

term development, ultimate development patterns suggest that a more westerly site could serve the Basin with greater efficiency. The Parks Department concurs that the major active recreational area could be located in conjunction with the public resource node (see Map E) involving shared siting with an elementary school and other public facilities. Based on review of potential development in the Basin, the Parks Department feels that about 35 acres should be devoted to the major active recreational area.

2. As noted above, the draft Parks Plan suggests the need for four neighborhood parks within the Willow Creek Basin. After reviewing the two proposed land-use alternatives developed as part of this document (see section on proposed land-use), the Parks Department feels that a fifth neighborhood park site should ultimately be provided. This should be located at the southeastern edge of that portion of the Basin within the urban growth boundary. This site will provide active recreational facilities for residents in the low density area surrounding the wetlands area and future residential development occurring within the urban reserve.

B. Passive Recreation Areas

The Willow Creek Basin has the potential of providing passive recreational areas near intensive urban development. These areas will complement the active open space program discussed above. Specifically, the wetlands area and the ridgeline system (see Section VIII, Environmental Issues) will be critical in providing a passive recreational program. At this time, a decision has been made to maintain the wetlands area in its natural condition, by providing access only through a walking/bicycling system which will run through the wetlands area. By a connection with 18th Avenue, this path will become an integral part of the overall recreation/transportation system of the Basin.

VII. FUTURE LAND-USE ARRANGEMENTS

The Willow Creek Basin provides the community with a unique opportunity to set public policy prior to development of the area. Because the Basin is substantially undeveloped, policy direction can be established at this time that will guide short-range and long-range development of the area and set in motion mechanisms required to build public facilities which will serve future residents, employers, and employees in the Basin.

Development of the Metropolitan Plan was the first step in establishing public policy for this area. The Metro Plan developed generalized guidelines for the area by allocating various land-use activities to the Basin. The plan diagram, adopted as part of this Special Study, is intended to conceptually identify land-use arrangements in the Basin which would ultimately be implemented by other more specific public actions. For instance: 1) the public resource node on the plan diagram is shown schematically to demonstrate the intent of the concept and is not meant to be site specific; 2) neighborhood commercial facilities may be

located in residential areas as part of the process of urbanization; and 3) zoning and other implementation techniques will be used to specifically define land-use arrangements suggested by the plan diagram.

A. General Land-Use

Based on existing policies, two potential land-use arrangements were considered.

1. Alternative #1

Under this alternative land use in the Willow Creek Basin would be arranged to reflect:

- A major special light industrial site for activities involving manufacture of high-technology products, located in the center of the Basin, taking advantage of the gently rolling terrain in this area;
- Designation of land for light-medium industrial activities at the northern edge of the Basin;
- Medium-and-high density residential development clustered in proximity to the employment centers in Willow Creek to encourage the use of alternative modes of transportation.
- Location of commercial activities at the northern edge of the Basin in proximity to light-medium industrial activities.

Alternative #1 maximizes the nodal development concept by creating an environment which fosters neighborhood identity, but provides for logical and continuous development of the City. It reflects the direction established in the Metro Plan and responds to the nodal development concept by anticipating that areas of high intensity employment would ultimately occur in the Basin. Finally, Alternative #1 responds to policy 22, page III-B-6 of the Metro Plan which calls for continued evaluation of other sites for potential light-medium and special-light industrial sites. Alternative #1 sufficiently modifies the Metro Plan to require an amendment to that document.

2. Alternative #2

This alternative closely parallels arrangements generally proposed for the Basin in the Metro Plan. Under Alternative #2:

- A special light industrial site would be located toward the northern edge of the Basin with direct access to West 11th Avenue and Beltline Road.
- Greater emphasis would be placed on residential development than in Alternative #1.
- Commercial facilities would be located at the northern edge of the Basin in proximity to industrial sites with direct access to West 11th Avenue and Beltline Road. Because of its proximity to these industrial sites in the Basin, the commercial land would

potentially supplement activities occurring on industrial land at the northern end of Willow Creek.

Alternative #2 supports the nodal concept in the Metro Plan by emphasizing residential development in the Basin. Alternative #2 merely refines land use arrangements in the Metro Plan and will not require an amendment to that document.

3. Summary of Action

Both the Planning Commission and Council conducted public hearings on the draft Willow Creek Study. Testimony presented at the public hearings strongly supported the direction established in Alternative #1. Both bodies based their deliberations on 1) established public policy; 2) testimony presented at both the Planning Commission and Council public hearings; and 3) data and information presented as background information to the draft study.

