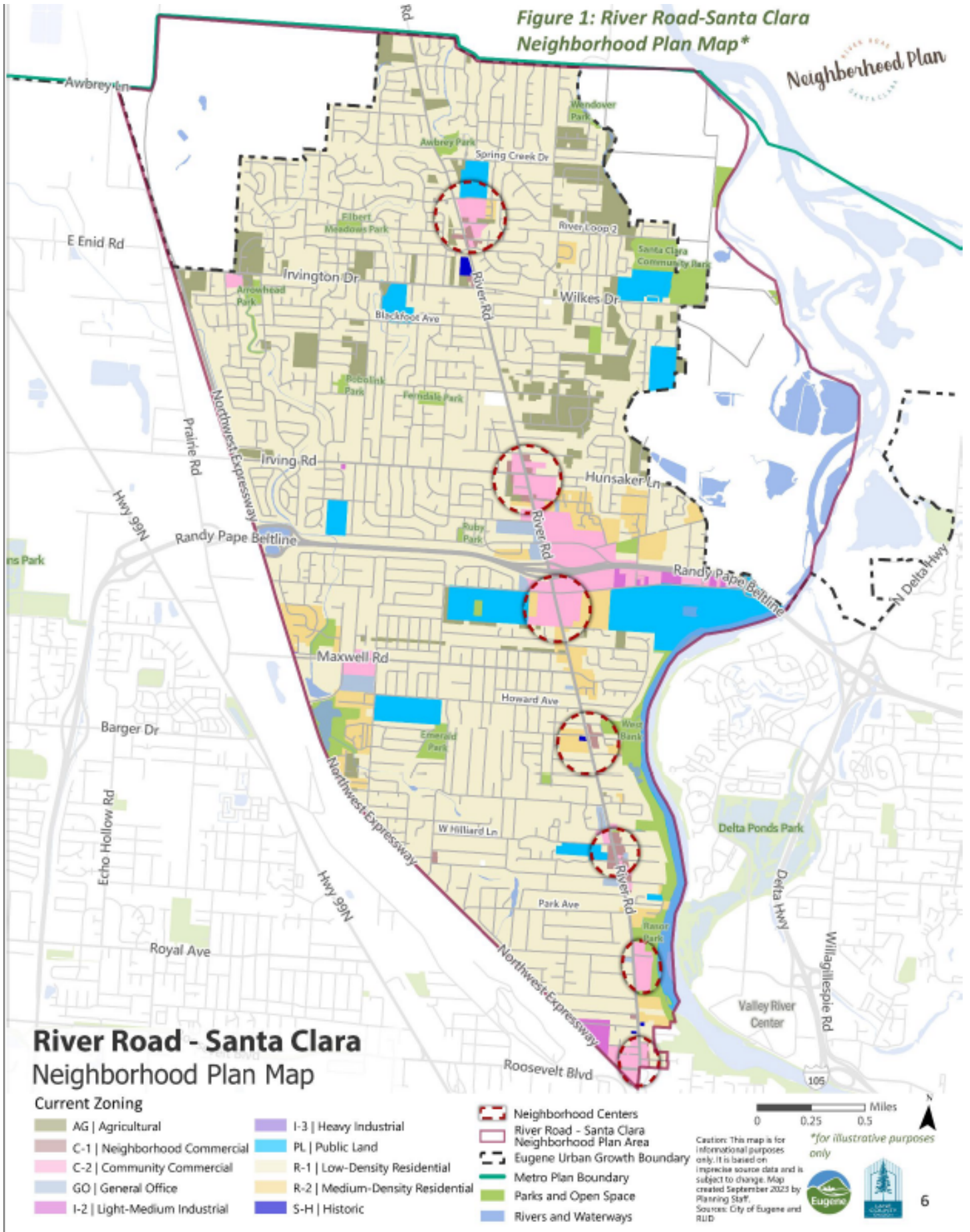
The River Road and Santa Clara neighborhoods are a patchwork of properties located in the City of Eugene (incorporated) and in Lane County (unincorporated). For over 30 years, land use and development within the River Road and Santa Clara communities have been governed by the River Road-Santa Clara Urban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

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

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

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

NEIGHBORHOOD PLAN
RIVER ROAD - SANTA CLARA



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.

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

How We Got Here

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

Neighborhood History

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

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

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

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

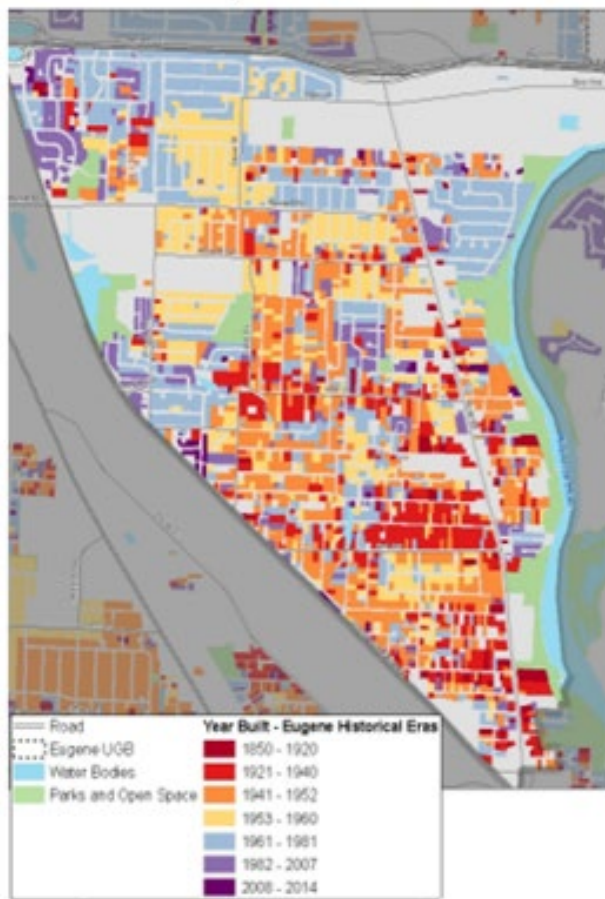
Though residential construction continuously increased throughout the early 1900s, the River Road and Santa Clara communities remained predominantly agricultural in character until post-World War II increases in Eugene's population spurred the siting and development of more subdivisions and homes within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

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.

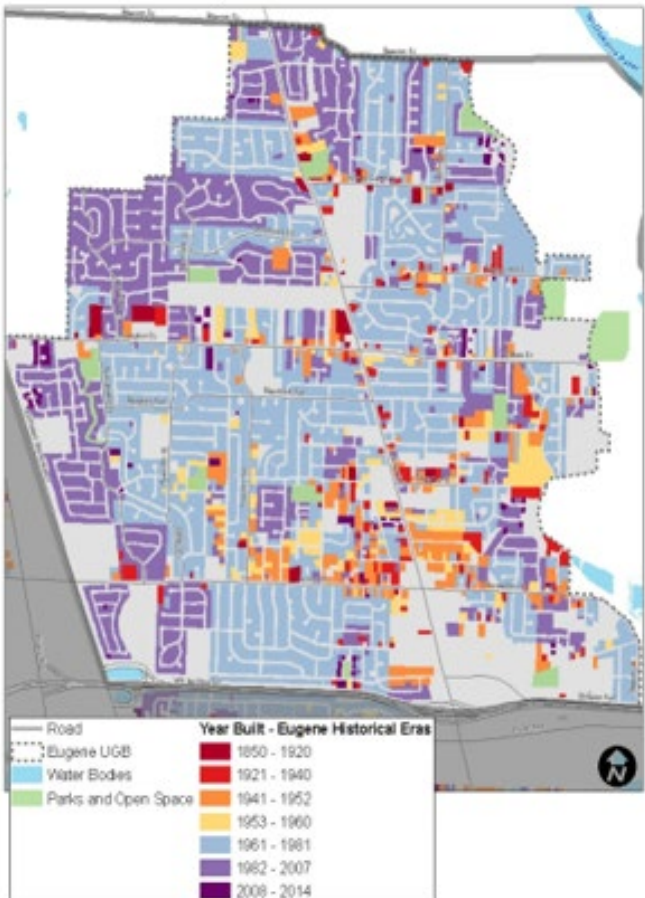
Post-World War II growth brought with it the development of educational and religious facilities. In 1945, River Road and Santa Clara school districts joined Eugene School District No. 4, and five schools were built in the River Road community. The area also experienced an increase in church construction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

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.

