

DOCUMENTS
LOCAL

Eugene
Spring
(1976)

DOC-LC
HT
168
.E9
E75
1976

1990 plan

EUGENE-SPRINGFIELD METROPOLITAN AREA 1990 GENERAL PLAN

Updated with Amendments, April 1976



LANE COUNCIL OF GOVERNMENTS

EUGENE - SPRINGFIELD
METROPOLITAN AREA
PLAN DIAGRAM

The preparation of this report was financially aided through a federal grant from the Department of Housing and Urban Development under the Planning Assistance Program authorized by Section 701 of the Housing Act of 1954, as amended. Project No. CPA-OR-16-1005.

Published August, 1972 by the Lane Council of Governments,
135 Sixth Avenue East, Eugene, Oregon 97401.

LANE COUNCIL OF GOVERNMENTS

Ken E. Omlid, Chairman
Lawrence A. Rice, Executive Director
Kenneth P. Battaile, Project Coordinator

CITY OF EUGENE

Lester E. Anderson, Mayor
James Pearson, Chairman Planning Commission
John Porter, Planning Director
Bill Sugaya, Eugene Project Coordinator

LANE COUNTY

Ken E. Omlid, Chairman Board of County Commissioners
Brian Obie, Chairman Planning Commission
Lee Miller, Planning Director
John Bennett, Lane County Project Coordinator

CITY OF SPRINGFIELD

Darwin Courtright, Mayor
H. A. Westerman, Chairman Planning Commission
Richard Johnson, City Planner

PLAN ADVISORY COMMITTEE

Edward C. Harms, Jr., Chairman

March, 1976

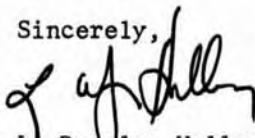
TO: All Metropolitan Area Citizens

This is a reprinting of the Eugene-Springfield Metropolitan Area 1990 General Plan. The amendments following this letter are included to insure that your copy is accurate and up to date. The amendments were proposed by the City of Eugene and referred for comment to Springfield, Lane County and the Metropolitan Area Planning Advisory Committee. No objections were received and the Lane Council of Governments Board of Directors ratified the amendments for inclusion into the 1990 General Plan.

The actual location of each amendment is included with the addendum. To further insure the accuracy of the Plan you may want to note the amendment in the appropriate location in the Plan's text or diagram.

Please do not hesitate to contact us if you have questions concerning these amendments.

Sincerely,



L. Douglas Halley
Executive Director

M:bmv
CDS:MAPAC

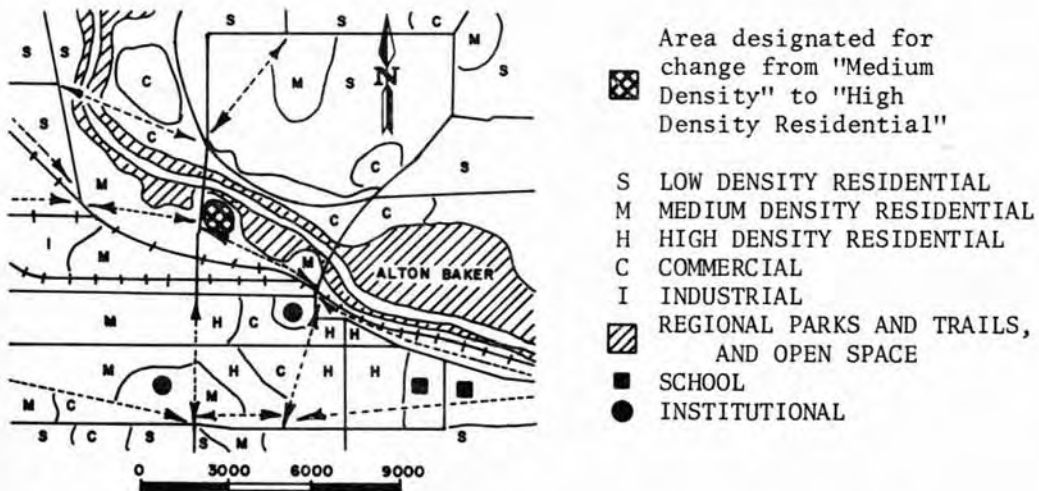
UNIVERSITY OF OREGON LIBRARY
EUGENE, OREGON

AMENDMENT TO THE EUGENE - SPRINGFIELD
METROPOLITAN AREA 1990 GENERAL PLAN

On July 29, 1975 the City of Eugene adopted resolution #2421 amending the Eugene-Springfield Metropolitan Area 1990 General Plan in the area west of Skinners Butte Park and south of the Willamette River. No objections were received from Springfield, Lane County, or the Metropolitan Area Planning Advisory Committee. Public hearings on the amendment were held by the City of Eugene. The L-COG Board of Directors ratified the amendment at their September 25, 1975 meeting.

The Eugene-Springfield Metropolitan Area 1990 General Plan is hereby amended in the following particulars

1. That the Eugene-Springfield Metropolitan Area 1990 General Plan diagram is hereby amended to allow high density use in the area west of Skinners Butte, south of the Willamette River and east of the Washington-Jefferson overpass in lieu of the present medium density designation. (See map below)



I hereby certify this amendment has been ratified by the Lane Council of Governments.

December 9, 1975
Date

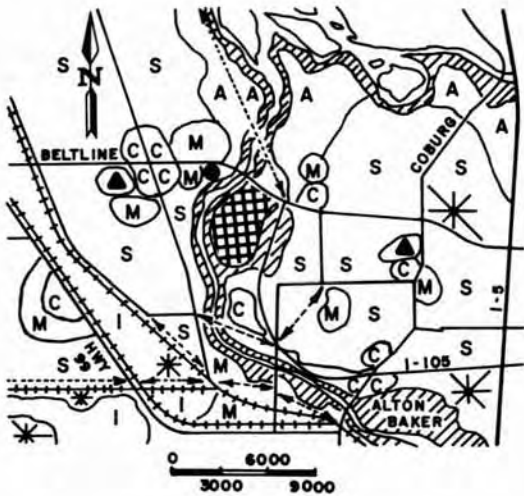
Ronell M. Paddock
Ronel M. Paddock, Chairman
Lane Council of Governments

AMENDMENT TO THE EUGENE - SPRINGFIELD
METROPOLITAN AREA 1990 GENERAL PLAN

On September 8, 1975 the City of Eugene adopted resolution #2440 amending the Eugene-Springfield Metropolitan Area 1990 General Plan in the Goodpasture Island area. No objections were received from Springfield, Lane County, or the Metropolitan Area Planning Advisory Committee. Public hearings on the amendment were held by the City of Eugene. The L-COG Board of Directors ratified the amendment at their October 23, 1975 meeting.

The Eugene-Springfield Metropolitan Area 1990 General Plan is hereby amended in the following particulars.

1. Deletion of the "Opportunity Area" description from the text of the 1990 General Plan (Opportunity Area No. 5, page 36) for the area west of Delta Highway and north of the gravel ponds on Goodpasture Island and
2. Modification of the 1990 Plan diagram (page 19) to delete the "Opportunity Area" designation and to substitute in lieu thereof a designation of "medium density residential" use for the area west of Delta Highway and north of the gravel ponds on Goodpasture Island. (See map below).



- AREA CHANGED FROM "OPPORTUNITY AREA" DESIGNATION TO "MEDIUM DENSITY RESIDENTIAL DESIGNATION"
- S LOW DENSITY RESIDENTIAL
- M MEDIUM DENSITY RESIDENTIAL
- C COMMERCIAL
- A AGRICULTURAL
- I INDUSTRIAL
- REGIONAL PARKS AND TRAILS, AND OPEN SPACES
- SCHOOL
- PUBLIC FACILITY
- OPPORTUNITY AREAS

I hereby certify this amendment has been ratified by the Lane Council of Governments.

December 9, 1975
Date

Ronell M. Paddock
Ronel M. Paddock, Chairman
Board of Directors
Lane Council of Governments

AMENDMENT TO THE EUGENE - SPRINGFIELD
METROPOLITAN AREA 1990 GENERAL PLAN

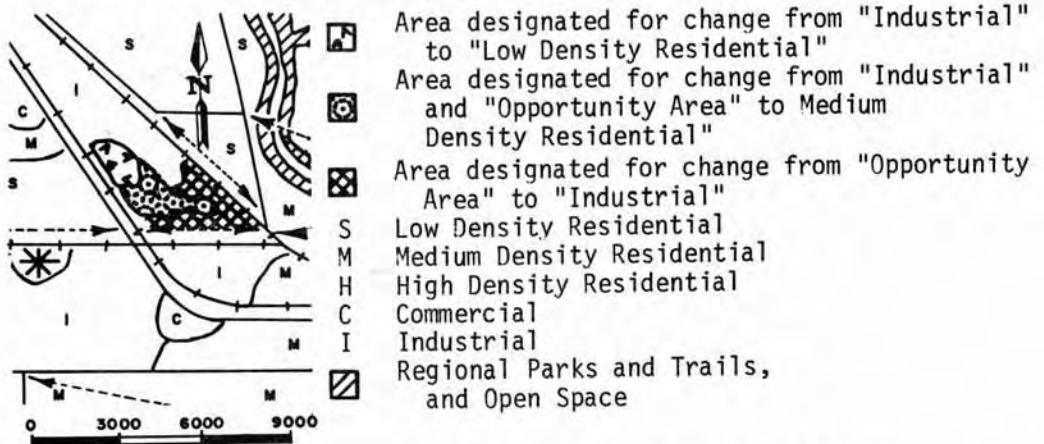
On December 22, 1975 the City of Eugene adopted Resolution #2468 amending the Eugene-Springfield Metropolitan Area 1990 General Plan in the Bethel Drive area. No objections were received from Springfield, Lane County, or the Metropolitan Area Planning Advisory Committee. Public hearings on the amendment were held by the City of Eugene. The L-COG Board of Directors ratified the amendment at their February 26, 1976 meeting.

The Eugene-Springfield Metropolitan Area 1990 General Plan is hereby amended in the following particulars.

1. The current 1990 General Plan recommendations for the Bethel Drive area regarding its appropriateness for industrial use (see current Plan Diagram and Opportunity Area, Redevelopment Area No. 4, page 37) are amended to reflect the retention of both residential and industrial uses in the area:
 - a. the 1990 General Plan, Plan Diagram, is amended by removing the Opportunity Area designation in the Bethel Drive area;
 - b. the text regarding Opportunity Area, Redevelopment Area No. 4 in the Plan is deleted; and
 - c. the policies listed below for the Bethel Drive area together with the proposed land uses indicated on the Bethel Drive Area Existing and Proposed Land Use Map are to be considered as the replacement for the current 1990 General Plan recommendations.
2. Highest priority should be given to preserving housing in the Bethel Drive area; it should be recognized for what it is, an irreplaceable resource. Support for its continued viability should be provided along the following guidelines:
 - a. efforts should be made to upgrade the public facilities and services in the area, particularly addressing street conditions and the need for part land; and
 - b. efforts to upgrade public facilities and services should consider alternatives to full assessment where hardship can be established.

3. Any changes in zone within the Bethel Drive area should conform to the following guidelines:
 - a. industrial development should not occur where it would take access from the same local street which serves existing residential development in areas where land use proposed in this plan indicates retention of existing residential development.
 - b. where substantial industrial development exists and takes access from a local street which also serves residential development, the viability of the residential zoning can be questioned; and
 - c. site review procedures should be required for lots along the industrial/residential edge as well as for residential development of lots with frontage on an arterial.

4. Consideration of Highway 126 within the context of the ESATS Update should include discussion of the potential impact of that facility on the Bethel Drive community. Particular attention should be paid to maintaining access to Roosevelt Boulevard from Bethel Drive and Foch Street.



I hereby certify this amendment has been ratified by the Lane Council of Governments.

February 26, 1976
Date

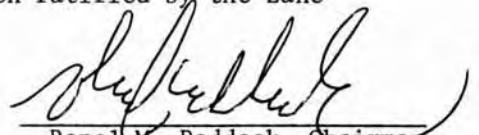

Ronel M. Paddock, Chairman
Lane Council of Governments

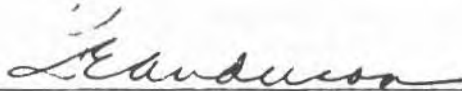
TABLE OF CONTENTS

INTRODUCTION	1
MAJOR ELEMENTS	5
Findings	6
Assumptions	7
Goals	8
Growth Form	10
Urban Service Area	12
<i>Urban Service Area Plan Diagram</i>	<i>15</i>
METROPOLITAN AREA PLAN DIAGRAM	17
<i>Metro Legend</i>	<i>18</i>
<i>Metro Plan Diagram</i>	<i>19</i>
SPECIFIC ELEMENTS	21
Land Use - General	22
Land Use - Residential	25
Land Use - Commercial	28
Land Use - Industrial	31
Land Use - Opportunity Areas	35
Environmental Resources	39
Transportation	43
Public Utilities, Services and Facilities	47
Parks, Recreation and Open Space	53
Environmental Design	57
Participation, Review and Amendment	60
APPENDICES	
Appendix A - Mahlon Sweet Field Area	66
Appendix B - 1985 Corridor Traffic Volumes	68
<i>1985 Corridor Traffic Volume Diagram</i>	<i>69</i>
Appendix C - Research Section	70

CERTIFICATION

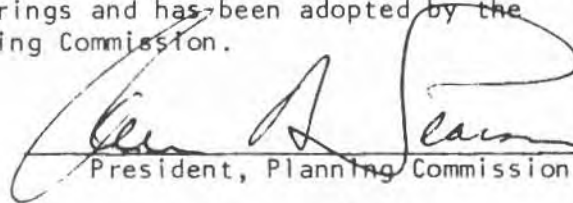
CITY OF EUGENE

We hereby certify that the Eugene-Springfield Metropolitan 1990 General Plan has been submitted to the public for hearings and has been adopted by the Eugene City Council and the Eugene Planning Commission.