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

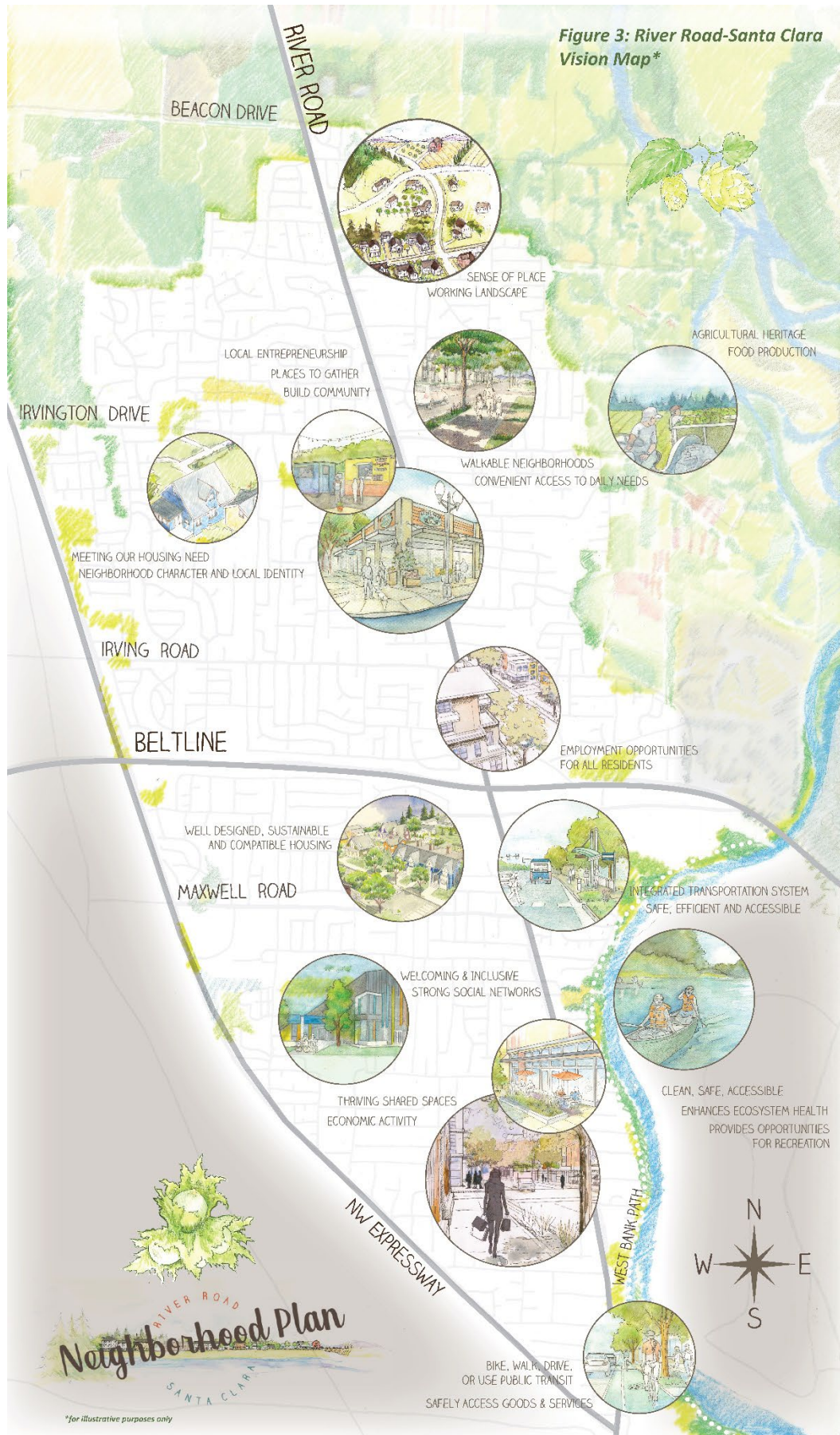
River Road Corridor Study

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

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

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

Neighborhood Plan Visions, Goals, and Policies



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.

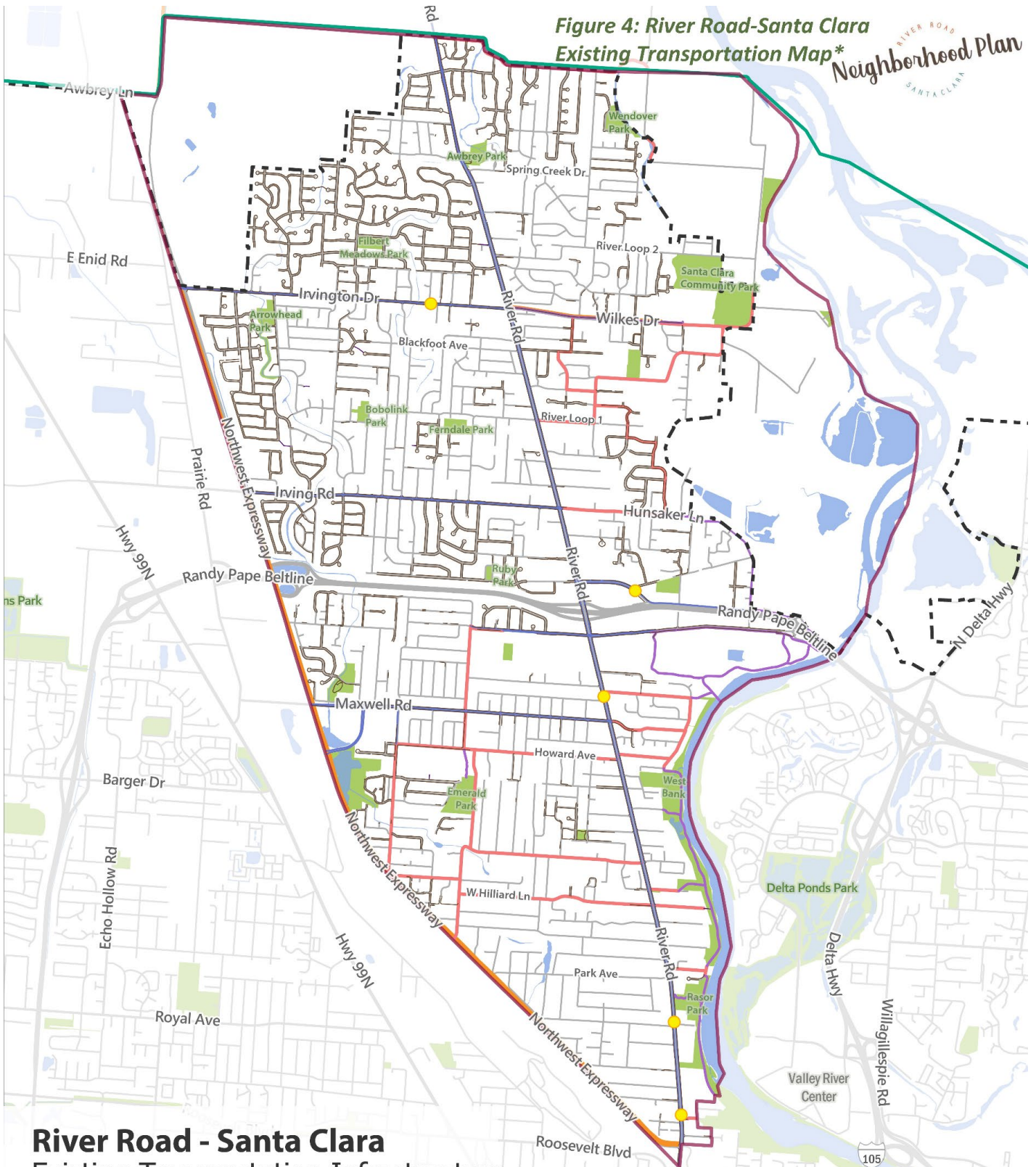
Policy 6.3 Future Transportation Needs: Support a transportation system that responds to the long-term needs of the River Road and Santa Clara neighborhoods.

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.

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



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



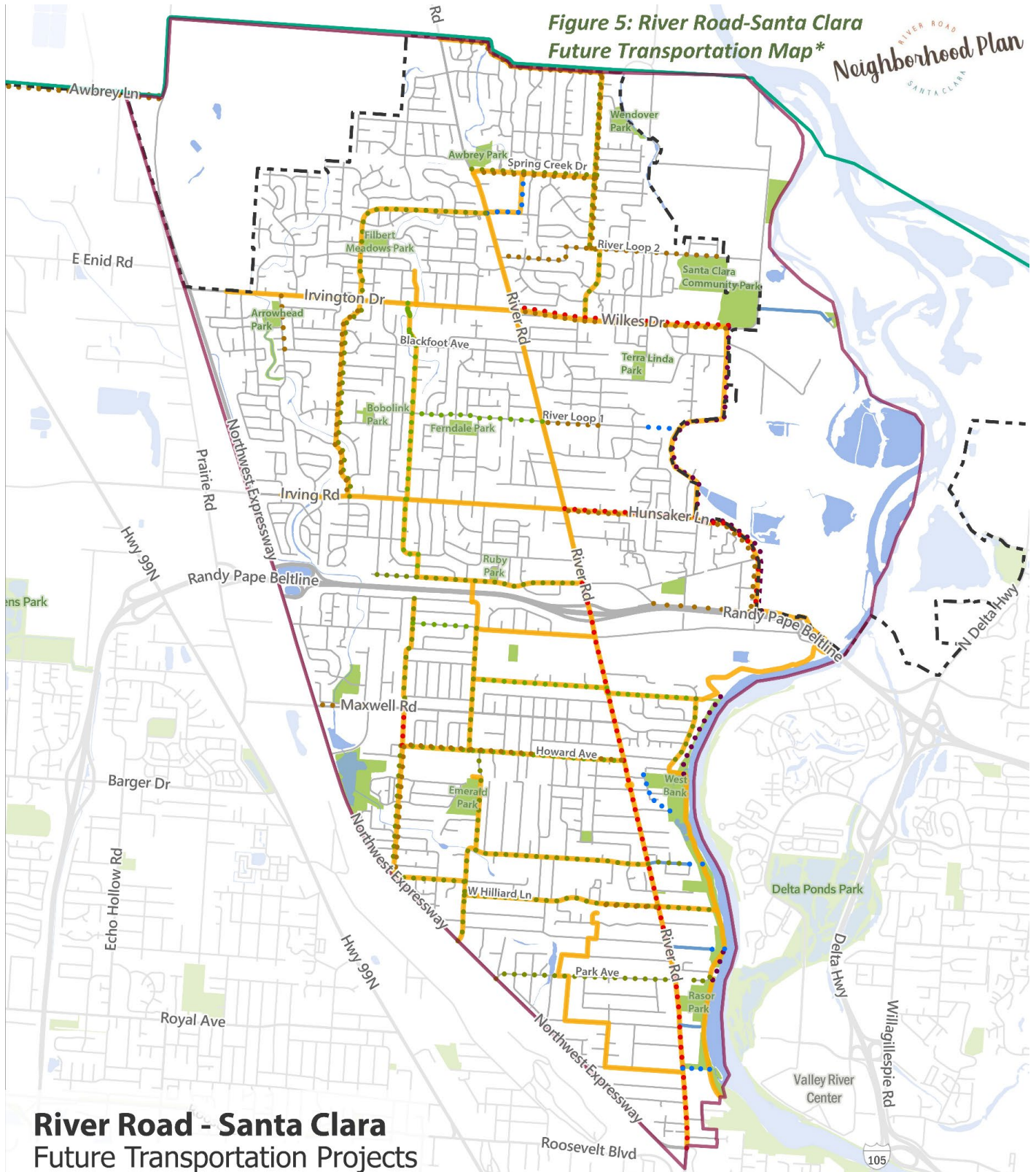
Caution: This map is for informational purposes only. It is based on imprecise source data and is subject to change. Map created September 2023 by Planning Staff. Sources: City of Eugene and RLID

*for illustrative purposes only



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

RIVER ROAD
SANTA CLARA
Neighborhood Plan



River Road - Santa Clara Future Transportation Projects

Projects in the Transportation System Plan

- Accessway
- Neighborhood Greenway
- Protected Bike Lane
- Shared Use Path
- Sidewalk

Transportation Additions to Consider

- 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

0 0.25 0.5 Miles

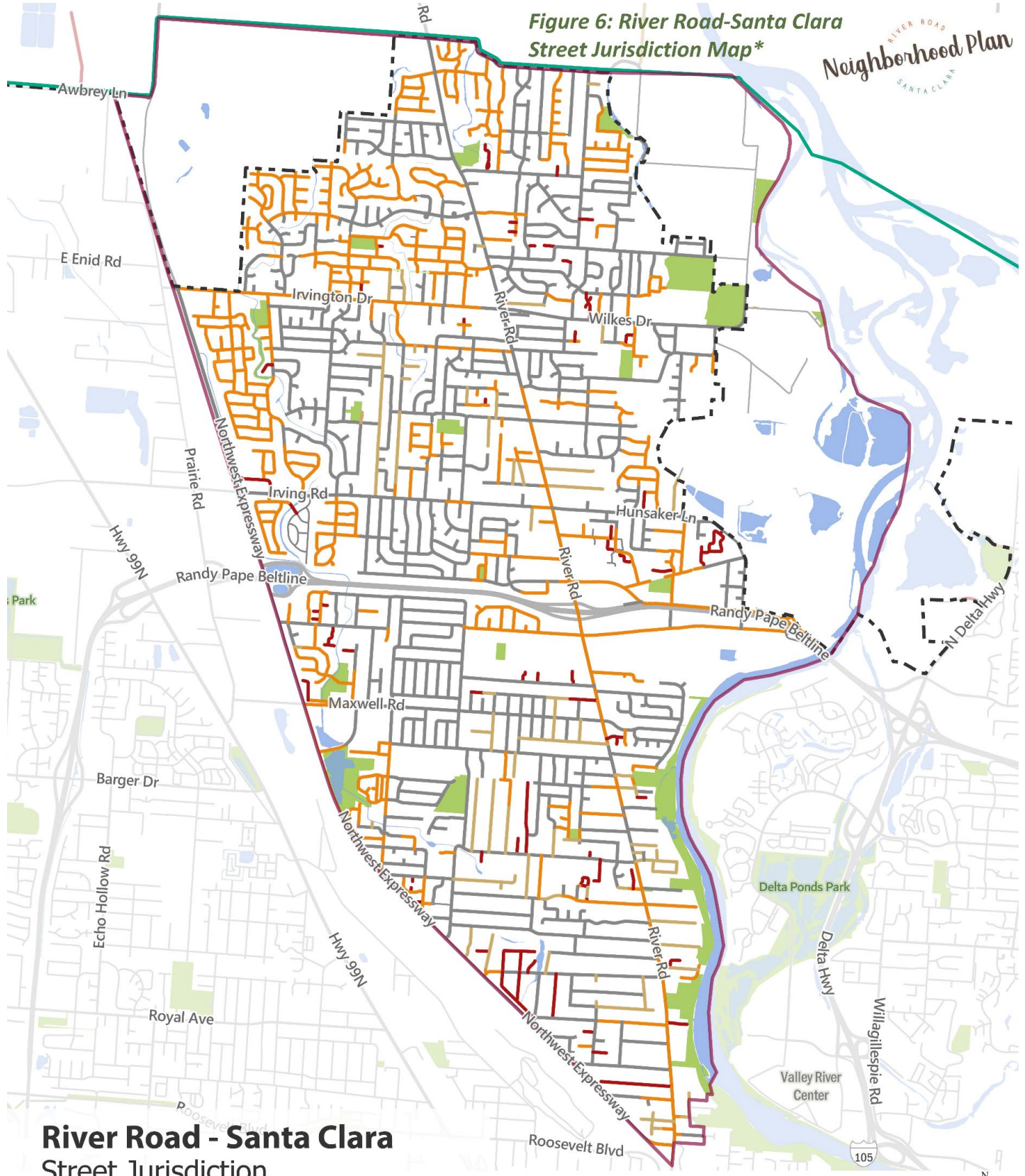
*for illustrative purposes only

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

RIVER ROAD
SANTA CLARA
Neighborhood Plan



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.

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 RUD



*for illustrative purposes only



Parks and Natural Resources

VISION STATEMENT

PARKS AND NATURAL RESOURCES

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Parks and Natural Resources Maps

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

Land Use

VISION STATEMENT

LAND USE

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Community

VISION STATEMENT

COMMUNITY

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

Goal 15: Foster a welcoming and inclusive community.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Proposed Metro Plan Amendments

Deletions shown in ~~strikeout~~

Additions shown in ***bold italic***

Table of Contents

Chapter	Page
Preface	i
I. Introduction	I-1
Background.....	I-1
Purpose.....	I-1
Population Forecast.....	I-2
Planning Functions.....	I-2
Use of the <i>Metro Plan</i>	I-3
Relationship to Other Plans, Policies, and Reports.....	I-5
General Assumptions and Findings	I-6
II. Fundamental Principles and Growth Management Policy Framework	II-A-1
A. Fundamental Principles.....	II-A-1
B. Metropolitan Goals	II-B-1
C. Growth Management Goals, Findings, and Policies.....	II-C-1
D. Jurisdictional Responsibility.....	II-D-1
E. Urban and Urbanizable Land.....	II-E-1
 F. River Road and Santa Clara Goals, Findings, and Policies.....	II-F-1
G. <i>Metro Plan</i> Diagram	II-G-1
III. Specific Elements	III-A-1
A. Residential Land Use and Housing Element	III-A-1
B. Economic Element.....	III-B-1
C. Environmental Resources Element.....	III-C-1
D. Willamette River Greenway, River Corridors, and Waterways Element	III-D-1
E. Environmental Design Element.....	III-E-1
F. Transportation Element.....	III-F-1
G. Public Facilities and Services Element.....	III-G-1
H. Parks and Recreation Facilities Element.....	III-H-1
I. Historic Preservation Element	III-I-1
J. Energy Element.....	III-J-1
K. Citizen Involvement Element	III-K-1
IV. Metro Plan Review, Amendment, and Refinement	IV-1
V. Glossary	V-1

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.~~

II-F-5

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

RIVER ROAD-SANTA CLARA NEIGHBORHOOD PLAN

Date: XXX, 2024
Adopted by: Eugene City Council
Lane County Board of Commissioners
Adopting Ordinances: #xxx
Adoption Date: XXX XX, 2024

Proposed River Road/Santa Clara Neighborhood-Specific Land Use Code Amendments

Version date: January 30, 2024

Additions are in ***bold italic***

Deletions are in ~~bracketed strikeout~~

9.2160 Commercial Zone – Land Use and Permit Requirements.

The following Table 9.2160 Commercial Zone Land Uses and Permit Requirements identifies those uses in Commercial Zones that are:

- (P) Permitted.
- (SR) Permitted, subject to an approved site review plan or an approved final planned unit development.
- (C) Subject to a conditional use permit or an approved final planned unit development.
- (S) Permitted, subject to the Special Development Standards for Certain Uses beginning at EC [9.5000](#).
- (#) The numbers in () in the table are uses that have special use limitations described in EC [9.2161](#).