Mayor, City of Eugene

March 27, 1972
Date of Adoption



President, Planning Commission

January 26, 1972
Date of Adoption

LANE COUNTY

We hereby certify that the Eugene-Springfield Metropolitan 1990 General Plan has been submitted to the public for hearings and has been regularly adopted by the Lane County Board of County Commissioners (Board Order 62-3-29-9, dated March 29, 1972) upon recommendation for adoption by resolution of the Lane County Planning Commission (dated January 26, 1972).



Chairman
Board of County Commissioners

March 29, 1972
Date of Certification

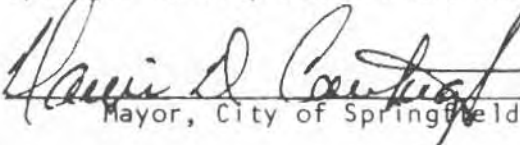


Chairman, Planning Commission

January 26, 1972
Date of Certification

CITY OF SPRINGFIELD

We hereby certify that the Eugene-Springfield Metropolitan 1990 General Plan has been submitted to the public for hearings and has been adopted by the Springfield City Council and the Springfield Planning Commission.



Mayor, City of Springfield

April 3, 1972
Date of Adoption



Chairman, Planning Commission

January 26, 1972
Date of Adoption

LANE COUNCIL OF GOVERNMENTS

I hereby certify that the Eugene-Springfield Metropolitan 1990 General Plan has been adopted by the Lane Council of Governments.



Chairman, Lane Council of Governments

April 13, 1972
Date of Adoption

INTRODUCTION

The Eugene-Springfield Metropolitan Area lies at the head of Western Oregon's Willamette Valley, approximately 100 miles south of the famed Columbia River. Although the study area for the General Plan comprised more than 360 square miles of land containing such smaller communities as Junction City, Creswell, Coburg and Veneta, major attention was given to the metropolitan area containing some 90 square miles and 140,000 people.

For a century development has occurred in the Eugene-Springfield metropolitan area with explosive population and economic growth taking place after World War II and on into the 1960s.

Today, changed demands in type and location of housing, changed consumer patterns, central business district deterioration and rapidly increasing demands for public service have all created a situation in which many assumptions held in the past are no longer valid.

Each year sees new housing, commercial and industrial developments spreading outward from the urban centers, devouring valuable agricultural land and complicating the problems of transportation and public utility expansion. We are forced to face the question of how spread-out we can allow our urban areas to become in relation to the cost of urban services, including utility expansion, transportation, schools, etc.

These are some of the problems the metropolitan area faces -- rapid consumption of natural resources, air and water pollution, deterioration of a pleasant urban environment, transportation deficiencies, inadequate community park and recreation development, central business

district deterioration, public utility expansion, and urban sprawl. They are physical problems; the kind of problems that planners traditionally deal with; the kind of problems which the General Plan seeks to deal with. But they are not the only problems. Social as well as physical problems exist in the area.

We must face the fact that poverty exists in the area and that part of the reason for its existence is that we have failed to plan for the needs of low income residents. Consider, for example, the matter of housing. There is no lack of housing, for sale or for rent, in the area, but there is a lack of housing matched to the needs and incomes of buyers and renters.

However, the effect of the General Plan on social problems will, of necessity, be indirect because the General Plan deals with physical development. Since physical development affects the social situation, attention must be given to social problems when laying down planning policies.

The aim of planning is to provide the best possible environment for all people, not just for a privileged majority.

In terms of form, the General Plan is not a zoning ordinance or a blueprint for the specific development of particular buildings, highways and so on. Such specific recommendations would soon be outdated. Instead, the General Plan presents a number of broad development guidelines. Some specific details are provided, but they serve as illustrative examples of possible applications of the guideline policies rather than as fixed decisions. The policies can be applied to individual projects or area plans conceived by local government agencies or private developers. In other words, the General Plan, which is long-range, comprehensive and focused on physical development, provides a flexible guide for specific developmental decision making. It does not, in itself, set down the decisions.

The General Plan is oriented to deal with large-scale, persistent, area-wide problems that beset the metropolitan area. Several of those problems have been examined at length in a series of special reports prepared in conjunction with the General Plan.

- (1) Problems of resource, conservation and land use related to the area's aggregate mining and processing industry are reviewed in the report, Sand and Gravel.
- (2) The Three Valleys report explains the importance and methods of regional planning in the metropolitan area. A section of the

report details the metropolitan community goals formulated as part of the preparation of the General Plan.

- (3) Crisis: Air and Crisis: Water probe the background of the area's serious air and water pollution problems and offer numerous recommendations on what can be done to correct the problems.
- (4) In The Quest for Scenic Quality, 190 photographs are utilized to provide a visual examination of the urban environment and suggest methods of improving environmental qualities.
- (5) For information on traffic problems in the area, read the several volumes of the Eugene-Springfield Area Transportation Study.
- (6) The Eugene-Springfield Transit Study, discusses the problems and possible solutions of mass transit in the metropolitan area.
- (7) The Central Lane Regional Parks report describes regional parks needs and points up the need to administer regional park on an area-wide basis so that development and maintenance can be carried out efficiently.
- (8) The Water Master Plan and Sewerage Master Plan details future water and sewer systems -- their requirements and comparative costs.

In addition, studies are now being made of the problems that plague the central business districts of Eugene and Springfield, and action programs are being developed.

Because of its general nature, the plan is suitable for annual review and amendment (though it should be revised only in response to fundamental changes). The plan will retain its value in the face of new conditions and altered needs only if yearly review and necessary amendments are carried out.

The Plan, when adopted, becomes public policy -- therefore the method of adoption is by resolution of the City Councils and by order of the Board of Commissioners. Upon adoption it then becomes the official guidelines for future decision-making by these elected officials with respect to public facilities and services and private land use control. As public policy it will provide the guidelines for how the means of implementation should be directed. In addition, citizens are better able to make their own decisions with the knowledge of anticipated action by public bodies. The various methods to implement the Plan may be by ordinance

or by resolution/order. Development regulations, such as building and housing codes, zoning, subdivision, sign, flood plain development ordinances, mapped streets acts, etc., require adoption by ordinance as law. Other means to implement the Plan are matters of policy and do not carry the force of law, such as long-range financial plans for public facilities and programs, matters of cooperation between governmental agencies, encouragement of public participation in the planning process, etc. Still other proposed means to implement the Plan are intended as suggestions by the Cities and County (in the interest of cooperation, coordination, and mutual benefit) to agencies and organizations outside the authority of the City Councils and the Board of Commissioners, such as utility, school and park districts, the Air Pollution Authority, state and federal agencies, and private organizations (e.g., professional, private utilities, etc.). Finally, other means of implementation are indicated as a need for further study and appropriate follow-up action for various specific matters of concern.

MAJOR ELEMENTS

The metropolitan area General Plan consists of statements of goals and recommendations and accompanying illustrations to guide the development of the metropolitan area. The plan indicates how the various elements of the metropolitan community can be developed in order to attain the compact growth form consistent with achievement of the General Plan goals.

As statements, the General Plan goals are descriptions of ends that the metropolitan community should strive to achieve. They are directed at both the correction of existing problems and the anticipation of future growth and improvement. The goals were developed after certain assumptions were made concerning the metropolitan area, and with consideration toward what was found to exist in the community.

The General Plan goals, objectives and recommendations are statements of policies and procedures that can be used to guide the development of the metropolitan area. The application of the Plan to land use projections is illustrated in the Metropolitan Area Plan Diagram - 1990.

These goals, objectives and recommendations set down the broad criteria used to locate the general categories of land use, public facilities of metropolitan-wide importance, and transportation. The goals and recommendations are intended to serve as the core of the General Plan while the Plan Diagram is merely a graphic representation of the goal and recommendation statements applied to land use needs presently and in the future.

During the course of the development of the General Plan, many careful investigations were undertaken on existing and projected conditions in the metropolitan area. The outcome of these investigations resulted in certain basic determinations being made about the community. The determinations regarding existing conditions are summarized and presented here as findings and those regarding projected conditions as assumptions.

findings

- (1) The cities of Eugene and Springfield simply followed logical paths of least resistance in their growth prior to the 1940s; paths dictated largely by the physical characteristics of the land.
- (2) The 1959 Development Plan that seemed far in advance of area needs in 1959 is now seriously outdated, and because it fails to state underlying objectives and policies, it does not lend itself to revision or alteration to meet the needs of today and tomorrow.
- (3) The urban, suburban and rural districts within the Eugene-Springfield metropolitan area are interrelated geographically, economically and socially.
- (4) There is adequate land within the existing (1969) city limits of Eugene and Springfield such that population could double with no change in existing density requirements.
- (5) Orderly metropolitan growth cannot be accomplished without the coordination of public investments. Such coordination can be achieved most readily through detailed scheduling of priorities.
- (6) When we allow urban growth to occur without consideration for the physical characteristics of the land, we are in danger of damaging the livability of the area and creating problems that are difficult to solve.
- (7) An inherent problem in the physical development of cities is the lack of consideration given to the people and their social and psychological needs.
- (8) The structure of local government must be changed, not only in order to effectively implement the General Plan, but in order to solve a host of service, taxation and program development problems.
- (9) The present growth form of the Eugene-Springfield metropolitan area can best be described as confused, with uneven scatteration of development outward causing many problems for the metropolitan area. Growth in the metropolitan area has not been orderly.

assumptions

- (1) A substantial population increase from the present level of approximately 140,000 to an estimated 235,000 by 1990 is expected if current trends continue. One significant aspect of the future local population will be its comparative youth.
- (2) During the next 20 years, the Eugene-Springfield metropolitan area is expected to experience continuing growth of the local economy.
- (3) Increasing employment in basic industries for skilled workers is expected; jobs for unskilled workers are not likely to increase much, if any, above present levels, while service industry employment will increase to approximately 64% of total local employment.
- (4) Any expansion of existing industries and arrival of new basic industries could affect the growth of the Eugene-Springfield Metropolitan Area.
- (5) The Eugene-Springfield metropolitan area's growth and associated growth pattern can be controlled by public policies.
- (6) The Eugene-Springfield metropolitan area does not yet face all the overwhelming urban problems that plague many of the nation's cities.
- (7) Development will take place substantially within the existing metropolitan area and/or satellite communities (for example, Junction City, Veneta, Coburg, Goshen, etc.).
- (8) Social problems will be considered concurrently with the development and implementation of planning policies.

goals

LAND USE

WE MUST ENCOURAGE AN ORDERLY CONVERSION OF LAND FOR URBAN USES AND SIMULTANEOUSLY PROTECT THOSE LANDS BEST SUITED FOR NON-URBAN LAND USES.

WE MUST USE OUR LAND EFFICIENTLY.

ENVIRONMENTAL RESOURCES

WE MUST PROTECT NATURAL RESOURCES AND ENCOURAGE THEIR WISE MANAGEMENT, PROPER DEVELOPMENT, AND RE-USE.

TRANSPORTATION

WE MUST PROVIDE FOR A BALANCED TRANSPORTATION SYSTEM TO GIVE MOBILITY TO ALL CITIZENS.

PUBLIC UTILITIES, SERVICES AND FACILITIES

WE MUST PROVIDE PUBLIC UTILITIES, SERVICES AND FACILITIES IN AN ORDERLY AND EFFICIENT ARRANGEMENT.

PARKS, RECREATION AND OPEN SPACES

WE MUST MAINTAIN A VARIETY OF OPEN SPACES.

WE MUST DEVELOP A BALANCED PARK SYSTEM WITH REGIONAL, COMMUNITY AND NEIGHBORHOOD PARKS TO SERVE ALL THE CITIZENS.

WE MUST EXPAND THE OPPORTUNITIES FOR OUTDOOR RECREATION.

ENVIRONMENTAL DESIGN

WE MUST CREATE AND PRESERVE WORTHWHILE DISTINCTIVE QUALITIES IN OUR NEIGHBORHOODS.

WE MUST OFFER A GREATER VARIETY OF LIVING ENVIRONMENTS.

WE MUST ENCOURAGE THE DEVELOPMENT OF OUR ENVIRONMENT TO MAXIMIZE OUR NATURAL ADVANTAGES.

WE MUST PRESERVE AND ENHANCE THE USE AND VIEWS OF NATURAL FEATURES.

WE MUST STRIVE FOR AN ENVIRONMENT WHICH IS FUNCTIONAL AND VISUALLY ATTRACTIVE, AND WHICH ENCOURAGES THE BEST PRINCIPLES OF URBAN DESIGN.

WE MUST SECURE A HEALTHFUL AND ATTRACTIVE ENVIRONMENT FOR THIS AND FUTURE POPULATIONS.

CITIZEN PARTICIPATION

WE MUST ENSURE THAT THE GENERAL PLAN IS RESPONSIVE TO CHANGING CONDITIONS AND COMMUNITY ATTITUDE.

WE MUST PROVIDE MEANINGFUL CITIZEN PARTICIPATION IN THE PLANNING PROCESS.

growth form

In order to more effectively deal with the problem of urban sprawl and scatteration of growth, the General Plan proposes to implement a compact growth pattern. In general, it means the filling in of vacant urban land and the redevelopment of sections of our community where people no longer want to live or own businesses. When outward expansion is necessary, it should be channeled onto our least productive agricultural lands.

The present physical form of the metropolitan area can best be described as confused. Two central business districts, those of Eugene and Springfield, exist close together with their respective developments radiating outward in uneven patches of growth. At the edges of the metropolitan area, development is spreading out and overrunning substantial areas of fertile agricultural land that would be of greater value to the economy of the area if planted with crops rather than houses.

SCATTERATION

Scatteration is a form of leap-frogging urban growth that leaves vacant lands within and near the central portions of the metropolitan area and, at the same time, encourages the growth of isolated residential developments far from the metropolitan center. This form of growth currently plagues our area.