Examples shown in Table 9.2160 are for informational purposes, and are not exclusive. Table 9.2160 does not indicate uses subject to Standards Review. Applicability of Standards Review procedures is set out at EC [9.8465](#).

Table 9.2160 Commercial Zone Land Uses and Permit Requirements

	C-1	C-2	C-3	GO
Motor Vehicle Related Uses				
Car Wash		P	C	
Motor Vehicle Sales/Rental/Service, excluding recreational vehicles and heavy trucks		P (11)	C	
Motorcycle Sales/Rental/Service		P (11)	C	

	C-1	C-2	C-3	GO
Parking Area not directly related to a primary use on the same development site		SR (4)	P(5)	P
Parts Store		P	P	
Recreational Vehicles and Heavy Truck, Sales/Rental/Service		C(11)		
Repair, includes paint and body shop		P		
Service Stations, includes quick servicing		P	C	
Structured Parking, up to two levels not directly related to a primary use on the same development site		P	P	P
Structured Parking, three or more levels not directly related to a primary use on the same development site		C	P	C
Tires, Sales/Service		P	C	
Transit, Neighborhood Improvement	P	P	P	P
Transit Park and Ride, Major		P	P	P
Transit Park and Ride, Minor	C	P	P	P
Transit Station, Major	C	SR	SR	SR
Transit Station, Minor.	C	P	P	P
Trade (Retail and Wholesale)				
Agricultural Machinery Rental/Sales/Service		C(11)		
Appliance Sales/Service		P	P	
Bicycle Rental/Sales/Service	P(1)	P	P	
Boat and Watercraft Sales/Service		P(11)	C	
Book Store	P(1)	P	P	
Building Materials and Supplies				
Computer Store	P(1)	P	P	
Convenience Store	P(1)	P	P	P(2)
Drug Store (excluding Drug Treatment Centers)	P(1)	P	P	
Electrical Appliances and Supplies	P(1)	P	P	

	C-1	C-2	C-3	GO
Equipment, Light, Rental/Sales/Service		P	P	
Equipment, Heavy, Rental/Sales/Service – includes truck and tractor sales		C(11)		
Fabric Store		P	P	
Floor Covering Store		P	P	
Furniture and Home Furnishing Stores		P	P	
Garden Supply/Nursery	P(1)	P		
General Merchandise (includes supermarket and department store)	P(1)	P	P	P(2)
Hardware/Home Improvement Store	P(1)	P	P	
Healthcare Equipment and Supplies		P	P	
Liquor Store		P	P	
Manufactured Dwelling Sales/Service/Repair		C		
Office Equipment and Supplies		P	P	
Plumbing Supplies		P	P	
Retail trade when secondary, directly related, and limited to products manufactured, repaired or assembled on the development site	P(1)	P	P	
Storage Facility, Household/Consumer Goods, enclosed		P(11)		

9.2161 Special Use Limitations for Table 9.2160.

(11) Prohibited Uses in River Road and Santa Clara. Use is prohibited on property located within the city limits of the City of Eugene and within the River Road-Santa Clara Prohibited Uses Area as shown on Map 9.2161(11).

9.2170 Commercial Zone Development Standards – General.

(2) *Application of Standards.* In addition to applicable provisions contained elsewhere in this land use code, the development standards listed in Table 9.2170 Commercial Zone Development Standards shall apply to all development in commercial zones.

Table 9.2170 Commercial Zone General Building Height and Setback Standards				
	C-1	C-2	C-3	GO
Building Height (See EC 9.2170(3) and EC 9.2170(13))				
Maximum Building Height	35 feet	120 feet	150 feet	50 feet
Setbacks (See EC 9.2170(4) and EC 9.2170(13))				
Minimum Front Yard Setback	10 feet	5 feet	3 feet	10 feet
Maximum Front Yard Setback	15 feet	15 feet	15 feet	15 feet
Minimum Interior Yard Setback	0 feet to 10 feet	0 feet to 10 feet	0 feet	0 feet to 10 feet

(3) *Building Height.*

(a) Exceptions to the general height restrictions for commercial structures stated in Table 9.2170 Commercial Zone General Building Height and Setback Standards are contained in:

1. EC 9.6715 Height Limitation Areas.
2. EC 9.6720 Height Exemptions for Roof Structures and Architectural Features.

(b) Subject to the limitations in subsection (a) of this section, in the C-2 or C-3 zones, no portion of a building located within 50 feet of a residential zone shall exceed the maximum building height permitted in the abutting residential zone.

(c) Subject to the limitations in subsection (a) of this section, the maximum permitted building height for main or accessory buildings in the GO zone shall not exceed 35 feet in height within 50 feet of an abutting AG, R-1, or R-2 zone. Otherwise, main and accessory building height maximums shall not exceed 50 feet.

(d) Subject to the limitations in subsections (a) and (b) of this section, the maximum building height for properties in the C-2 zone and located within the city limits of the City of Eugene and within the River Road-Santa Clara Neighborhood Plan Area as shown on Map 9.2170(3)(d) shall not exceed 65 feet. Also see EC 9.2170(13) for Transition Standards.

(4) *Setbacks.*

(a) Exceptions to the general minimum front and interior yard setback requirements stated in Table 9.2170 Commercial Zone General Building Height and Setback Standards are contained in:

1. EC [9.6745](#) Setbacks – Intrusions Permitted.
2. EC [9.6750](#) Special Setback Standards.

(b) **Minimum Front Yard Setbacks.** The minimum front yard setbacks stated in Table 9.2170 Commercial Zone General Building Height and Setback Standards, shall apply only to new buildings and any building addition that increases the length of the building facade facing a street, internal accessway, private drive, or shopping street as defined in EC [9.2175\(3\)](#) by at least 100%. For purposes of this subsection, the front yard setback may be measured from a front lot line abutting a public street or from the edge of the sidewalk furthest from the curb of an internal accessway, private drive, or shopping street. In addition, only the portion of the development site specifically affected by the new building and any linear facade expansion of more than 100% are subject to the requirements of this subsection.

1. The minimum front yard setback in C-2 and C-3 zones shall be landscaped to the Basic Landscape Standard (L-1) in accordance with EC [9.6210\(1\)](#), except for paved pedestrian walkways, building entrances and enhanced pedestrian space. Vehicular access connections and driveways to parking areas are also exempt from this landscaping standard, but vehicle use areas are not otherwise allowed between the building and the street within the minimum setback area.
2. In C-2, except for C-2 within the Downtown Plan Area as shown on Map 9.2161(6) Downtown Plan Map, buildings and other structures with less than the minimum 5-foot setback are allowed, and exempt from the minimum landscaping requirement in this subsection, only for the following:
 - a. Ground floor commercial and other non-residential uses that provide a minimum 10-foot ground floor ceiling height, and at least 60 percent of the street facing ground-floor wall area consists of glazing, openings, display windows or doorways. To meet this standard, the area of openings, glazing, display windows

and doorways must allow two-way visibility with a Visible Light Transmittance (VLT) of at least 60 percent. Mullions and other solid components of glazed window systems may be counted as part of the glazing used to comply with this standard.

b. Ground floor residential uses with a vertical separation of 3 feet above grade. Shared lobbies and building entrances are exempt from these vertical separation requirements. The minimum setback under this exception may only be reduced to 3 feet, and the remaining area of the reduced setback shall be provided as enhanced pedestrian space.

c. Buildings with a street facing façade at the minimum 5-foot setback or less according to the standards above shall provide a main entrance facing the street. A building may have more than one main entrance, and buildings having frontage on more than one street shall provide at least one main entrance oriented to a street, or to the corner where two streets intersect. **On properties zoned C-2 and located within the city limits of the City of Eugene and the River Road-Santa Clara Neighborhood Plan Area as shown on Map 9.2170(3)(d), buildings fronting River Road shall provide a main entrance oriented to that street or to the corner where River Road and another street intersect.**

d. Vehicular use areas are not permitted between the street and any portion of the building at or within the required minimum setback according to this subsection, except for access to parking areas.

3. For C-2 and C-3 within the Downtown Plan Area as shown on Map 9.2161(6) Downtown Plan Map, buildings and other structures with less than the minimum setback are allowed, and exempt from the minimum landscaping requirement in this subsection, only for the following:

a. Ground floor commercial and other non-residential uses that provide a minimum 12-foot ground floor ceiling height, and at least 75 percent of the street facing ground-floor wall area consists of glazing, openings, display windows or doorways. To meet this standard the area of openings, glazing, display windows and doorways must allow two-way visibility with a Visible Light Transmittance (VLT) of at least 60 percent. Mullions and other solid components of glazed window systems may be counted as part of the glazing used to comply with this standard.

b. Ground floor residential uses with a vertical separation of 3 feet above grade. Shared lobbies and building entrances are exempt from these vertical separation requirements. The minimum setback under this exception may only be reduced to 3 feet, and the remaining area of reduced setback shall be provided as enhanced pedestrian space.

c. Buildings with a street facing façade at the minimum setback or less according to the standards above shall provide a main entrance facing the street. A building may have more than one main entrance, and buildings having frontage on more than one street shall provide at least one main entrance oriented to a street, or to the corner where two streets intersect.

d. Vehicular use areas are not permitted between the street and any portion of the building at or within the required minimum setback according to this subsection, except for access to parking areas.

4. The minimum setbacks in C-1 and GO shall be landscaped to the Basic Landscape Standard (L-1) in accordance with EC [9.6210\(1\)](#), except for paved pedestrian walkways, building entrances and enhanced pedestrian space. Vehicular access connections and driveways to parking areas are also exempt from this landscaping standard, but vehicle use areas are not otherwise permitted between the building and the street within minimum setback areas.

(c) **Maximum Front Yard Setbacks.** The maximum front yard setbacks stated in Table 9.2170 Commercial Zone General Building Height and Setback Standards, shall apply only to new buildings and any building addition that increases the length of the building facade facing a street, internal accessway, private drive, or shopping street as defined in EC [9.2175\(3\)](#) by at least 100%. For purposes of this subsection, front yard setback may be measured from a front lot line abutting a public street or from the edge of the sidewalk furthest from the curb of an internal accessway, private drive, or shopping street. In addition, all new buildings and the portion of the development site specifically affected by the new building and any linear facade expansion of more than 100% are subject to the requirements of this subsection. (See Figure 9.2170(4)(c) Maximum Front Yard Setbacks, Building Orientation, and Entrances.)

1. In C-1, at least 80% of all street facing facades of the building must be within the specified maximum front yard setback.

2. **Except as provided in EC 9.2170(4)(c)(3),** [1] in C-2 and C-3, a minimum of 25% of all street facing facades must be within the specified maximum front yard setback, or, orientation to an internal accessway, private drive, or shopping street as defined in EC [9.2175\(3\)](#) is permitted in compliance with EC [9.2173\(4\)\(a\)](#).

3. On properties zoned C-2 and located within the city limits of the City of Eugene and the River Road-Santa Clara Neighborhood Plan Area as shown on Map 9.2170(3)(d), a minimum of 80% of all street facing facades must be within the specified maximum front yard setback, or, orientation to an internal accessway, private drive, or shopping street as defined in EC 9.2175(3) is permitted in compliance with EC 9.2173(4)(a).

~~4[3]~~. In GO, at least 60% of all street facing facades of the building must be within the specified maximum front yard setback.

~~5[4]~~. Vehicular use areas are not permitted in between the street and the portion of the building that is used to comply with this subsection.

~~6[5]~~. Buildings fronting on a street must provide a main entrance facing the street on any facade of the building within the front yard setback. A main entrance is a principal entrance through which people enter the building. A building may have more than one main entrance. Buildings having frontage on more than one street shall provide at least one main entrance oriented to a street, or to the corner where two streets intersect. **On properties zoned C-2 and located within the city limits of the City of Eugene and the River Road-Santa Clara Neighborhood Plan Area as shown on Map 9.2170(3)(d), buildings fronting River Road shall provide a main entrance oriented to that street or to the corner where River Road and another street intersect.**

~~7[6]~~. The land between the portion of a building complying with EC [9.2170\(4\)\(c\)\(1\)](#) or [\(2\)](#) and a street must be landscaped or paved with a hard surface for use by pedestrians. If a hard surface is provided, the area must contain at least the equivalent of 1 pedestrian amenity for every 200 square feet of hard surface. The use of porous materials for hard surfacing is encouraged. Residential developments are exempt from this subsection, except as required by any more restrictive provisions of EC

[9.2170\(4\)\(b\)](#) above. (See Figure 9.2170(4)(c)6. Landscaped or Paved Pedestrian Area with Pedestrian Amenities.)

~~8[7]~~. The maximum front yard setback may be exceeded if the area between the building and the front property line is landscaped or paved for use by pedestrians. The area must contain at least the equivalent of 1 enhanced pedestrian amenity for every 200 square feet of hard surface. (See Figure 9.2170(4)(c)6. Landscaped or Paved Pedestrian Area with Pedestrian Amenities.)

(d) Where lot lines abut property within a residential zone category, the minimum interior yard setback for any building shall be 10 feet. Within the Downtown Plan Area as shown on Map 9.2161(6) Downtown Plan Map, adjustments to this section may be made based on the criteria in EC [9.8030\(16\)](#).

(e) For lots zoned C-1 within the S-JW Jefferson Westside Special Area Zone boundaries as shown on Figure 9.3605, setbacks from all portions of interior lot lines (as that term is defined for purposes of the S-JW Special Area Zone) shall be at least 10 feet from the interior lot line. In addition, at a point that is 20 feet above grade, the setback shall slope at the rate of 10 inches vertically for every 12 inches horizontally (approximately 50 degrees from vertical) away from that lot line.

(f) *Adjustments*. Except for the Downtown Plan Area as shown on Map 9.2161(6) Downtown Plan Map, adjustments to the minimum and maximum front yard setbacks and landscaping standards in this subsection, except subsection (4)(a), may be made, based on criteria at EC [9.8030\(2\)](#) Setback Standards Adjustment. Within the Downtown Plan Area, adjustments to the minimum and maximum front yard setbacks in this subsection, except subsection (4)(a), may be made, based on the criteria at EC [9.8030\(16\)](#).

(13) River Road/Santa Clara Specific Standards. The following standards apply to new buildings and any building additions constructed on properties zoned C-2 and located within city limits of the City of Eugene and the River Road-Santa Clara Neighborhood Plan Area as shown on Map 9.2170(3)(d).

(a) River Road/Santa Clara Transition Standards. The following standards apply to new buildings and to building additions that increase the square footage of floor area by 20

percent or more on property abutting R-1 zoned land. The following standards shall be applicable between the new building or the building addition and any property line abutting land zoned R-1. The proposed development must comply with one of the following options described below.

- 1. Option 1. The minimum interior yard setback shall be 10 feet from any property line that abuts land zoned R-1. In addition, at least one of the following must be provided along the entire portion of any property line that abuts land zoned R-1:**
 - a. A 6-foot high, 100 percent sight-obscuring wooden fence or masonry wall.**
 - b. A 6-foot high metal fence with high shrubs planted every 6 feet. Chain link and cyclone fences are not allowed. For the purposes of this subparagraph, high shrubs must be:**
 - i. Selected from the City of Eugene Plant Materials list approved by administrative order of the city manager;**
 - ii. Designated in the City of Eugene Plant Materials list as meeting the high shrub requirement; and**
 - iii. In at least 5-gallon containers at the time of planting.**
 - c. Landscaping with a minimum plant bed width of 10 feet meeting EC 9.6210(3) High Screen Landscape Standard (L-3).**
- 2. Option 2. The minimum interior yard setback shall be 15 feet from any property line that abuts land zoned R-1. In addition, the development shall comply with all of the following:**
 - a. At a point that is 30 feet above grade at the property line, the interior yard setback shall slope toward the interior of the property at the rate of 10 inches vertically for every 12 inches horizontally away from that property line until a point 25 feet away from the property line.**
 - b. For new buildings or building additions within 25 feet of land zoned R-1, trees growing to a mature height of at least 20 feet shall be planted at a minimum interval of 25 feet, parallel to the property line, between buildings and any property line that abuts land zoned R-1.**
 - c. One of the following shall be provided along the portion of any property line that abuts land zoned R-1:**
 - i. A 6-foot high, 100 percent sight obscuring wooden fence or masonry wall.**

ii. A 6-foot high metal fence with high shrubs planted every 6 feet. Chain link and cyclone fences are not allowed. For the purposes of this subparagraph, high shrubs must be:

- 1. Selected from the City of Eugene Plant Materials list approved by administrative order of the city manager;**
- 2. Designated in the City of Eugene Plant Materials list as meeting the high shrub requirement; and,**
- 3. In at least 5-gallon containers at the time of planting.**

3. Option 3. A minimum 25-foot setback shall be provided between a new building or building addition and the portion of any property line that abuts land zoned R-1. The 25-foot setback area may be used for open space, vehicle use area, pedestrian circulation, bicycle parking, stormwater quality facilities, or landscaping.

(b) River Road/Santa Clara Building Walls/Window Coverage.

- 1. Windows are required along all street-facing ground floor walls within the maximum front yard setback at a minimum of 60% of the horizontal length and 25% of the area of applicable ground floor walls.**
- 2. All windows shall have a minimum Visible Light Transmittance (VLT) of 0.6 or higher.**
- 3. A blank length of wall of more than 20 linear feet is prohibited along any street-facing façade. Windows, arcades, colonnades, or main entrances can be used to address this standard.**
- 4. Adjustments to the standards in this subsection(b) may be made, based on the criteria of EC 9.8030(39).**

(c) River Road/Santa Clara Weather Protection. Weather protection features such as canopies, awnings or arcades shall be provided over at least the full width of all building entrances to a depth of at least 3 feet. Alternatively, building entrances may be set back a minimum of 3 feet behind the face of the building.