Scatteration tends to:

- increase the value of vacant land left between new developments to the point that the fill-in process is delayed.
- cause unnecessary encroachment on good agricultural lands.
- make it difficult to provide schools, roads, water, sewerage, fire protection and other public services.
- destroy the concept of neighborhoods, due to the incomplete and inefficient use of the land resource.
- require that schools be located so far apart that many children must be bused to school.
- require the installation and maintenance of more miles of streets than would otherwise be required.
- cause neighborhood parks to be located too far apart for children to reach on foot.

- lead to taxes to support government services at rates so high as to jeopardize the area's economy.
- bring financial hardship on owners of undeveloped intervening properties through which utilities must pass.

OBJECTIVES

The compact urban growth form was selected from a number of alternative growth patterns after careful evaluation and comparative analysis. The Eugene-Springfield Metropolitan Area General Plan reflects the concept of compact urban growth as a form to follow in order that the following objectives may be achieved:

- . Preservation of prime, agricultural land from urban development.
- . Elimination of urban development in the flood plain area.
- . Reduction of scatteration and urban sprawl.
- . Reduction of the amount of public utilities which will not be used efficiently for many years.
- . Encouragement of development of vacant land where services are available thus capitalizing on the public expenditures already made for these services.
- . Shaping and regulating urban form and growth and preservation of the special character of the area.
- . Protection of open space.
- . Minimize the need for more outer beltline roads.
- . Making urban mass transit more economically feasible thus lessening the need for an auto-dominated transportation system.

urban service area

Intent and Purpose

The Urban Services Area concept is an important part of the Eugene-Springfield Metropolitan Area 1990 General Plan. It is intended to provide that development in the metropolitan area which will require urban services will have at least the "minimum level of urban services" at the time development is completed. It is further intended that concerted efforts will be made to provide the "full range of urban services" in these areas. Finally, it is intended to provide the public and private sectors with guidelines for developmental and program decision-making (i.e., the planning, programming, and financing for the provision of urban services and private development coordinated with this process) which will result in public and private financial savings to the citizens.

The Urban Service Area is intended to be one of the major tools for implementing the Compact Growth Form. One of the objectives of the Compact Growth Form is to provide the smaller, outlying communities with choices in the determination of their own destiny. Such a choice will be pre-empted for any community if it is engulfed by the unlimited outward extension of the metropolitan area. The Plan does recommend that these communities adopt a similar compact growth form. Most communities will develop their own municipal services system. However, for some services it may be feasible for them to directly tie into the metropolitan system at some future point in time without necessitating the outward extension of the Urban Service Area to include all areas in between.

Definitions

1. The "Urban Service Area" is the actual geographic portion of the metropolitan area at any point in time in which a "minimum level of urban services" are available or will be imminent. The limits of such an area will be extended from time-to-time through the cooperation of the developer and local government.
2. The "projected Urban Service Area" is the estimated geographic area within which a full range of urban services will need to be extended or provided to accommodate urban development at any future point in time (such as 1990).

3. The "Minimum Level of Urban Services" are the following utilities, services and facilities:

- . public water supply
- . public sanitary sewers
- . electric power
- . urban level of police and fire protection
- . solid waste collection
- . streets with curb, gutter and sidewalks
- . parks

4. The "Full Range of Urban Services" are the following utilities, services and facilities:

- . those defined as "minimum"
- . storm sewers
- . mass transit
- . natural gas
- . street lighting
- . municipal level police protection
- . library services
- . schools located so as to require minimal busing
- . local parks and recreation programs
- . designated open spaces

Criteria for Establishing the Projected 1990 Urban Service Area

The projected 1990 Urban Service Area is based upon the following criteria:

Physical

- . Mountains
- . Rivers and Flood Plains
- . Arsenic potential areas
- . Preservation of natural resources
 - sand and gravel, forests
 - agricultural soils
- . Agricultural production
- . Soil suitability for septic tanks
- . Ground water supplies
- . Location of satellite communities

Public and Semi-Public Economy

- . Public transportation
- . Street lighting
- . Police protection
- . Storm water sewers
- . Sanitary sewers
- . Solid waste collection & disposal
- . Schools
- . Libraries
- . Fire Stations
- . Streets and roads
- . Parks
- . Open space
- . Electrical power

Private Economy

- . Communications
- . Natural gas
- . Broad selection of life styles
- . Broad selection of commercial goods
- . Broad selection of jobs
- . Housing

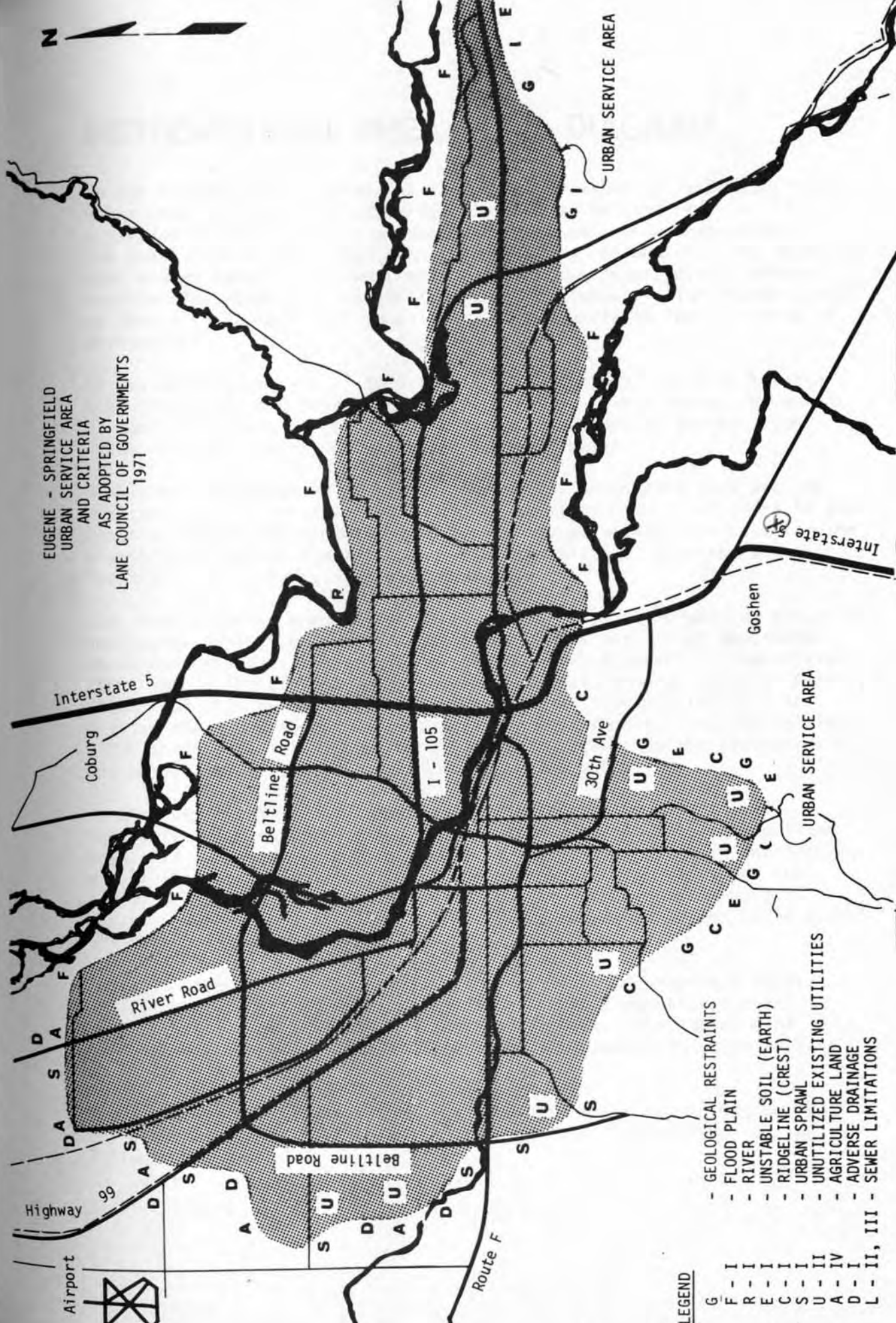
Gross Area to be Served

- . Employment projections
- . Population projections
- . Metropolitan area land use space need projections

Adjustment of the Urban Service Area

The Urban Service Area will be extended from time-to-time in the development process. When extended it must be in conformity with the policies and recommendations of this Plan. The projected Urban Service Area can be adjusted upon subsequent major re-evaluations of, and amendments to, the Plan (e.g., a 1995 Projected Urban Service Area as estimated in 1975.) The criteria for making future projections should be similar to those used for the initial projection in order to achieve the "Compact Urban Growth" form.

EUGENE - SPRINGFIELD
 URBAN SERVICE AREA
 AND CRITERIA
 AS ADOPTED BY
 LANE COUNCIL OF GOVERNMENTS
 1971



- LEGEND**
- G - GEOLOGICAL RESTRAINTS
 - F - FLOOD PLAIN
 - R - RIVER
 - E - UNSTABLE SOIL (EARTH)
 - C - RIDGELINE (CREST)
 - S - URBAN SPRAWL
 - U - UNUTILIZED EXISTING UTILITIES
 - A - AGRICULTURE LAND
 - D - ADVERSE DRAINAGE
 - L - SEWER LIMITATIONS

I, II, III

METROPOLITAN AREA PLAN DIAGRAM

On the illustrative diagram the amount and location of land required for urban uses is based on rough projections of urban land needs to 1990. A surplus of land has been allocated in each case as a hedge against the possibility that population forecasts are low and in order to assure that enough land will be available for each use regardless of unforeseeable circumstances. In addition, the surpluses provide enough space so that a broad choice of locations will be available for all types of development.

In designating amounts of land for various purposes, the plan balances urban land uses and related public facilities. For example, the amount of land designated for shopping purposes is related to the projected needs of residents of designated residential areas.

A primary consideration in the arrangement of urban land uses was the creation of a pattern that will utilize existing urban facilities to the greatest degree and minimize (and eventually eliminate) the need for the excessively expensive extension of public utilities, services and facilities to outlying, isolated developments.

The urban pattern proposed by the preliminary plan is organized around the Eugene-Springfield metropolitan area. This pattern of development encourages the physical and political autonomy of satellite communities (for example, Coburg, Marcola, Goshen, Creswell, Veneta, Junction City). Because of this autonomy, the satellite communities will be free to develop their own special atmospheres and appearances. The communities will, therefore, offer complements and alternatives to the atmosphere and appearance of the more urban metropolitan area.

In the future, new towns, additional urban centers or large scale institutional developments may be established outside the metropolitan area. If the need for such a development is demonstrated in the future, and if the nature and location of the proposed development does not conflict with the metropolitan goals, the plan should be amended to include the new area and show any necessary reduction in the urban areas now shown on the plan.

Finally, note that the plan does not offer detailed proposals related to neighborhood and community facilities. Such proposals properly belong in more detailed community and area plans. The emphasis of this metropolitan area General Plan is on the broad allocation of land for urban use.

For more detailed discussion of the items presented on the map and in the previous chapters, please read the Specific Elements chapter, which follows.

LAND USES



LOW DENSITY RESIDENTIAL - 1 to 10 dwelling units per acre.



MEDIUM DENSITY RESIDENTIAL - 11 to 20 dwelling units per acre.



HIGH DENSITY RESIDENTIAL - Over 20 dwelling units per acre.



COMMERCIAL - Central business districts, regional shopping centers and community shopping district. (Due to the general nature of the Plan Diagram, neighborhood commercial centers are not shown: refer to text for basic location standards.)



AGRICULTURAL - Primarily reserved for agriculture and related activities, some localized areas within may be considered as "rural" provided they do not conflict with adjoining agriculture uses.



INDUSTRIAL - Major centers for manufacturing, warehousing, and wholesaling.



RURAL - General agriculture, open space, woodland, rural residential (average parcel size of five acres or greater based on development patterns, soil types and other natural conditions). Urban level of service not likely within the current planning period. Portions of these areas may also provide needed space for urban development after 1990 or sooner in the event that urban growth occurs at a faster rate than projected.



FOREST



SAND AND GRAVEL EXTRACTION - Sand and gravel is an interim use, the ultimate use being redevelopment of the site for recreation or open space.



REGIONAL PARKS AND TRAILS, AND OPEN SPACES



OPPORTUNITY AREAS - Land areas of existing unique characteristics suitable for large scale developments or redevelopment as recommended in the text.

PUBLIC FACILITIES



SCHOOL COMPLEXES



UNIVERSITY AND COLLEGE



INSTITUTIONAL - Civic center, fairgrounds, airport, etc.