- 1. Adjustments to the standards in this subsection(c) may be made, based on the criteria of EC 9.8030(39).**

R-1 Low Density Residential Zone Amendments

Explanation: Changes to R-1 Low Density Residential permitted uses to allow for small-scale collective sales of agricultural products

9.2740 Residential Zone Land Use and Permit Requirements.

The following Table 9.2740 Residential Zone Land Use and Permit Requirements identifies those uses in the residential zones that are:

- (P) Permitted.
- (SR) Permitted, subject to an approved site review plan or an approved final planned unit development.
- (C) Subject to an approved conditional use permit or an approved final planned unit development.
- (PUD) Permitted, subject to an approved final planned unit development.
- (S) Permitted, subject to the Special Development Standards for Certain Uses beginning at EC [9.5000](#).
- (#) The numbers in () in the table are uses that have special use limitations that are described in EC [9.2741](#) Special Use Limitations for Table 9.2740.

The examples listed in Table 9.2740 are for informational purposes and are not exclusive. Table 9.2740 does not indicate uses subject to Standards Review. Applicability of Standards Review procedures is set out at EC [9.8465](#).

Table 9.2740 Residential Zone Land Uses and Permit Requirements

	R-1		R-2	R-3	R-4
Accessory Uses					
Accessory Uses. Examples include a garage, storage shed, and services primarily for use by residents on the site, such as a recreation room and laundry facility. Parking areas and garages constructed and used for a principle use on the development site, such as an apartment, are allowed as an accessory use.	P		P	P	P
Agricultural, Resource Production and Extraction					
Community and Allotment Garden	P		P	P	P

	R-1		R-2	R-3	R-4
Display and Sale of Agricultural Products Grown on the Site	P				
Display and Sale of Agricultural Products Grown Offsite	P (9)				

9.2741 Special Use Limitations for Table 9.2740.

(9) Display and Sale of Agricultural Products Grown Offsite. This use is only allowed on property located within the city limits of the City of Eugene and the River Road-Santa Clara Neighborhood Plan Area as shown on Map 9.2170(3)(d), and is subject to the following standards:

- (a) Use is limited to two days in a calendar week and is limited to between the hours of 9:00 a.m. and 8:00 p.m.**
- (b) Permanent changes to the development site to specifically accommodate the use are prohibited.**
- (c) Except during the hours of operation of the use, there shall be no display or outdoor storage of agricultural products visible from the street.**
- (d) The use is not permitted on a flag lot.**
- (e) Parking associated with the use must be located on-street or within an existing on-site parking area.**
- (f) Signs associated with the use shall not be placed in the public right of way or vision clearance area. All signage must comply with the sign standards at EC 9.6600.**

Other Code Amendments

9.8010 List of Adopted Plans.

The documents listed in the following Table 9.8010, including any adopted amendments, are the currently effective adopted plans that may be applicable to a particular land use

application. The plans and adopted policies are more particularly set forth beginning at EC [9.9500](#), and the boundaries for each are depicted on **Map 9.8010, Adopted Plans.**

Table 9.8010 List of Adopted Plans	
Bethel-Danebo Refinement Plan (Phase II)	River Road-Santa Clara Urban Facilities Plan
Bethel-Danebo Refinement Plan	<i>River Road-Santa Clara Neighborhood Plan</i>
Comprehensive Stormwater Management Plan	Riverfront Park Study
Envision Eugene Comprehensive Plan	South Hills Study
Eugene Downtown Plan	South Willamette Subarea Study
Eugene-Springfield Metropolitan Area General Plan (Metro Plan)	TransPlan (Metro Area Transportation Plan)
Eugene 2035 Transportation System Plan	Walnut Station Specific Area Plan
Fairmount/U of O Special Area Study	West University Refinement Plan
Jefferson/Far West Refinement Plan	Westside Neighborhood Plan
Laurel Hill Neighborhood Plan	Whiteaker Plan
19th and Agate Special Area Study	Willakenzie Area Plan
	Willow Creek Special Area Study

9.8030 Adjustment Review – Approval Criteria.

The planning director shall approve, conditionally approve, or deny an adjustment review application. Approval or conditional approval shall be based on compliance with the following applicable criteria.

(39) River Road/Santa Clara Neighborhood Specific Standards. Where this land use code provides that the River Road/Santa Clara Neighborhood Specific Standards can be adjusted, the standards may be adjusted upon finding that the design achieves all of the following:

- (a) Contributes to the continuity of building facades along the street.***
- (b) Creates an attractive pedestrian environment along all adjacent streets.***
- (c) Is compatible with adjacent development.***

Community Advisory Committee
River Road-Santa Clara Neighborhood Planning
Recommendation Letter – August 2023



To the joint planning commissions,

The Community Advisory Committee for the River Road Santa Clara Neighborhood Plan is composed of eleven elected representatives from both River Road and Santa Clara Community Organizations. Our charge has been to represent our neighborhoods and to guide the process over time. Since the project's launch in 2017, 18 people have held these roles, each appointed and approved by the Eugene Planning Commission.

We, the members of the River Road/Santa Clara Neighborhood Plan community advisory committee have voted to recommend the final plan, and request its approval from this body. In addition, and required in the project charter, the two participating neighborhood association boards, RRCO and SCCO, have also voted to approve this plan with additional recommendations listed in the attached submissions.

The Action Plan was created by our neighbors to implement the goals and policies. While this is an aspirational document, city staff have committed to referencing it when making decisions that impact our neighborhood, requesting funding, and implementing programs.

The regulatory shifts from the state as well as the city's pivot from separate corridor plans to a citywide approach have us concerned that our work will be disregarded in the planning of the River Road corridor. We ask that the detailed and comprehensive work done for that project be consulted when corridor planning for River Road begins in the future.

The landscape for implementing our plan changed dramatically over the course of our work and required us to limit our scope. Our two neighborhoods had broad support for the work done through our RR/SC Corridor Plan to help create nodes for commercial development that would move us toward an active and walkable corridor. We would like to continue the efforts to increase the locally-owned businesses' activation of the corridor, and ensure that the limited commercial lots are used for that purpose.

We look forward to working with you as you review this plan, and we are available for questions and consultation at any point in your deliberations.

Please note the [RRCO Board Recommendation](#) and [SCCO Recommendation](#) created by the community organizations during their final review.

In community,
The River Road/Santa Clara Neighborhood Plan
Community Advisory Committee



Dear Mayor Vinis and Members of the City,

We, the members of the River Road Community Organization Board, are writing in support of the Draft River Road/Santa Clara Neighborhood Plan being submitted by the Eugene Planning staff, in conjunction with the Community Advisory Committee, and the River Road and Santa Clara community organizations.

For the past 6 years, our community and board members have engaged in this effort with enthusiasm and with the needs of our unique and fast-growing neighborhood in mind. The plan does not address all of the requirements outlined as part of the Envision Eugene initiative; however, we have heard from our community via a variety of vehicles and believe that the current draft should proceed through the adoption process, moving us forward from the refinement plan of 1986 that currently guides the development for our area. We are ready to partner with the City and County to move the draft plan forward and are willing to accept some of the shortcomings of the document in order to proceed.

While the new plan will define much of the direction for the neighborhood, we have identified three core areas of opportunity that were eliminated from the plan. As these three areas of opportunity are core to the desires of our community, we are committed as a board to continue to advocate for resolution of these issues to meet the needs of River Road residents. These are:

1. **No Parking Resolution for County Streets:** Lane County controls 76% of River Road Local Streets (58% of Santa Clara) and they have negligible capacity to enforce on-street parking standards. The reduction in on-site parking requirements through the middle housing code amendments and other State standards means that our experience with parking overflow near ECCO housing will just become more intense. Many of the County Local streets in our neighborhoods aren't developed to urban standards and have limited capacity to accommodate the overflow parking almost certain to occur with new properties lacking minimum on-site parking requirements. Without some way to regulate on-street parking on a significant majority of our streets, further densification will lead to more unsafe streets in our neighborhoods. One potential resolution would be for the City Manager to include deliberation on how to address the issue as part of the Climate Friendly and Equitable Community Parking Reform process.
2. **Potential Loss of Commercial Properties:** When we asked our neighbors to set goals for the Neighborhood Plan, they placed strong emphasis on having more commercial opportunities, especially restaurants, gathering spots & groceries. They also called for 20 Minute Neighborhoods-- businesses they could easily walk or bike to. However, the staff decision to eliminate the proposed Corridor Mixed Use zone leaves the majority of our current Commercial properties in the C-2 Community Commercial Zone. This zone allows 100% of the properties in the zone to be residential with no commercial at all. The eliminated Corridor Mixed Use zone would have required commercial use on the ground floor.

The economic study included in Sera Architect's River Road Corridor Study showed that economic demand for housing is high and commercial use is low. Without regulation requiring it or some kind of incentive to encourage it, the commercial facilities we currently have may well be replaced



by multifamily housing that ironically will create an even greater need for the commercial properties they replace. We encourage the City to conduct a feasibility study to determine how to encourage more commercial services in the River Road/Santa Clara area.