TRANSPORTATION



EXISTING MAJOR HIGHWAYS



TRANSPORTATION NEEDS CORRIDOR - (under study)

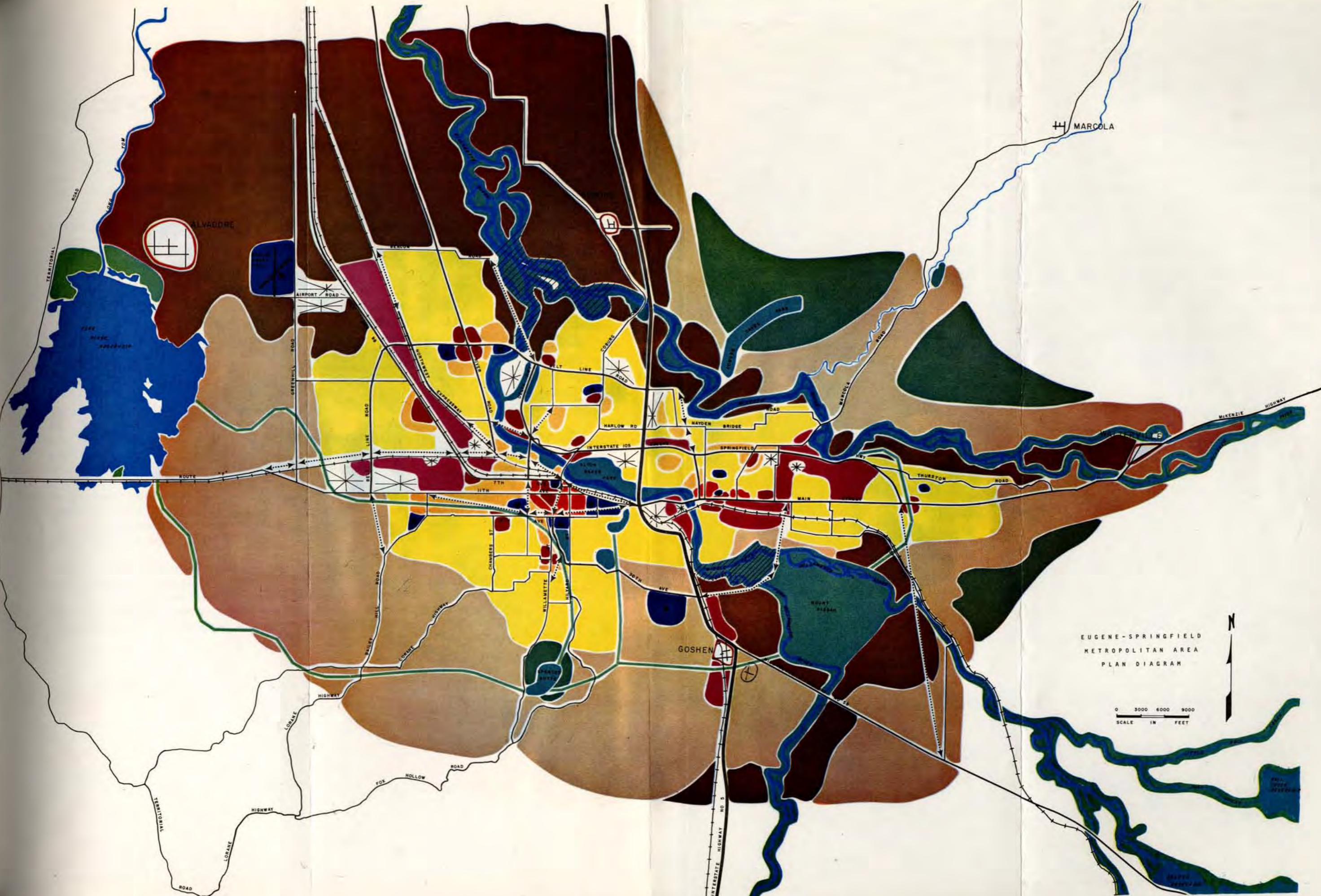


RAILROADS



EXISTING SATELLITE COMMUNITIES For which specific local plans should be developed and adopted.

NOTE: In interpreting proposals shown on this plan diagram, it is necessary to refer to the findings, goals, objectives, recommendations and descriptive analyses contained in the text to gain a complete understanding of the General Plan.



MARCOLA



EUGENE-SPRINGFIELD
METROPOLITAN AREA
PLAN DIAGRAM

0 3000 6000 9000
SCALE IN FEET



SPECIFIC ELEMENTS

Each of the following seven sections deals with a particular element of the General Plan: Land Use; Environmental Resources; Transportation; Public Utilities, Facilities, and Services; Parks, Recreation and Open Spaces; Environmental Design; and Participation, Review, and Amendment.

Taken together, these individual elements constitute the heart of the Eugene-Springfield Metropolitan Area 1990 General Plan. It should be stressed that each is inherently related to the other. However, they are treated here individually in order to facilitate the use of this Plan.

During the course of development of the General Plan, many careful investigations were undertaken on existing and projected conditions in the metropolitan area. The outcome of these investigations resulted in certain basic determinations being made regarding each of the elements. These determinations are summarized and presented here in written form as the findings.

These findings in turn formed the base from which statements were developed setting forth broad, long-range ideals for achievement. These then are the goals -- word descriptions of what this metropolitan community considers ultimately desirable -- and thus, ends toward which individual policies, programs, and efforts may be directed.

As stated, the goals are purposely quite general and long-range; consequently, to facilitate their use in evaluating specific proposals or initiating immediately attainable ends, a number of specific objectives are presented with each goal.

Also presented are statements of what is needed in the way of policies and procedures to guide the community in the manner suggested by each of the specific elements. These are the guidelines for action -- the specific recommendations for implementation of the goals and the objectives of the General Plan elements.

land use—general

The Land Use Element of the Eugene-Springfield Metropolitan Area 1990 General Plan refers to the use of the land for residential, commercial, and industrial purposes. Further, it considers those areas where special opportunities exist for both large scale development of new areas and the re-use or redevelopment of older areas; these are the opportunity areas.

FINDINGS

- (1) Compact urban growth provides the greatest public economies.
- (2) Scatteration currently is a problem in the urban area.
- (3) Scatteration can increase the value of vacant land left between new developments to the point that the fill-in process is delayed.
- (4) Scatteration tends to lead to a property tax for governmental services at a rate so high as to jeopardize the attraction of new industry and commerce essential to the area and economy.
- (5) The location and intensity of employment centers in relation to the location of residential areas is a vital part of specific efforts to properly locate new activity in an orderly manner.
- (6) A continuous reevaluation of our land use needs in relation to our land supply will provide a basis for opening land to development in a sequence which encourages orderly development.
- (7) Major employment centers include the central business district of Eugene, the University of Oregon, the Southern Pacific yards, West Eugene industrial area, and the East Springfield industrial area.

GOALS

WE MUST ENCOURAGE AN ORDERLY CONVERSION OF LANDS FOR URBAN USES AND SIMULTANEOUSLY PROTECT THOSE LANDS BEST SUITED FOR NON-URBAN TYPE LAND USES.

WE MUST USE OUR LAND EFFICIENTLY.

OBJECTIVES

- . Reduce amount of urban scatteration and sprawl.
- . Strive for compact growth and development.
- . Utilize the least productive lands for needed urban expansion wherever possible.
- . Conserve those lands needed to accommodate expected urban growth.
- . Encourage new and maintain existing non-urban land uses where productive or beneficial.
- . Provide for the development of land in a sequential manner.
- . Ensure that the land supply is kept in proper relationship to the land use needs.

RECOMMENDATIONS

1. Community growth must be placed in proper balance and perspective with other community aspirations and needs, which may be of equal or greater importance. Constant evaluation of the many physical, economic and social factors relating to growth must include not only considerations for the maintenance of a livable physical environment, but also equal accessibility to economic and social opportunities for all citizens.
2. Control of the location, timing and financing of the major public investments that directly influence the growth form of the metropolitan area must be authorized on a metropolitan-wide basis. At the least, this should include control over school type locations, sewage collection and treatment, water service and major transportation facilities. For enhancement of environmental quality, provision must be made for the parallel development of parks, open space and mass transit.
3. Implement the urban service area concept, as the principal means to attain the compact urban growth form recommended in the plan. The planning, programming and financing for the provision of all urban services should then be concentrated inside the urban service area.
4. A public policy must be developed to encourage the proper growth and development of the numerous satellite communities close to the metropolitan area. These small communities must be encouraged to develop their own plans and program needs for compact urban development.

5. In order to maintain the existing physical autonomy of the satellite communities, urban development on agricultural and rural lands surrounding the metropolitan area must be restricted.
6. The Lane Community College area is recommended for "rural" development which recognizes the area's potential for urban development beyond 1990 or sooner in the event that urban growth occurs at a faster rate than projected for the metropolitan area. The designation for "rural" development in the present planning period is based upon the following reasons:
 - a. The projected initial capital expenditures for five basic services (fire protection, water service, electrical service, sewers, and transportation) needed for full development of the area is nearly 7.4 million dollars.
 - b. There are additional needed urban services which cannot be readily defined in dollars terms (police protection, parks schools, etc.) for the area and therefore would be difficult to assess to the owners of land benefiting from these services, thus requiring that the general public participate in the investment in these services.
 - c. There are presently undeveloped areas with existing urban services which have been provided at public expense in other areas.
 - d. There are developed areas which do not have and which need public investment in urban services on an earlier priority than undeveloped areas.

The 1990 Plan Diagram designation of Public Facilities--"University and Colleges" in this area refers only to the Community College. Any other development in the area would be in conflict with this Plan. Subsequent re-evaluations of the Plan should reconsider the appropriateness of this "rural" area designation for urban development based upon (1) the metropolitan area's need for additional or alternative growth areas, (2) the physical, social, and economic relationship with the entire metropolitan area, and (3) the availability of a general purpose governmental entity with the financial and operational mechanism to supply a "minimum level of urban services"--in essence the criteria for adjusting the "Urban Services Area."

land use—residential

The residential land use element considers that land where people live; and, as a land use, it occupies the largest amount of developed land in this urban area. The General Plan indicates these residential areas in terms of housing density, which refers to the number of dwelling units per acre of land. A number of basic considerations are taken into account when determining the various residential locations and their respective densities. Some of these considerations are: projected population growth and its probable distribution, existing and projected development patterns, general accessibility, and the types and quantity of needed services and facilities. In addition, such natural conditions which complement or hazards which inhibit residential growth, such as topography, soil types, geology, air sheds, flooding, must be considered. This element takes on added importance since the need for shelter and a place to live is a basic requirement of man and one which is often a serious problem in areas of large population growth. Further, the residential element of the plan plays an important part in determining the livability of the metropolitan area.

FINDINGS

- (1) There are a number of existing residential areas that seem likely to lose or have already lost much of their residential or neighborhood identity.
- (2) The amount of vacant land presently zoned for residential use represents at least a 50 year inventory.
- (3) Undeveloped subdivision lots represent a heavy public investment that is lying dormant.
- (4) Public investment in facilities for undeveloped lots has limited the ability of the metropolitan community to solve other existing environmental problems and replace obsolete facilities.
- (5) Much of the current residential development produces uniformly monotonous housing and a complete dependence on the automobile for access to parks, schools and shopping centers.
- (6) There is a problem in finding and maintaining an adequate supply of housing for middle- and low-income families.
- (7) There is a trend toward the development of more multi-family units and for various forms of planned unit developments.

- (8) There is a lack of specialized housing for those who want home ownership but not the burden of home maintenance.
- (9) General public apathy and differing policies in local governments make it difficult to solve housing problems on a metropolitan area basis.
- (10) The demands for off-campus housing are rising steadily, while the supply of suitable housing for married students is dwindling.

OBJECTIVES

- . Protect existing and proposed residential areas from encroachment by incompatible uses of land.
- . Provide a range and choice of housing types and densities.
- . Provide for higher residential densities in and adjacent to the metropolitan area.
- . Ensure above all else that a residential district is a place for people.
- . Utilize existing large vacant or near-vacant parcels for those specialized residential projects requiring such parcels.
- . Locate employment centers in relation to the availability of residential areas, public utilities and facilities and access to transportation modes.
- . Increase the supply of reasonably located sound housing for low-moderate income people, students and minority groups.
- . Encourage a variety of residential development types for all income and age groups where consistent with designated density and character of the area.

RECOMMENDATIONS

7. All local zoning and subdivision ordinances and other land use control devices should be evaluated to assess their impact on the people they affect and their value in relation to the solution of day-to-day problems and the attainment of the metropolitan goals.
8. The population and economic forecasts for the metropolitan area should be monitored and analyzed periodically to provide a reliable basis for residential land use requirements.

9. Residential subdivision activity should be discouraged outside the urban service area, except within satellite communities through the use of large minimum lot size requirements in zoning and subdivision regulations. Such requirements should consider topography, vegetation, septic tank suitability, and proximity to both public services and agricultural land.
10. All local jurisdictions should have planned unit development procedures and practices.
11. In their respective zoning ordinances each local jurisdiction shall establish specific density ranges within the three broad density categories identified in this plan. The broad density categories are:
 - a. The low density areas -- designated to contain a range of from one to ten dwelling units per acre.
 - b. The medium density areas -- designated to contain eleven to twenty dwelling units per acre.
 - c. High density areas -- designated to contain twenty-one or more dwelling units per acre.
12. Residential development should not be permitted in areas where such development would constitute a threat to public health and welfare or create excessive public expense, for example, flood plains, and slip planes.
13. The general plan for Lane County should provide areas for "weekend farmers" or people who wish to otherwise live in a rural atmosphere but are not engaged in full-time agriculture operations. Such areas are not appropriate in highly productive agricultural areas which should be retained for full-time agricultural use.
14. Solutions must be sought for increasing and dispersing the supply of sound housing for low-moderate income families and individuals on a metropolitan basis.
15. Minimum safety standards for housing should be the same in all jurisdictions.
16. Private, non-profit associations or joint public-private partnership should be encouraged to enter the low-moderate income housing market as authorized by recent state and federal law.

land use—commercial

The commercial land use element includes such general commercial activities as retail stores and services, and offices. It also includes privately owned or operated recreation-oriented activities and tourist facilities. The commercial areas shown on the General Plan are organized into central business districts, and regional and community shopping centers. Neighborhood commercial centers are not shown on the General Plan due to its general nature; however, certain basic standards are presented here that should be used by local jurisdictions when determining their location. In addition, some standards are also given for locating the other commercial activities since the Plan makes no attempt to precisely locate their future locations, but rather, it suggests the need for various types of service by geographical area.

It is generally agreed that on the average 100,000 or more people are needed to support one regional center. The center will average about 400,000 square feet of gross floor area on a site which contains a minimum of 40 acres. Community centers may require a support population of at least 35,000 people. Such centers contain, as a major attraction, a small department store or a variety store and a food market located on a 10-30 acre site. Neighborhood centers are usually designed about a supermarket and are the local source for staple goods and daily services. Such centers require a minimum support population of 4,000 people and a site of four to ten acres in area.

Strip commercial developments are not shown on the General Plan due to scale limitations and are not, in general, recommended. However, some strip commercial areas do provide services and goods that cannot be economically provided in other commercial areas. When they are used the local jurisdiction should carefully review their impact on the other elements of the plan, especially transportation, public services, and compatibility with residential areas.

Commercial areas are vital to the metropolitan area because they supply residents and visitors with a needed variety of goods and services and serve as one of the major areas of employment. In all cases there is the need for a rational distribution of commercial facilities that meet regional as well as local needs.

FINDINGS

- (1) About one third of the commercially zoned lands are being used for commercial purposes.
- (2) The current surplus of commercially zoned lands is sufficient for the area's major commercial requirements beyond 1990.
- (3) Most existing shopping center sites are large enough to allow for expansion.
- (4) A few centers, if expanded, would place increased loads on already strained public facilities or would have insufficient support population.
- (5) The central business districts of Eugene and Springfield are both experiencing activities aimed at correcting physical obsolescence and deteriorating competitive positions.
- (6) The metropolitan area is suitably located to serve as a regional marketing center.
- (7) The metropolitan area should increase in importance as a center for tourism, recreation, and as a regional convention center.
- (8) Some strip commercial developments do provide services and goods that cannot be economically provided in shopping centers, but excessive provision for this type of business could result in traffic congestion and store vacancies.

OBJECTIVES

- Consolidate commercial land development within community shopping centers.
- Ensure that the central business district remains the heart of the community and that it operates as a place to work, shop, conduct public affairs, and reside.
- Maintain the regional shopping centers and the central business districts as areas that serve the entire metropolitan region.
- Form a "public-private-partnership" to develop or hold large vacant parcels of lands.
- Utilize existing large vacant or near vacant parcels for those specialized commercial projects requiring such parcels.

RECOMMENDATIONS

17. The amounts of land zoned for commercial uses that serve the general public must be correlated with population projections for given areas and should be located both to conveniently serve that population and to implement the metropolitan goals.
18. Criteria for neighborhood shopping center and strip commercial locations should be refined at the first annual review of this plan.
19. The location of major commercial employment centers must be planned in relation to the capacity of existing and future transportation system.
20. Continued efforts in financing must be expended to keep the Eugene and Springfield central business districts as the vital centers of the metropolitan area.

land use—industrial

The industrial land use element deals with activities concerned with manufacturing, warehousing, wholesaling and the extractive industries. It also includes general industrial parks and the more specialized research and development parks and industrial air parks. In addition, the higher education facilities are often considered as a basic industry. Industry is extremely important to an area for it is a source of major employment for local residents and income for the local economy. It serves as an important source of goods and revenue. A properly located and developed industrial area can add to a community, but as much or more than any other land use it can detract from a region if not carefully placed and developed. It is important when planning industrial areas that the quality as well as quantity be considered. This element must be carefully considered in any planning since industrial areas are important to the local economy, are large employment centers, generate considerable traffic, often put heavy demands on local public facilities; and can, if not done properly, detract from our local amenities.

Research industry was considered during the preparation of the General Plan. It was generally concluded that research industry should be located in areas relatively free from manufacturing industry with their attendant heavy traffic. Research industry with no associated manufacturing may be compatible with residential planned unit development.

FINDINGS

- (1) The continuation of economic stability in this area depends on the expansion of existing industries and the arrival of new basic industries.
- (2) The zoning of industrial lands has increased significantly -- nearly doubling the available acreage -- during the past ten years.
- (3) Of the total land zoned for industrial activities in the metropolitan area, less than 30% is in actual usage, 50% is unused, 18% is being used for residential purposes.
- (4) The forest products industry and the University of Oregon are the area's major basic industries.
- (5) Community feeling would likely run against any new industry that threatens to contribute to local pollution problems.
- (6) The healthful environment of the metropolitan area can help industries attract and hold workers.

- (7) Due to the metropolitan area's transportation capabilities and its central location, it is probable that the area will gain importance as a secondary distribution center.
- (8) Increasing use of irrigation could lead to expansion of the food processing industry.
- (9) The sand and gravel industry, a heavy industry involved in mining a natural resource, creates a number of special problems relating to land usage and environmental pollution.

OBJECTIVES

- Encourage industrial park development including areas for warehousing and distributive industries and research-oriented developments.
- Reduce the amount of unused or unusable industrial lands especially where their location would contribute to increased air and water pollution, and be beyond needed urban services.
- Protect industrial areas from encroachment by incompatible land uses and ensure sites of sufficient size to provide ample space for expansion, parking, landscaping and buffering.
- Encourage new industrial activities which broaden and improve the long term employment base while at the same time bettering our environmental assets.
- Utilize existing large vacant or near-vacant parcels for those specialized industrial projects requiring such parcels.

RECOMMENDATIONS

21. Efforts should be made to reduce industrially zoned lands in those locations where urban services are not now and may never be present and where the presence of industry would seriously impair the implementation of the metropolitan goals.
22. Local zoning ordinances should be reviewed and changed if necessary to assure that industrially zoned lands are protected from incompatible uses.
23. New industrial activities that locate in the metropolitan area should broaden and improve the area's employment base, but should not detract from the environmental assets of the area.
24. Local planning policies should be developed which will create an appropriate environment for industrial and research parks.

25. The following minimum locational standards should be used by local jurisdictions in determining types of industrial districts and in designating specialized industrial locations for local plans:
- a. Industrial sites need to be functionally related to the existing or proposed transportation systems with direct access to commercial transportation facilities. Access through residential, and, as much as possible, commercial areas should be avoided.
 - b. Industries must be grouped and located so that they may be adequately served by major utilities, including electric power stations and transmission lines, trunk sewer lines, trunk water lines, trunk gas lines, and fire and police facilities.
 - c. Premature locations should be avoided when they lead to curtailment of agricultural production and loss of open space, or in other ways be in conflict with the goals and objectives of the plan.
 - d. To insure the maximum possible compatibility of industry with the community adjacent areas and the environment, consideration must be given to prevailing winds, noise, air and water pollution, traffic, utilities, and facilities, type or extent of development, structures (bulk, height, etc.), and natural hazards such as flooding, drainage, and geological conditions.
 - e. Specialized developments such as research parks, which may be isolated from other industrial locations, necessitate additional site considerations and development standards.
26. The following are minimum location standards for industrial parks, research, and development, and other restrictive industrial development in areas not otherwise shown for industrial development on the "1990 General Plan Diagram," such as but not limited to "Opportunity Areas":
- a. Access to an arterial road is immediately available without the generation of traffic through areas planned for residential use.
 - b. Sufficient natural or man-made features exist or can be provided in the development process so as to otherwise insure compatibility with adjacent areas, considering, among other factors: (1) prevailing winds; (2) noise, water, and air pollution; (3) physical character of the proposed development, such as off-street parking facilities; openness and attractiveness of the setting; bulk, height, and setting of structures; landscaping; (4) natural hazards such as flooding, drainage and geological conditions.

- c. Those utilities and services necessary for the category of industrial development are available or planned for the site (and for other adjacent sites of the same characteristics and logical for the same type of development) without creating: (1) excessive burdens on such services, (2) the lowering of service levels in the general vicinity, or (3) excessive or unreasonable financial burdens on other properties in the general vicinity.
- d. Use of the area for non-residential purposes would not disrupt the continuity of a neighborhood or community (such as the utilization of land planned for residential development to the extent that an existing or planned school facility for the area would be under-utilized or could not be justified.

land use—opportunity areas

The opportunity areas element deals with a somewhat special aspect of land use planning. It reviews the lands within the metropolitan area to determine those places which, because of existing unique characteristics, are suitable for either large scale developments or redevelopment.

Large or specialized residential, commercial, or industrial projects often require that large contiguous tracts or lands be available where such developments would not run counter to the metropolitan area goals and objectives. The plan identifies some of these opportunity areas and recommends the appropriate uses for them.

Areas indicated as suitable for redevelopment include existing residential areas that seem likely to lose or have already lost their residential identity. These re-use areas are characterized by small ownerships, isolation from other residential areas and a general lack of neighborhood facilities or amenities. In some cases there has developed the problem of changing zoning and developing the properties on a one by one basis resulting in an undesirable solution to the situation.

Despite these problems many of the possible re-use areas retain a strong neighborhood identification and any efforts for redevelopment should only be undertaken with full participation of the residents.

It is possible that other areas exist that should be considered as opportunity areas -- either for large scale development of new areas or redevelopment of older areas. As they are identified they should be added to those shown on the plan.

FINDINGS

(Vacant Areas)

- (1) There is a scarcity of large, vacant or near-vacant parcels of land under common ownership in the metropolitan area.
- (2) Some land adjacent to Mahlon Sweet Field may be suited for warehousing, light industrial or manufacturing uses, complementary to air transportation facilities (See Appendix A). A master plan for the Airport and the surrounding area is in process and will be completed by mid-1972. This plan will further refine the land uses which are both compatible with airport operations around Mahlon Sweet Field and appropriate to the particular circumstances in the area surrounding the Airport.

- (3) The area west of the north-south Beltline route, between the Coos Bay branch of the Southern Pacific and West 11th (approximately one square mile), is in a poor location for industries that might cause air pollution. But it does have potential for a wide range of uses, including residential development.
- (4) Land east of the north-south Beltline route, between the Coos Bay Branch of the Southern Pacific and West 11th has become more accessible since the opening of the Beltline route to West 11th. Opportunity exists for a commercial or light industrial planned unit development.
- (5) The area west of Delta highway and east of the Willamette River is particularly suitable for large institutional or regional commercial activities. The existing waterways could be used to enhance the area. Residential development is not desirable because of the area's separation from other residential areas and lack of necessary residential facilities.
- (6) The area north of the Beltline route and east of Coburg Road is primarily dependent upon Coburg Road for access, thus uses will need to be controlled so as to prevent the congestion of Coburg Road. A planned residential development with supporting commercial development would be appropriate to this site.
- (7) Part of the area adjacent to 1-5 on the east side, north of Harlow Road, appears destined to be used for distribution activities that prefer or need freeway exposure. The resulting limited depth of development will require careful planning for use of the remaining property. Demands for relatively high density housing could be fulfilled on a portion of the property.
- (8) The Chase Gardens greenhouse property adjacent to Alton Baker Park might eventually be suitable for use to meet specialized housing demands, such as University of Oregon married-student housing. Any residential development, however, would require the busing of children to existing schools or the construction of new schools. Other developments could include an extension of Alton Baker Park or, possibly, a golf course.

(Redevelopment Areas)

- (1) West Glenwood is a prime location for regional commercial distribution activities. It is also suitable for commercial functions that are auto-oriented.
- (2) The Springfield Airport, east of Mohawk Boulevard and south of the Eugene-Springfield Highway has poor access. It does have exposure value for those industrial activities that care to avail themselves of the opportunity.

- (3) The Danebo area north of the Coos Bay Branch of the Southern Pacific will be isolated from other residential areas when Highway 126 is extended past the area. Because of proximity to the railroad and the freeway, warehousing or light industrial would be appropriate eventual uses.
- (4) The Bethel area neighborhood near the Southern Pacific Railroad switching yards is surrounded by industrial uses and will be split when Highway 126 is constructed, thus reducing the desirability of the area for any form of housing but making it a potential redevelopment area for industrial use.
- (5) The Glenwood area's location midway between Eugene and Springfield with freeway and rail access, makes it ideal for numerous activities. There is, however, a lack of needed public utilities and services that must be considered prior to development for other uses or redevelopment for residential use.
- (6) The Adams Plat area in Springfield has been designated for industrial uses and is so zoned. Nevertheless, it has shown some slow growth as a residential area. This may be due in part to the Springfield zoning ordinance which permits mobile homes in industrial districts, thus making this area one of the few close-in places where they can be located outside of parks. The area is isolated and without many needed facilities and should be either upgraded for residential use or consolidated for industrial use.

OBJECTIVES

- Utilize existing large vacant or near-vacant tracts of land for those specialized projects requiring such parcels.
- Maintain an inventory of lands suitable for specialized types of developments.
- Form a "public-private partnership" to develop or hold large vacant parcels of land.
- Ensure citizen participation in planning for redevelopment.
- Develop a positive action program for redevelopment areas that minimizes the transition time from one use to another use.

RECOMMENDATIONS

27. There is a scarcity of large, vacant or near-vacant parcels of land with urban services. A public, private or public-private partnership should be formed to acquire, lease or otherwise develop or hold existing large tracts for the wide variety of urban uses that require sites of such size and location.
28. In addition there are redevelopment areas which should be identified on local plans with the ultimate land use and procedures for redevelopment to be influenced by the preferences of owners and occupants of the designated areas and the capability of local agencies to implement solutions.
29. The governmental agencies may necessarily have to initiate action for the development of opportunity and redevelopment areas.

environmental resources

The environmental resources element considers the natural setting in which we live and earn our living. It is composed of a variety of resources which have been both used and abused. These resources include, among other things, our soils, sand and gravel deposits, vegetation, and the more basic items of land forms, climate, air and water.

Although all the environmental resources are of great importance to the area, three of them have a special impact on the development and economy of the region. These are the soils, the forest, and the sand and gravel deposits.

Soil forms the basic resource for agriculture and related industries. It can also influence the development pattern of an area since good farm lands very often lend themselves to relatively problem-free home construction. Unfortunately the amount of good soils that can be used for farming is limited. Consequently in the formation of this plan the existings suitable soils were identified and in turn used to help determine what areas should be preserved for agricultural land uses.

The forest lands that surround the metropolitan area are the source of the timber crop essential to the area's principle industry. Management of this important resource is the task of the forest products industry and federal and state agencies. Therefore the forest resource was considered outside the scope of this plan, except in one respect. As the area grows even more urbanized, views of the surrounding tree-covered hills become increasingly important to area residents. Because of this the plan considers the need for preserving tree-covered slopes.

Accurately blended, carefully washed sand and gravel aggregates are the basic raw materials of the construction industry. Their availability and quality have a direct bearing on construction cost in the metropolitan area. In the process of preparing this plan areas were identified that contain deposits of sand and gravel, and projections were made on expected local demands for these resources. From the data thus obtained areas necessary and suitable for the mining of sand and gravel were identified on the land use map.