3. **Need for Neighborhood Specific Regulations for the River Road Corridor:** We continue to believe that we need neighborhood-specific regulations to guide the development of the River Road corridor. We appreciate the C2 code changes proposed instead of a special area zone but recommend that you reconsider a one-size-fits-all ordinance for all seven corridors, as proposed to be enacted in 2026.

We wish to recognize the efforts of the Eugene Planning staff, the RRCO and SCCO boards, the Community Advisory Committee, and all of the members of our joint communities who have engaged with us over these past 6 years to reach this milestone. It is our hope that we will continue to collaborate over the coming years as we work to implement the Action Plan and resolve our parking, commercial, and corridor issues.

With kindest regards,

River Road Community Organization Board Members

Santa Clara Community Organization
River Road-Santa Clara Neighborhood Planning
Recommendation Letter – July 2023



Santa Clara Community Organization (SCCO) voted unanimously to recommend approval of the neighborhood plan, the action plan the code amendments, and staff suggested additions as well as these edits in bold:

Policy 5.2 Transit: Support affordable **PUBLIC TRANSIT ALONG RIVER ROAD FROM THE URBAN GROWTH BOUNDARY** to the rest of Eugene in collaboration with Lane Transit District.

Policy 7.4.1. Identify natural areas on public land and collaborate with public agencies to manage with ecological values in mind. **PRIORITIZE THE USE OF NATIVE PLANTS WHERE APPROPRIATE.**

Under Policy 6.3 consider adding an action related to sound mitigation for residential areas abutting highways.

Have staff review comments from Eliza Kashinsky about possible perils of tying code changes to neighborhood boundaries instead of specific locations.



Memorandum

Date: January 23, 2024

To: Eugene Mayor and City Council

From: Eugene Planning Commission

Subject: Planning Commission Recommendation for the River Road-Santa Clara Neighborhood Plan

On December 5, 2023, the Eugene Planning Commission passed two motions recommending City Council adoption of the proposed River Road-Santa Clara Neighborhood Plan, Metro Plan Amendments, and Neighborhood-Specific Code Amendments. This memo is intended to provide additional context and insight into the Commission's evaluation and recommendation of the adoption package, which puts in place a new Neighborhood Plan with vision statements, goals, and policies to guide the next 20 years of development in a part of the community home to more than 32,000 people.

From the beginning of the planning process, five topic areas were identified to organize the plan: Economic Development, Land Use, Transportation, Parks and Natural Resources, and Community. Each of these topic areas outlines a vision statement, goals and policies that tailor the City's overall vision to the characteristics of the River Road and Santa Clara communities. Over the course of the six phases of the neighborhood plan, a foundation of community support was built and suggestions for improving the plan were continually added. Beginning around 2019 however, numerous factors affected the trajectory of the work and shifted the nature of attainable plan outcomes. These factors include the Covid-19 pandemic, state legislation on middle housing, climate friendly and equitable communities, and housing production, staff turnover and budget constraints. Given these factors, the project staff team proposed a shift in approach to land the project in late 2022.

The Neighborhood Plan itself, developed with five years of input, technical advisory committee work, and multiple rounds of vetting and refinement, remains a strongly supported product of the planning process. The Community Advisory Committee, River Road and Santa Clara Community Organizations, and Eugene and Lane County Planning Commissions all voted to support adoption of the Neighborhood Plan. As the City of Eugene's Citizen Involvement Committee, we applaud the engagement efforts of the neighborhood planning process and the thousands of volunteer hours it took to get to this point. Our motion to recommend approval of the Neighborhood Plan and associated Metro Plan Amendments was unanimous.

The Commission also considered repealing the 1987 River Road Santa Clara Urban Facilities Plan and replacing it with the new Neighborhood Plan. Based on testimony and staff analysis of the purpose and effect of the two plans, the Commission decided to keep the 1987 Plan in place along side the new Neighborhood Plan. The two

plans serve different functions and do not appear to conflict. A statement was added to the Neighborhood Plan that should the two plans be found to conflict, the new Neighborhood Plan controls.

The second part of our deliberations was focused on the Neighborhood-Specific Code Amendments. Instead of the originally envisioned Special Area Zone, the code amendments bring forward a limited set of changes that reflect the highest priority pieces of the draft Special Area Zone: reducing building height in the C-2 Community Commercial zone from 120 to 65 feet; prohibiting the establishment of certain new auto-oriented land uses in the C-2 zone; and adding building design standards in the C-2 zone to improve the pedestrian experience in the corridor. The proposed code also allows for the small-scale display and sale of agricultural products grown offsite in the R-1 Low Density Residential zone.

The Commission had lengthy conversations and delved deep into several issues while deliberating on the proposed C-2 and R-1 land use code changes. On the one hand, these amendments carry forward important aspects of the input gathered at design workshops and community events over the life of the project. Pedestrian scale buildings and a shift to fewer auto-oriented land uses and toward more neighborhood serving retail uses were repeatedly expressed as high community priorities.

On the other hand, Commissioners discussed the worsening housing crisis, and shift toward citywide implementation tools as reasons not to support the neighborhood-specific C-2 code amendments. In response to concerns from property owners and businesses about the code amendments limiting auto-oriented uses, especially from existing businesses along River Avenue, the Commission recommended carving that area out of the code amendments that would limit certain uses. The carve-out was suggested by staff as a way to recognize the industrial-commercial nature of the River Avenue area, while still shifting the character of the River Road corridor and other C-2 zoned areas toward more walkable mixed use development. Ultimately the Commission voted 4-3 to recommend the C-2 and R-1 code amendments to City Council.

It is our honor to provide such a meaningful service to our community and it is our hope that our commitment to the Neighborhood Plan goals along with the City's overall goals, and diligent approach to our review, show in the Plan and Code amendments we formally recommend you approve. We trust that the new Neighborhood Plan and proposed code amendments will serve the City well and will be integrated into citywide planning work that is set to launch early in 2024.

EUGENE CITY COUNCIL AGENDA ITEM SUMMARY



Work Session: Lane County Multi-Use Stadium Discussion

Meeting Date: February 21, 2024
Department: CMO/CAO

Agenda Item Number: 2
Staff Contacts: Sarah Medary
Kathryn Brotherton

www.eugene-or.gov

Contact Telephone Number: 541-682-5010

ISSUE STATEMENT

Pursuant to a motion passed by the Council on February 12, 2024, this work session is the Council's opportunity to further discuss the construction of a multi-use stadium at the Lane County Fairgrounds and to consider the potential adoption of a resolution that refers a capital bond to the May ballot.

BACKGROUND

On December 13, 2023, the Council held a work session to discuss the potential of referring a capital bond to the voters that would support the construction of sports facilities in Eugene. One of the facilities under consideration was the Lane County multi-use stadium. At that work session the Council passed a motion directing the City Manager to draft a \$15 million capital bond referral resolution supporting the construction of a multi-use stadium for Council to consider as soon as possible after the City receives notification from Lane County that they have: 1) committed funds for construction of the multi-use stadium project; 2) a definitive plan to fill the current funding gap; and, 3) a guarantee or plan for the stadium operations and maintenance that does not rely on any City resources.

In response to the Council's December 13, 2023, motion, on February 5, 2024, the County sent the following information set forth below to the City. On February 12, 2024, Council, again, requested that the County provide answers to Council's three questions. If, prior to this work session, the City receives any additional information from the County in response to Council's request for information, that information will be provided under separate cover.

1. *"the City receives notification from Lane County that they have committed funds for construction of the multiuse stadium project"*
 - o To date, Lane County has committed significant resources toward the multi-use stadium. Approximately \$700,000 has been expended towards conceptual design and scoping, land use planning, site analysis, and other due diligence work.
 - o Over the past two years, Lane County staff have dedicated hundreds of hours in facility planning, analysis, community outreach, project coordination, and stakeholder engagement.

February 21, 2024 Work Session – Item 2

- Lane County has made approximately 9 acres of land, valued at approximately \$9 million, available for potential siting of the project.
 - The Lane County Board of Commissioners increased the Transient Lodging Tax (TLT) and Car Rental Tax (CRT) by two (2) percentage points in August 2022, to allow for access to additional funds for construction of multi-use facilities at the Lane Events Center.
 - A specific amount of TLT/CRT has not been allocated to the project because the outcome of city, state and private contributions has not yet been determined. Until city, state and private contributions are identified, it would be premature to allocate a specific amount of TLT/CRT funds because the amount of those funds needed is unknown.
2. *“have a definitive plan to fill the current funding gap”*
- The plan to close the funding gap includes additional funds from the state, county, city, and private sources. The State Legislature awarded \$7.5 million in the 2022 session and additional state funds are being sought in the 2024 session. The City of Eugene is considering a \$15 million capital bond. The Eugene Emeralds have committed approximately \$13 million, and expressed plans to achieve approximately \$10 million in additional private funding. Lane County has made approximately 9 acres of land, valued at approximately \$9 million, available for potential siting. TLT/CRT funds are available to cover additional construction costs depending on the final gap/cost for the project.
3. *“a guarantee or plan for the stadium operations and maintenance that does not rely on any City resources”*
- Reliance on the City of Eugene for facility operations and maintenance is not a consideration of the project.