Areas with marginal conditions for agricultural and forest production may be suitable for a mixture of rural activities such as: General Farming, Woodlots, Open Space and Rural Residential. The degree of development of these areas can be reasonably determined on the basis of soil suitability and the other conditions, existing development patterns, likelihood of community services, general accessibility, and the compact growth objectives of this plan. Generally, parcel sizes of five acres are the minimum size necessary to sustain a rural atmosphere in these areas. A minimum urban level of service would not be likely for these areas in the

current planning period although certain portions of these areas may provide needed space for urban development after 1990 or sooner in the event that urban growth occurs at a faster rate than projected. The quality, amount, and distribution of these resources has had and will continue to have considerable impact on the growth, livability, and land use arrangements of this area; consequently, it is important that they be carefully considered in the planning process. This requires that their complex interrelationship be taken into account, and that their use for short-term gains be weighed against the resulting long-term effects. When urban growth occurs without consideration for the physical and natural resources of a region, there is the danger of damaging the livability and part of the economic resources of the area and creating problems that are expensive and, in some cases, impossible to solve.

FINDINGS

- (1) The Eugene-Springfield metropolitan area is presently rich in supplies of timber, water, gravel, and soil resources; however, because of the growth of our population, urban scatteration, and our rising standard of living, there is a potential shortage of these and other natural resources.
- (2) Although the "land" is one of our most important natural resources, its supply is diminishing.
- (3) Housing and highways continue to develop in the flood plains resulting in a threat to health and property and to the natural resources there.
- (4) The potential for air pollution in the upper Willamette Valley is considerable due to surrounding mountains which trap the air, and to the local problem of temperature inversions.
- (5) A pollution problem affecting both surface water and ground waters exists in most of the urban fringe areas surrounding Eugene-Springfield.
- (6) Currently, the major problems with the sand and gravel resources include the location of mining sites and processing plants close to or within non-industrial areas, and the rehabilitation of lands where mining has occurred.
- (7) The areas having sand and gravel mining potential are also included in the proposals for the Willamette Greenway.
- (8) The forest lands that surround the metropolitan area are the source of the timber crop essential to the area's principal industries.
- (9) Agricultural and forestry uses of the lands around the urban area can provide, in addition to the more common items of food and fiber

production, desirable open spaces, recreational opportunities, scenic vistas, and protection of watershed and wildlife.

- (10) Prime agricultural lands are normally easy to convert to urban use.
- (11) There is a decreasing amount of good agricultural soils left in continuous parcels large enough to make farming economically feasible.

GOALS

WE MUST PROTECT NATURAL RESOURCES AND ENCOURAGE THEIR WISE MANAGEMENT, PROPER DEVELOPMENT, AND RE-USE.

OBJECTIVES

- . Provide for an orderly and efficient transition from rural to urban land use, and channel the outward urban expansion onto the least productive lands.
- . Protect agricultural and other specialized lands from urban encroachment, such protection being based on both the need to preserve such lands and the need to reduce scatteration.
- . Encourage the use of our natural resources in a manner that will protect and enhance the scenic values of our landscape.
- . Maintain and improve the quality and quantity of both surface and ground water resources.
- . Improve the quality of our air resources and consider air shed requirements in all land use allocations and transportation facility locations.
- . Consider the protection of the air and water resources as no less important than the protection of those resources of direct economic importance.
- . Prevent or lessen the threat to life and property and incurred public expenses in areas subject to natural hazards.
- . Ensure the compatibility of natural resource utilization with other land uses and provide for appropriate re-use of such areas.

RECOMMENDATIONS

30. Air emission and water quality must reflect the highest obtainable standards. The recommendations of the Crisis: Air and Crisis: Water reports should be implemented after being reviewed and if necessary amended.
31. Development practices that tend to eliminate the tree cover or disturb the natural features of the adjacent hills can and should be controlled through appropriate codes at the local level.
32. Criteria should be established to develop more specific building, zoning, and subdivision regulations for flood plains.
33. The preservation of designated agricultural lands can be initiated through the use of an exclusive agricultural zone, within which all but agricultural pursuits would be prohibited. A minimum parcel size sufficient to encourage economic farm management while at the same time prohibiting residential subdivision is a necessity. Taxing policies must also reflect the exclusive agricultural land use.
34. Areas with marginal soils or other development limitations for agricultural or forest production and which are not otherwise needed for urban development during the next twenty years should be designated for "rural" use within which specific areas may be suitable for one or more of the following activities, depending upon local conditions: General Agriculture, Open Space, Woodland, and Rural Residential. When Rural Residential development is adjacent to agricultural areas, every effort must be made to minimize the adverse effects of such development on agricultural production.
35. The average parcel size for Rural Residential should be five acres or greater, based on development patterns, soil types and other conditions.
36. Plan-designated areas should be reserved for sand and gravel extraction.
37. Extraction procedures and rehabilitation practices should be comparable among all local jurisdictions.
38. There is a need for a precise plan of the land uses adjacent to the Willamette and McKenzie rivers to assure the compatibility of gravel extraction, the Willamette Greenway and sound flood plain management.
39. The recommendations of the Sand and Gravel report should be implemented after being reviewed and if necessary amended.
40. Assurance should be secured that scenic and recreational considerations are included to a greater degree as a part of the multiple use forest land management practices, particularly on those forest lands which border the metropolitan area.

transportation

The transportation element of the General Plan deals with the movement of people and goods within and to and from the metropolitan area. In order to adequately develop this plan, all transportation modes available to this region, both now and in the future, are considered. This includes the highway system, public and rapid transit, air and rail facilities, bicycle and pedestrian movements.

In the process of selecting traffic routes, determinations are made as to where people are, where they will be, where they want to go. From this information, broad corridor routes are established. These corridors can, in most cases, serve any type of ground transportation system that might be developed for the area. (See Appendix B.)

The transportation system brings people and facilities together and transports their goods, helps shape the urban form, and influences the future land uses and growth of the area; consequently, it must be planned in conjunction with other land developments if either is to function properly.

FINDINGS

- (1) Scattered development increases the cost and need for highways out of proportion to the number of people served.
- (2) Highways are potent tools for both rebuilding and destroying cities.
- (3) The efficiency of a highway network entails more than just proper or adequate engineering and route selection.
- (4) The existing highway system in the metropolitan area consists mainly of radial routes leading to and from the central business districts, thus requiring most traffic to pass through these areas.
- (5) Partial completion of roads rimming the metropolitan area is relieving some of the traffic congestion in this area.
- (6) Many of the existing routes handling heavy volumes of traffic pass through established residential districts, thus destroying their livability.
- (7) The need for public transit is certain to grow increasingly urgent in the future, and also public support will undoubtedly grow.

- (8) Additional modes of travel such as intra- and inter-city rapid and public transit will minimize the present adverse impact of the automobile on urban life.
- (9) A centralized development pattern is essential for the efficient use of public transit.
- (10) Broadened financial support for Mahlon Sweet Field is necessary and reasonable.
- (11) Changes in the type, use, and maintenance of aircraft along with substantial increases in passenger boardings and air freight tonnage, require the improvement and expansion of the present metropolitan airport facilities and the addition of new ones.
- (12) Land use conflicts with Mahlon Sweet Field are currently at a minimum but could become major in the absence of a long-range plan for the airport and the surrounding area.
- (13) Pedestrian and bicycle traffic is not now being handled adequately in the metropolitan area.
- (14) Existing facilities place pedestrians and bicycles in immediate proximity to vehicular traffic, creating undue conflicts and safety problems.
- (15) The use and effects of automobile transportation are different in urban and rural areas.
- (16) Continued increased in the use of automobiles coupled with projected population increases will affect the liveability of the Eugene-Springfield metropolitan area.
- (17) The amount of automobile use can be influenced by public policy.
- (18) State and federal funding programs are changing to permit support for non-highway uses.

GOAL

WE MUST PROVIDE FOR A BALANCED TRANSPORTATION SYSTEM TO GIVE MOBILITY TO ALL CITIZENS.

OBJECTIVES

- Serve our existing and future arrangement of land uses by an efficient, safe and attractive transportation system.
- Consider the highways' impact on neighborhoods and the environment, as well as motorists' convenience and safety.
- Ensure that future route selection will consider indirect, as well as direct, costs of construction.
- Protect abutting land uses from the adverse effects of highways, and the highways from incompatible adjoining developments.
- Avoid the bisection or isolation of neighborhoods, communities and farms with major highways.
- Provide for the future requirements of inter-urban rapid transit and emphasize the pressing need for intra-urban public transit.
- Provide for the future requirements of aviation.
- Ensure that consideration be given to adequate provision for convenient, pleasant and safe bicycle and pedestrian movement.
- Provide transportation plan alternatives for community evaluation.
 - Decrease the adverse effects of the automobile.
 - Develop a transportation system which is responsive to:
 1. Changing community needs and conditions.
 2. Changing transportation technology offering advantages to this community.

RECOMMENDATIONS

41. Future metropolitan area transportation planning must deal with all aspects and forms of transportation -- including automobile, trucks, airplanes, railroad, public transit, bicycles, and pedestrians -- and should focus on the interrelationship of the various transportation systems.
42. Transportation systems must be designed and located in such a manner that they will effectively interconnect the numerous activity areas of the metropolitan community.
43. Transportation systems should be designed to minimize the impact of transportation noise, land consumption, pollution and the division or isolation of neighborhoods and properties.
44. Provision must be made to determine future transportation needs through continuing comprehensive transportation studies.
45. Public policies, particularly land-use and transportation planning policies, should be directed toward limiting passenger automobile use while simultaneously developing alternative modes of transportation.
46. Reviews of the Eugene-Springfield Area Transportation Study must include the information and recommendations from both the 1990 Plan and specific transportation plans (e.g., Airport Plans, Transit Plans, TOPICS, etc.). Upon the completion of the current Eugene-Springfield Area Transportation Study review and prior to its adoption as a refinement of the 1990 Plan, it shall be submitted for public review and hearing to ensure its compatibility with the 1990 Plan.
47. The Eugene-Springfield Transit Study should be included as part of the transportation study re-analysis. In the meantime the adopted Transit Study should be considered an interim report.

public utilities, services and facilities

The public utilities, services and facilities element considers the provision of water, sewers, power, education, fire and police protection, and other public programs the urban community needs to function properly. For the most part, these utilities, services and facilities are either provided or supervised by public or semi-public agencies, but they can also include other community services of a private nature such as churches, stadiums, and hospitals.

As the metropolitan area grows, the demands on these services will increase substantially, thus requiring careful and coordinated planning and management if they are to meet the demands made upon them. The public's investment in and scheduling of these public programs may be viewed as one of the major means of implementing a general plan.

The Urban Services Area concept is an important part of the Public Utilities, Services, and Facilities Element. It is intended to provide that development in the metropolitan area which will require urban services will have at least the "minimum level of urban services" at the time development is completed. It is further intended that concerted efforts will be made to provide the "full range of urban services" in these areas. Finally, it is intended to provide the public and private sectors with guidelines for developmental and program decision-making (i.e., the planning, programming, and financing for the provision of urban services and private development coordinated with this process) which will result in public and private financial savings to the citizens.

The "Urban Service Area: is the actual geographic portion of the metropolitan area at any point in time in which a 'minimum level of urban services' are available or will be imminent." The limits of such an area will be extended from time-to-time through the cooperation of the developer and local government. The "projected Urban Service Area" is the estimated geographic area within which a full range of urban services will need to be extended or provided to accommodate urban development at any future point in time (such as 1990).

The Urban Service Area is intended to be one of the major tools for implementing the Compact Growth Form. One of the objectives of the Compact Growth Form is to provide the smaller, outlying communities with choices in the determination of their own destiny. Such a choice will be pre-empted for any community if it is engulfed by the unlimited outward extension of the metropolitan area. The Plan does recommend that these communities adopt a similar compact growth form. Most communities will develop their own municipal services system. However, for some services it may be feasible for them to directly tie into the metropolitan system at some future point in time without necessitating the outward extension of the Urban Service Area to include all areas in between.

FINDINGS

- (1) Urban expansion accomplished in an orderly and unscattered fashion permits new development to utilize existing utilities, services and facilities or those which can be easily extended, and thus minimizes the public cost of extending them to outlying developments.
- (2) The metropolitan area is divided and overlapped by a multitude of political and special service districts that prevent the best and most economical distribution of utilities, services and facilities.
- (3) There is a great disparity in the metropolitan area in the amount and quality of utilities, services and facilities available to its citizens.
- (4) The cost of providing even basic utilities, services and facilities to all the existing developments in the metropolitan area is extremely large.
- (5) There are large blocks of land within the metropolitan area that are presently vacant but have available all needed utilities, services and facilities; and there are densely developed areas with few of these needed services.
- (6) The extension of individual services, particularly water, into outlying areas has encouraged urban-type development at distant, isolated sites, which leads in turn to the need for extension of other, more expensive and less profitable services.
- (7) Centralized metropolitan growth and development tends to optimize existing public investment in public utilities, services and facilities.
- (8) Premature school construction, as opposed to site acquisition, in outlying areas has, in the past, stimulated residential development in the outlying areas, thereby accelerating and compounding the problem of scatteration.
- (9) Due to changing growth patterns, local school districts have been left with some district boundary problems.
- (10) For the present, the need for new schools in urban fringe areas has diminished.
- (11) Elementary schools represent the central feature of most residential neighborhoods and a lack of such facilities can, as much as anything else, reduce the livability of an area.
- (12) The growth of the University of Oregon presents a complex planning problem for the metropolitan area.

- (13) The development of the Lane Community College in its present location has created limited potential for private development in the surrounding area; however, any additional activities in this location would require the extension or expansion of a variety of public utilities, services and facilities.
- (14) At the present time, any development around Lane Community College would demand a disproportionate share of public investments and would direct development and public monies away from areas of higher priorities.

GOAL

WE MUST PROVIDE PUBLIC UTILITIES, SERVICES AND FACILITIES
IN AN ORDERLY AND EFFICIENT ARRANGEMENT.