SIGNIFICANT DATES

- February 21, 2024: Last day for the Council to adopt a resolution referring a bond measure to the electors at the May 21, 2024, election.
- March 13, 2024: Last City Council meeting prior to Council’s spring recess.
- March 21, 2024: Last day for the City Recorder to certify a ballot title to the County for a measure to appear on the May 21, 2024, ballot.

EC 2.996 (l)(b) provides that for City Council-referred measures, the argument in favor and the rebuttal to the opposition argument are to be prepared by one or more of the councilors who voted in favor of the measure. If the Council adopts a resolution referring a bond measure to the electors at the May 21, 2024, election, this is the opportunity to appoint Councilors to a proponent committee. A motion for this appointment is provided below.

PREVIOUS COUNCIL DIRECTION

October 11, 2023 Work Session

Move to schedule a work session as soon as possible to discuss the potential of referring a capital bond to the voters that would support the construction of sports facilities in Eugene, such as a multi-purpose stadium, regional pickleball courts, and sports fields at Golden Gardens, and direct the City manager to provide at the Council work session financial information, options, and other information she deems relevant regarding a potential bond measure.

Motion passed 8:0

November 15, 2023 Work Session

Council considered options for a sports bond to include a multi-use stadium, regional pickleball courts, and Golden Garden sports fields. At this work session, Council requested that the projects be separated, and that a follow-up work session be scheduled prior to Council break to continue discussing funding options.

December 13, 2023 Work Session

Move to direct the City Manager to draft a capital bond referral resolution for Council to consider as soon as possible after the City receives notification from Lane County that they have committed funds for construction of the multi use stadium project and have a definitive plan to fill the current funding gap and a guarantee or plan for the stadium operations and maintenance that does not rely on any City resources.

Motion passed 7:0

February 12, 2024 Meeting

Move to direct the City Manager to schedule a work session on February 21, 2024, for Council to further discuss the construction of a multi-use stadium at the Lane County Fairground and to consider the potential adoption of a resolution that refers a capital bond to the May ballot.

Motion passed 8:0

COUNCIL OPTIONS

1. Adopt a resolution referring to the voters in May 2024 a \$15 million dollar capital bond to contribute to the construction of a Lane County multi-use stadium at the Fairgrounds and appoint the members of the voters' pamphlet proponent committee.
2. Adopt a resolution referring to the voters in May 2024 a \$15 million dollar capital bond to contribute to the construction of a Lane County multi-use stadium at the Fairgrounds, appoint the members of the voters' pamphlet proponent committee, **and** hold a work session on March 13, 2024, to discuss any new funding or information that is unknown at that time.
3. Schedule a future discussion regarding referral of a capital bond to the voters in November.
4. Take no action.

February 21, 2024 Work Session – Item 2

CITY MANAGER RECOMMENDATION

If the Council chooses to adopt the resolution referring a \$15 million dollar capital bond to the ballot, the City Manager recommends passing a motion to schedule a March 13, 2024, work session that will give Council an opportunity to discuss any new funding information that may be learned between now and March 13.

POSSIBLE MOTIONS

1. Move to adopt A Resolution Calling a City Election on May 21, 2024, for the Purpose of Referring to the Legal Electors of the City of Eugene a Measure Authorizing the Issuance of a Maximum of \$15,000,000 of General Obligations Bonds to Help Fund the Lane County Multi-Use Stadium.

AND

2. Move to direct the City Manager to schedule a work session on March 13, 2024, for Council to discuss any additional funding or information related to the Lane County multi-use stadium that is unknown at this time.

AND

3. Move to appoint Councilors _____, _____, and _____ to the voters’ pamphlet proponent committee for the GO Bond ballot measure to help fund the Lane County Multi-Use Stadium.

ATTACHMENTS

A. A Resolution Calling a City Election on May 21, 2024, for the Purpose of Referring to the Legal Electors of the City of Eugene a Measure Authorizing the Issuance of a Maximum of \$15,000,000 of General Obligations Bonds to Help Fund the Lane County Multi-Use Stadium.

FOR MORE INFORMATION

Staff Contact: Sarah Medary, City Manager
Telephone: 541-682-5010
Staff E-Mail: SMedary@eugene-or.gov

Staff Contact: Kathryn Brotherton, City Attorney
Telephone: 541-682-5010
Staff E-Mail: KBrotherton@eugene-or.gov

RESOLUTION NO. _____**A RESOLUTION CALLING A CITY ELECTION ON MAY 21, 2024, FOR THE PURPOSE OF REFERRING TO THE LEGAL ELECTORS OF THE CITY OF EUGENE A MEASURE AUTHORIZING THE ISSUANCE OF A MAXIMUM OF \$15,000,000 OF GENERAL OBLIGATION BONDS TO HELP FUND THE LANE COUNTY MULTI-USE STADIUM.**

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

A. The Emeralds minor league baseball team was established in Eugene in 1955 and is currently affiliated with the San Francisco Giants Major League Baseball (MLB) organization.

B. Since 2010 the Emeralds have played at PK Park, the University of Oregon baseball stadium. In 2020, the Emeralds were moved up to the High-A minor league classification (they were previously in a Short-A classification), which extended their game schedule season from approximately 76 games per year to approximately 132 games per year. With the extension of the Emeralds' season, ongoing conflicts with the UO baseball team's schedule and operations necessitate a new venue for the Emeralds. The Emeralds need for a new venue is exacerbated by new MLB facility standards for minor league baseball stadiums. These standards include requirements for enhanced training facilities, locker rooms, lighting, and other improvements.

C. Working with the Emeralds, Lane County developed a conceptual design for a multi-use stadium at the Lane County Fairgrounds (located at 796 W 13th Ave, Eugene, OR 97402) that would function as the Emeralds' home stadium and could also be programmed to accommodate the Lane County Fair, music events, sporting events, and other community events. This multi-use stadium has a projected capital cost of approximately \$90 million, plus an additional \$10 million for Lane County to relocate the existing Fairgrounds livestock building. The multi-use stadium would be publicly owned by Lane County and leased to the Emeralds.

D. As of February 21, 2024, the State legislature has awarded \$7.5 million for the project, and the Federal Immediate Occupancy program has awarded \$1.5 million for the project. Other identified project capital funds include \$13.5 million from the Emeralds ownership (Elmore Sports Group), that would be contributed in the form of \$10 million prepaid rent and \$3.5 million in miscellaneous equipment that could be utilized by all users of the stadium (concession equipment, outdoor tables/chairs etc.). Elmore Sports Group has also expressed plans to achieve approximately \$10 million in additional private funding for the project. In August 2022 the Lane County Board of Commissioners increased the local Transient Lodging Tax and Car Rental Tax by 2% and have presented this funding as secured for the project pending allocation by the Board of County Commissioners.

E. Currently, there is a funding gap that must be closed for the Lane County multi-

use stadium to be constructed at the Lane County Fairgrounds. The Emeralds, in partnership with Lane County, have sought \$15 million in capital funding from the City of Eugene to help close a portion of this funding gap.

F. To help close the Lane County multi-use stadium project's funding gap and to contribute the requested \$15 million in capital funding, the City Council determined that a \$15 million General Obligation Bond should be referred to the voters.

G. The bond proceeds will be put toward the capital costs of the Lane County multi-use stadium project at the Lane County Fairgrounds. The City of Eugene will not contribute any funds to the multi-use stadium's capital costs beyond the funds provided by the bond proceeds. If the Lane County multi-use stadium is not commenced (because the remaining funding gap is not closed or for any other reason), the bonds will not be sold, no bond proceeds will be generated, and no money will be provided to Lane County. If the Lane County multi-use stadium is constructed, the City of Eugene will not contribute any resources (staff or financial) to the operations and/or maintenance of the multi-use stadium.

H. The measure is expected to cost an average of \$0.08 per \$1,000 of assessed value each year. For a typical homeowner in the City, that would be approximately \$22 per year (about \$1.84 per month).

NOW, THEREFORE, based upon the above findings,

BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF EUGENE, a Municipal Corporation of the State of Oregon, as follows:

Section 1. A city election is called for the purpose of submitting to the qualified voters of the City a measure authorizing the issuance of a maximum of \$15,000,000 in principal amount of General Obligation bonds to be used for capital costs of a multi-use stadium at the Lane County Fairgrounds.

Section 2. The City Council orders this city election to be held in the City of Eugene, Oregon, concurrently with the primary election on the 21st day of May, 2024, in accordance with the provisions of Chapter 254 of the Oregon Revised Statutes, and the ballots shall be counted and tabulated and the results certified as provided by law.

Section 3. The City Recorder is directed to give not less than ten days' notice of the city election by publication of one notice in the Register Guard, a newspaper published in the City and of general circulation within the City.

Section 4. If approved by the electors, the proceeds from the sale of the bonds will be used only for capital costs related to construction of the Lane County multi-use stadium

located at the Lane County Fairgrounds and payment of bond issuance costs.

Section 5. This Resolution shall become effective immediately upon its adoption.

The foregoing Resolution adopted the ___ of day of _____, 2024.

City Recorder