OBJECTIVES

- . Provide public utilities, services and facilities adequate to serve existing development, and closely coordinate them with the land use elements as a means of encouraging orderly growth.
- . Reduce the number of overlapping and/or inefficient special districts and services and optimize the utilization of existing facilities.
- . Reduce public subsidy for facilities in new developments.
- . Select and acquire needed facility sites early enough to ensure proper location at reasonable cost to the public.
- . Develop utilities which tend to improve the environment rather than destroy or detract from it.
- . Provide water and sewer services simultaneously.
- . Ensure that schools and school districts serve the needs of the metropolitan area and those of their patrons.
- . Location and timing of school construction should reflect the centralized urban growth pattern.
- . Strive for better cooperation between the universities, community college and local planning agencies.

RECOMMENDATIONS

48. In general the amount of public subsidies for facilities in new subdivisions should be reduced. However, this does not preclude subsidies where a development implements the goals and recommendations of the Plan.
49. A system of user charges for public facilities should provide for both operation costs and the improvement or replacement of obsolete facilities.
50. The construction of above-ground utility distribution and feeder lines should be phased out. The use of a pleasing design for major transmission lines should be encouraged. Methods of financing to replace the existing poles and overhead utility distribution systems should be encouraged.
51. The location of any kind of power plant must be determined with a view toward the environmental influences that such facilities will have.
52. Those public utilities, services and facilities identified as "urban" in this plan should not be extended beyond the projected urban service area. However under certain circumstances specific extensions should be made to:
 - a. The Mahlon Sweet Field Airport and related land use activities, which are of sufficient size, character and distance from existing urban services, to reasonably preclude their location within the projected service area.
 - b. An existing development when it poses an immediate threat to public health or safety without the extended service.

Criteria for adjusting the projected urban service area should be similar to the criteria used for the initial projection in order to reflect the "Compact Urban Growth" form.

53. In those portions of the urban service area where the full range of urban services are not now available, efforts should be made to plan, program and budget for service extension by year and by geographic area.
54. In the metropolitan area there is a need to reduce the number of governmental units which provide urban services, particularly where there exists a duplication of effort or an overlay of service area.

55. Sidewalks should be installed by the developer for all new urban developments. Where sidewalks do not exist on developed property, plans, programs and methods of financing should be encouraged to provide sidewalks.
56. The guiding of land use development within the metropolitan area will be based upon the current or imminent availability of a minimum level of urban services.
57. The guiding of land use development beyond the projected urban service area will be based upon the following criteria:
 - a. Conformity with the growth objectives and the provisions for the preservation and conservation of natural resources of the Plan.
 - b. Conformity with the policies and provisions of the County-wide Comprehensive Plan.
 - c. Rural residential density and other non-urban land uses for which urban services and facilities are not necessary.
58. The recommendations of the Lane County Regional Solid Waste Management Plan, due for completion in mid-1972, should be implemented after being reviewed, and if necessary, amended.
59. The recommendations of the Water Master Plan and Sewerage Master Plan for the Eugene-Springfield urbanizing area should be implemented after being reviewed, and if necessary, amended.

Education

60. The timing and location of public school construction should be related to and not out of sequence with the extension of other public services and facilities.
61. Public schools should be located so as to encourage compact urban development, including locations in the core area.
62. Increased attention must be given to joint planning efforts between higher education institutions and local planning agencies.
63. Local school-park cooperative agreements and working arrangements must be initiated and continued to insure that permanent recreation facilities can be an integral part of neighborhood and community life.

64. The following major adjustments to urban school district boundaries should be made:

- a. Remove from Eugene School District #4J and make a part of Springfield School District #19 that portion east of Interstate 5 from McKenzie River south to and including the Gamebird Village area.
- b. Remove from the Bethel School District #52 and add to Eugene School District #4J the wedge-shaped area east of the Southern Pacific Railway tracks in the River Road/Santa Clara area.
- c. If the Glenwood area is annexed to Springfield, it should be part of the Springfield School District #19 and removed from Eugene School District #4J.
- d. Remove from School District 19 the area now located west of Interstate 5 and north of Bloomberg Road and add it to Eugene School District 4J.

parks, recreation and open space

The parks, recreation and open space element refers to two somewhat distinct aspects of the General Plan: the metropolitan area's parks and their recreation facilities and the closely related but separate subject of the allocation of land and water for open space.

PARKS AND RECREATION

Because of the regional nature of the General Plan, the parks and recreation element places primary emphasis on regional parks development. It does not, however, overlook the needs for local parks and their place in the total system, as well as their potential positive impact on the area's other land uses. In order to understand the relationship between regional and local parks, it is necessary to briefly define the basic role each plays in the metropolitan area.

Regional parks are typically large in size, or of a unique character which offers a setting and the facilities that draw people from throughout the total metropolitan region. Wherever possible, the regional park takes advantage of any outstanding natural feature such as water, mountainous terrain and the like. Although recreation is generally the major function served by these parks, they also provide open space and conserve natural woodlands and wildlife habitat areas.

Local parks provide recreational facilities suited to meet the needs of specific neighborhood areas. They normally should be readily accessible, the service area often being related to the walking distance between the park and the residences of potential users. These parks range in size from play lots that serve small districts within larger neighborhoods to community parks that serve several surrounding neighborhoods.

OPEN SPACE

The open space portion of this element considers the needed and attractive features of the natural environment. "Open space," quite simply, is a break in the urban development pattern. It can be a broad river, a tree-flanked stream, or a plowed field, a park, or a belt of landscaping flanking a highway. Open space can add immeasurably to the visual quality of our environment. In addition, open space has value for recreation, resource protection, and promotion of the general well-being of the community.

Future substantial increases in local population and development, coupled with expected increases in income, leisure time and mobility, suggest an increasing need for parks and vistas in the metropolitan area. Taken together, all elements of any park and open space plan should provide for a balanced variety of facilities, spaces, and levels of usage, thus providing for the future needs of the area.

FINDINGS

- (1) Expected increases in population, income, leisure time, and mobility will increase the need for more parks and recreation facilities.
- (2) Presently, there is a plentiful supply of potential recreational sites available in the metropolitan area, but they are being threatened by urban encroachment.
- (3) There are several projected growth areas that will have to be served with parks in the future.
- (4) A system of corridors or linear parks that follow the routes of rivers, drainage ways and roadways could be developed to connect the regional parks and other land uses.
- (5) A variety of regional and local parks are needed in the metropolitan area if the diverse interests and needs of local residents are to be served.
- (6) The development of private land for recreational purposes can meet some of the demand for recreation areas, particularly in intensively developed urban areas.
- (7) While part of the metropolitan area is adequately served by parks, a sizable portion still lacks sufficient local parks.
- (8) Local park needs are not confined solely to residential areas. Parks similar to the civic center park in downtown Eugene are needed in the area's commercial and industrial cores.
- (9) A number of small parks distributed throughout a neighborhood are often more accessible to more people than is one large neighborhood park.
- (10) School playgrounds, when developed into parklike areas rather than barren areas containing a few pieces of play equipment, can be utilized as neighborhood parks outside school hours, thereby often reducing or eliminating the need to purchase and develop additional park land in need areas.
- (11) River corridors would help protect the natural scenic qualities of the waterways.

- (12) Open space in the metropolitan area can provide a visual boundary between various land uses and provide relief and freedom from crowding and congestion.
- (13) The distinctive hills, valleys and rivers that ring the metropolitan area add to the quality of the environment.
- (14) Agricultural lands and flood plains adjacent to and within the metropolitan area can serve as open space.

GOALS

WE MUST MAINTAIN A VARIETY OF OPEN SPACES.

WE MUST DEVELOP A BALANCED PARK SYSTEM WITH REGIONAL, COMMUNITY AND NEIGHBORHOOD PARKS TO SERVE ALL THE CITIZENS.

WE MUST EXPAND THE OPPORTUNITIES FOR OUTDOOR RECREATION.

OBJECTIVES

- . Identify potential park sites and protect them from urban encroachment until they can be developed.
- . Develop park sites in the manner best suited to serve the diverse interests of local residents and in areas of greatest need.
- . Locate regional parks in relation to the transportation network and the areawide residential pattern.
- . Provide local parks that can be reached quickly and safely on foot.
- . Expand recreational opportunities through both public and private means.
- . Establish corridors or linear park routes to connect the various portions of the community together and provide open spaces.
- . Ensure that the regional park plan provides a balanced variety of park types and levels of usage.
- . Develop a distinctive urban pattern through the use of open spaces.

- . Acquire open space on the urban fringe and develop small spaces within existing developed sections.
- . Preserve and enhance the use and views of natural features.
- . Maintain and conserve a variety of open spaces.

RECOMMENDATIONS

65. A system of regional recreational activity areas composed of river, reservoir and hill parks should be acquired and developed.
66. A system of regional recreation and scenic land preservation corridors should be acquired and developed to preserve the scenic and recreational qualities of area rivers, preserve a system of trails and develop scenic metropolitan parkways along existing and proposed major freeways and expressways.
67. Local parks should be acquired and developed in need areas. Such facilities should be located within easy walking distance of homes.
68. A plan for the retention of open space, such as agriculture, forest, watershed, wildlife, and flood hazard areas, must be developed using means appropriate to each circumstance: outright purchase, conservation easements, zoning, tax policies.
69. Subdivision developers should be required to dedicate land with their subdivision for public park development or else pay a fee in lieu of such dedication for park site acquisition that would serve the subdivision.
70. Local park agencies should be authorized to purchase, prior to development need, park sites within projected growth areas that will eventually be annexed to the adjacent cities.
71. The recommendations of the Central Lane Regional Parks reports should be implemented after being reviewed and if necessary amended.

environmental design

The environmental design element is concerned with that broad process which, consciously or unconsciously, molds the various elements of the urban region into a distinctive and livable form.

It is not enough that the General Plan simply makes an urban area more efficient or better organized in order to handle the practical social and economic necessities of urban life. The Plan must ensure that the community is also a pleasant, attractive, and human place for people to live, work and play. The environmental design element is concerned with how people perceive and interact with their surroundings. Since people may perceive and respond to the same environment in a variety of ways, generalizations concerning this element must be carefully drawn and frequently reassessed.

Greater emphasis should be given to the consideration of all people when planning, designing and developing urban areas. Surroundings which consider the human scale allow people to be at ease in them and not feel threatened by the many mechanical or material objects which sometimes dominate a metropolitan area. The living, shopping, and working areas need to provide the type of environment to which all people can react, one in which they can see visually attractive and stimulating details and patterns, hear distinctive sounds and smell pleasant odors. Both the feeling of ease and possibility of experiencing changing sensations are fundamental to people being able to recognize or identify with the various parts of an urban area. When these are present, a neighborhood or other given areas may develop an identity or character, and thus promote in its inhabitants a sense of belonging.

The metropolitan area needs to be more than just a place to reside or work. It should be an exciting, stimulating, and attractive experience as well. Environmental design is a process that works to make this possible in an urban setting.

FINDINGS

- (1) Landscaping with trees and other vegetation provides a pleasant, distinctive and permanent atmosphere for urban areas.
- (2) The location and design of schools, shopping centers, parks and community centers play an important role in giving distinctive identity and character to neighborhoods.

- (3) Natural land features and native vegetation provide distinctive elements that are easily identifiable.
- (4) A centralized growth form reduces the need for automobile traffic and facilities, thus allowing the city to be designed for people rather than cars.
- (5) People can be dwarfed and confined in cement and asphalt canyons by high buildings when there is not sufficient open space surrounding them.
- (6) The current style of residential development tends to produce uniformly monotonous housing. Residents in such neighborhood are entirely dependent on automobiles for transportation to parks, schools and shopping centers.
- (7) Some residential and shopping areas may find themselves obsolete if they fail to consider the human scale.
- (8) The metropolitan area presently offers a variety of naturally distinctive topographic features, waterways, and vegetation.
- (9) Neighborhood identity may be developed through association with a particular park, a land form, a public building, an area of older homes, vegetation, or a distinctive type subdivision design.
- (10) The use of buffer strips and other design features can minimize the unpleasant impact of vehicular traffic on the environment and protect adjacent land uses.

GOALS

WE MUST CREATE AND PRESERVE WORTHWHILE DISTINCTIVE QUALITIES IN OUR NEIGHBORHOODS.

WE MUST OFFER A GREATER VARIETY OF LIVING ENVIRONMENTS.

WE MUST ENCOURAGE THE DEVELOPMENT OF OUR ENVIRONMENT TO MAXIMIZE OUR NATURAL ADVANTAGES.

WE MUST PRESERVE AND ENHANCE THE USE AND VIEWS OF NATURAL FEATURES.

WE MUST STRIVE FOR AN ENVIRONMENT WHICH IS FUNCTIONAL AND VISUALLY ATTRACTIVE, AND WHICH ENCOURAGES THE BEST PRINCIPLES OF URBAN DESIGN.

WE MUST SECURE A HEALTHFUL AND ATTRACTIVE ENVIRONMENT FOR THIS AND FUTURE POPULATIONS.

OBJECTIVES

- Establish or maintain a sense of neighborhood identity.
- Offer a greater variety of living experiences and environments.
- Encourage imaginative design which promotes a mixture of living unit types, parks, schools, and shopping facilities and reduces dependence on automobiles.
- Alter, wherever possible, development to suit the natural conditions.
- Emphasize the human scale in all developments.
- Protect against air and water pollution and excessive noise.
- Provide the facilities and services needed to insure the well-being of all people.
- Encourage the best principles of urban design.
- Secure an environment for all people which is not only functional, but also satisfying to the mind and senses.

RECOMMENDATIONS

72. The recommendations of the Quest for Scenic Quality report should be implemented after being reviewed and if necessary amended

participation, review and amendment

Participation is the act of sharing in the formulation of policies and proposals which affect the lives of all citizens. There are many ways of participating in the planning process including the traditional public hearing through which citizens are given the opportunity to comment on information previously developed by a government body.

However, participation needs to go beyond just the simple role of commenting and toward a process which involves the public in an active role. For this reason citizen participation methods need to be continually utilized and improved.

The General Plan furthers a process established in which citizens have had and will continue to have a participatory role. The planning process began with the appointment of the Plan Advisory Committee by the Lane Council of Governments to represent the general public in the course of the preparation of the 1990 General Plan. Public participation continued with a series of regional and neighborhood public hearings at which questions and comments concerning the plan were received. These comments were taken into consideration during subsequent reviews and revisions of the preliminary plan document.

Several recommendations have been made to insure that the plan will remain current with respect to base data and statistics, basic concepts, goals, and recommendations, and to continue and improve the citizen participation process used in its development.

FINDINGS

1. The General Plan will affect the future life of the people living in the metropolitan area.
2. How effective the General Plan will be depends to a large extent upon how much support is provided by the metropolitan area residents in seeing that the Plan is used and followed.
3. The General Plan is of a general nature and thus suitable for annual review and amendment.
4. Planning is a continuing process, rather than periodic production of "the General Plan" in document form.
5. If a review and amendment procedure is carried out each year, the General Plan will retain its value in the face of new conditions and altered needs; however, re-evaluation and changes may be needed from time to time.

6. Procedures for monitoring and updating are an important part of the General Plan.
7. The General Plan represents public policy and therefore requires public review and evaluation before changes are made to it.
8. The General Plan, if it is to be effective and enjoy public confidence, should be revised only after following a procedure similar to that used in its initial adoption.
9. People, generally, want a say in the planning process but must know they will be listened to before they will participate.
10. Citizens' comments and concerns have seldom been ignored but may not have been sufficiently sought due to the urgencies and commitments of the present and the apprehensions for the future and the previous lack of public interest in planning for the future.
11. Successful plan development and implementation is dependent on a joint effort of citizens, public and semi-public agencies, and elected officials.
12. Citizen participation can provide the means whereby the Plan can be adjusted to changes in the goals and desires of the people and whereby it can try to anticipate future goals and wishes before irreversible damage is done to the community.
13. Citizen involvement and input in the planning process can be improved.
14. The process used in involving citizens in the development of the General Plan has provided a good point from which future programs can be developed for encouraging citizen involvement in local planning.
15. Local government has a responsibility for encouraging public participation in the planning process.
16. There is a move toward better coordination and cooperation between different public agencies and between the government and the private sector.
17. A periodic detached view of the operation of the General Plan and extent to which guidelines are being followed can guard against slow drifting of policy as well as misinterpretation of the guidelines.

GOALS

WE MUST ENSURE THAT THE GENERAL PLAN IS RESPONSIVE TO CHANGING CONDITIONS AND COMMUNITY ATTITUDE.

WE MUST PROVIDE MEANINGFUL CITIZEN PARTICIPATION IN THE PLANNING PROCESS.

OBJECTIVES

- . Establish a definite program for continual monitoring of data needed to evaluate and update the Plan.
- . Ensure that the General Plan remains current and valid with the passage of time.
- . Ensure that "citizen participation" will be an integral part of the process used for the review and re-evaluation of this Plan and the neighborhood and specific element refinement studies.
- . Provide a continuing program whereby the public will be better encourage to participate in the ongoing planning program and the decision-making process.
- . Promote communication among various groups in the community and between these groups and government.

RECOMMENDATIONS

73. The Plan must be reviewed annually by each of the Metropolitan Area Planning Commissions and governmental bodies. The Planning Commissions shall be responsible for ensuring that the annual review is completed and that appropriate changes to the Plan are recommended to the governing bodies.
74. The annual review of the General Plan shall include, at minimum, the following:
 - a. Evaluation of progress in the implementation of the Plan with special emphasis on the
 - attainment of goals and objectives
 - extent to which the recommendations are being followed or developed
 - administration and application of plan policies

- b. General review of the findings and basic research information and statistical data.
 - c. Recommend subsequent studies and plans and the establishment of priorities.
 - d. Recommend additions and amendments or alterations to the Plan and/or its administration and application.
 - e. Public hearing(s) by the Planning Commissions on all recommended additions and amendments or alterations to the Plan.
75. The Plan must be re-evaluated at least every five years (or sooner if major, unexpected changes occur). Lane Council of Governments shall be responsible for the re-evaluation and shall ensure that the metropolitan area Planning Commissions and citizens are involved in the re-evaluation. Upon completion of the re-evaluation, Lane Council of Governments shall forward the completed study to the Planning Commissions for initiation of official action.
76. The five-year re-evaluation of the Plan shall include, at a minimum the following:
- a. Development of new basic information and statistical data.
 - b. Review and test validity of existing findings and basic research information and statistical data.
 - c. Testing of projections and assumptions and establishing new projections and assumptions.
 - d. Re-evaluation and possible changes or modifications of basic concepts, goals and recommendations.
 - e. Evaluating the means of implementation and their effectiveness and proposing any changes or the establishing of new implementation techniques.
 - f. Public hearing(s) by the Planning Commissions on all recommended additions and amendments or alterations to the Plan.
77. In addition to the annual and five-year reviews for the General Plan itself, refinement studies should be undertaken for smaller segments of the metropolitan area. The refinement studies shall be in the form of more specific comprehensive plans for individual areas as well as more detailed treatment of specific elements (e.g., transportation, water and sewer, parks).
78. The citizens participation approach to planning, as utilized in formulating this Plan, should continue and be expanded and strengthened in future review procedures for this Plan as well as in all phases of the planning process.

79. A "Citizens Advisory Committee" must be established to provide for an ongoing citizen participation process. This committee would be composed of a broad spectrum of citizens from the community and representatives from the metropolitan planning commission (e.g., two members each of the Eugene, Springfield, and County Planning Commissions). This committee would have at least the following responsibilities:
- a. Serve as Lane Council of Governments' metropolitan area Citizens' Advisory Committee in natural resources to review subsequent plans for open space, parks and recreation, public facilities and utilities, neighborhoods, communities, major governmental or private developments, and other plans affecting natural resources (such as transportation, housing and economic development).
 - b. Serve the citizen advisory role in Plan re-evaluation.
 - c. Review or initiate changes, amendments, or additional Plan elements for consideration by the Planning Commissions.
 - d. Make reports to Lane Council of Governments and the Planning Commissions for the annual reviews.
80. The early "annual reviews" should give consideration to the following:
- a. Refinement of the criteria for neighborhood shopping centers and strip commercial locations.
 - b. Incorporation into the Plan of appropriate information and recommendations of Crisis: Air and Crisis: Water as may be amended after appropriate review.
 - c. Incorporation into the Plan of appropriate information and recommendations of the Sand and Gravel report as may be amended after appropriate review.
 - d. Incorporation into the Plan of appropriate information and recommendations of the Quest for Scenic Quality report as may be amended after appropriate review.
 - e. Review of taxation policies affecting this plan with appropriate recommendations.
 - f. A substantial expansion of the Housing element based on the 1970 Census Data, information gathered in the housing need inventory conducted by the City of Eugene, and policies evolved by the Lane Council of Governments' Housing Advisory Committee.
 - g. A complete review of the Eugene-Springfield Area Transportation Study.
 - h. A review of the fundamental question of growth and its impact on the implementation of this plan.

THE UNIVERSITY OF CHICAGO
LIBRARY

APPENDICES

Appendix A	...
Appendix B	...
Appendix C	...
Appendix D	...
Appendix E	...
Appendix F	...
Appendix G	...
Appendix H	...
Appendix I	...
Appendix J	...
Appendix K	...
Appendix L	...
Appendix M	...
Appendix N	...
Appendix O	...
Appendix P	...
Appendix Q	...
Appendix R	...
Appendix S	...
Appendix T	...
Appendix U	...
Appendix V	...
Appendix W	...
Appendix X	...
Appendix Y	...
Appendix Z	...

MAHLON SWEET FIELD AREA

The public investment in Mahlon Sweet Field is about five million dollars, but the replacement or relocation cost for the airport is probably close to fifteen million dollars. The public investment in this airport must be protected. Consequently, local governments have a responsibility to closely examine the land uses in the area near the airport to prevent incompatibility between these land uses and airport operations. The following categories of land use reflect airport-compatible land uses:

1. Open uses involving few people:

Natural Corridor Uses

rivers, lakes, and streams
swamps
areas subject to flooding
other forms of unpopulated land

Open Land Uses

cemeteries
reservoirs
reservations
game preserves
forests
water treatment plants
sewage disposal plants
sod farming
truck farming
other vegetable and plant crop cultivation
landscape nurseries
golf courses
riding academies
picnic areas
botanical gardens
passive recreation areas

2. Airport-allied uses which have an incentive to locate close to the airport (should have low worker densities in approach areas):

aircraft & aircraft parts manufacturing
air freight terminals
trucking terminals/other allied uses

- warehouses
- aviation schools
- aircraft repair shops
- aircraft fuel & supply services
- aerial survey & other similar companies
- aviation research & testing labs
- airline schools
- auto storage areas
- parking lots
- airport motels & hotels
- restaurants
- taxi & bus terminals
- wholesale distribution centers
- gas stations
- industrial or office parks

3. Inherently noisy activities not sensitive to additional noises.
4. Indoor uses which can be protected from airport noise by soundproofing.

It is recommended that development around Mahlon Sweet Field be limited to the categories of open uses and airport-allied uses. The bases for such recommendations are:

1. Intensive development should have the necessary urban services as in any other portion of the metropolitan area.
2. Only limited development can be accommodated by 1990 on the interim facilities now available. Permitting any compatible land use to utilize these limited facilities would preempt the location of future uses before 1990 that would directly benefit or be benefitted from the airport.
3. Priority categories 3 and 4 would be reasonable uses to expect when proper services are available, now projected for beyond 1990. Sufficient vacant zoned land is available and programmed for early services in the general vicinity to provide for these uses for the next 20 years.

A master plan for Mahlon Sweet Field and the surrounding area should be completed by mid 1972. This plan will further refine the list of land uses which are both compatible with airport operations around Mahlon Sweet Field and appropriate to the particular circumstances in the area surrounding the airport.

1985 CORRIDOR TRAFFIC VOLUMES*

The map which accompanies this appendix is an illustration of the traffic volumes that could be expected in 1985 through the various transportation corridors. Aside from showing the projected traffic demands, the map is a graphic reminder that all the traffic proposals in the Eugene-Springfield Area Transportation Study are corridors, rather than fixed locations. Regardless of where these traffic proposals are located or what mode the transportation solution takes, the corridors will need to handle no less than the 1985 traffic flows shown. The Eugene-Springfield Area Transportation Study is part of the on-going transportation planning process and subsequent updating of the study will reflect the input of the 1990 General Plan.

*From the Eugene-Springfield Area Transportation Study.

RESEARCH SECTION

The following outline of the Research Section is included as a part of the Revised General Plan. The information included in the Research Section is background material to be taken from the Preliminary General Plan, which was printed in 1969.

1990 GENERAL PLAN
RESEARCH SECTION -- OUTLINE

1. BASIC INFORMATION

A. Introduction

1. Basic Location Map
2. Introduction Text
 - a. Purpose of Research Section
 - b. Process Used to Develop Plan
 - c. Past, Present, Potential, Etc.

B. The Economy -- Existing and Projected

C. The Population -- Existing and Projected

D. Environmental Resources

1. Terrain and Soil Resource
2. Flood Plains & Septic Tank Suitability
3. Air Pollution & Arsenic Potential
4. Development Suitability
5. Existing Natural Resources

E. Growth Form

F. Plan Elements

1. Land Use -- Existing and Proposed
2. Environmental Resources
3. Transportation -- Existing and Proposed (see Appendix B)
4. Public Facilities and Services
 - a. Urban Services Area
 - b. Water and Sewer
 - c. Education
5. Parks, Recreation, and Open Space
6. Environmental Design
7. Conclusion

II. APPENDICES

A. Glossary

B. School Site Standards

C. Recommendations from Sand and Gravel, Crisis: Air, Crisis: Water, The Quest for Scenic Quality, Water Master Plan and Sewerage Master Plan.

**EUGENE - SPRINGFIELD
METROPOLITAN AREA
1990 GENERAL PLAN**

----Metropolitan Update in Progress

**COMMUNITY GOALS
AND POLICIES (1974)**

**SPECIAL - PURPOSE
PLANS AND STUDIES**

ADOPTED

Airport Master Plan
Master Bike Plan
Eugene-Springfield Transit Study
Housing Dispersal Plan
Twelve Principles for Transportation
Master Plan Development
Willamette Greenway Plan

IN PROGRESS

Economic Development Update
Growth Management Study
Eugene-Springfield Area Transportation
Study (E-SATS) Update

**AREA REFINEMENT
PLANS**

ADOPTED

Laurel Hill Neighborhood Plan
South Hills Study
Bethel Danebo Neighborhood Plan
CBD/Urban Renewal Plan
Goodpasture Island Study

IN PROGRESS

Downtown Westside Study
Westside Neighborhood Plan
Whiteaker Refinement Plan
West University Refinement Plan

**PLANNING-RELATED POLICIES,
PROGRAMS, AND RESOLUTIONS**

ADOPTED

Community Development Block Grant
Revenue Sharing for Housing
Flood Plain Resolution
Housing Resolution
Water Extension Policy
Neighborhood Organization
Recognition Policy
Implementation Ordinances
(e.g. zoning, subdivision, building)

**BACKGROUND OR TECHNICAL
REPORTS AND STUDIES**

Preliminary General Plan
Metro Bike Plan
Eugene-Springfield Area Transportation
Study (E-SATS)
Eugene Commercial Study
Crisis Air
Crisis Water
Master Water Plan
Master Sewage Plan
Regional Sewage Treatment Needs
Sand and Gravel Report
Quest for Scenic Quality
Three Valleys
Transit Development Program

Central Lane Regional Parks Report
Transportation Improvement Program
Overall Economic Development Program
(OEPD) and update
Central Processing and Transfer Facility
Areawide Waste Treatment Management
(Plan)
Special Services, Operational and
Policy Guidelines, LTD
Airport Needs Study
Lane County Solid Waste Management Plan
City of Eugene Land Use
Housing Market Analysis
Neighborhood Analysis 1976
Mobile Home Study

CITY OF EUGENE
PLANS AND STUDIES

FEB 77