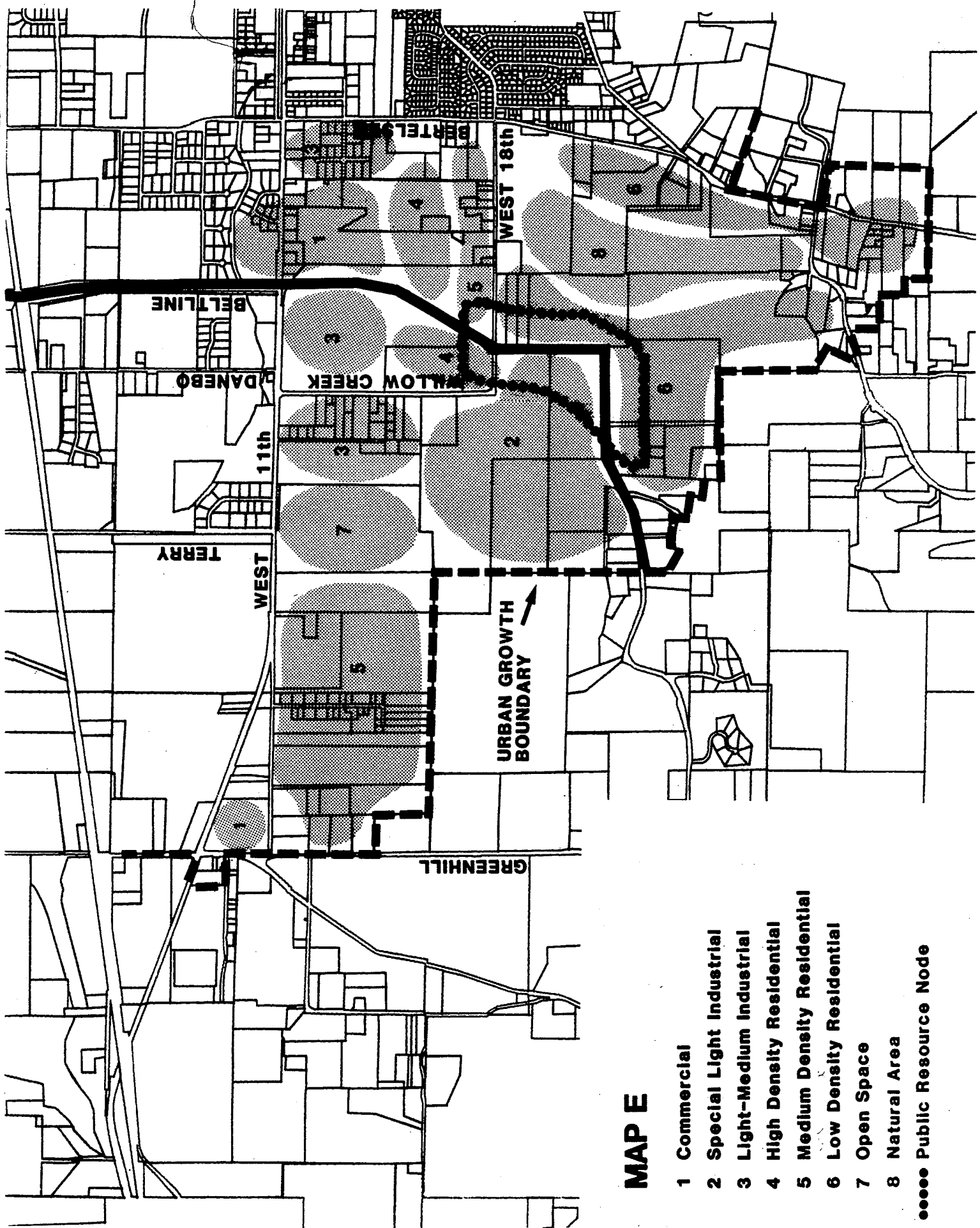
As a result of its public hearing and Commission discussion on June 14, 1982, the Planning Commission voted unanimously to forward the draft (with some modifications) to the Council for adoption. The commission included the land-use configuration generally described in Alternative #1 in its recommendation.

On July 21, 1982, the Council unanimously adopted the Willow Creek Special Area Study, incorporating in that adoption the land-use configurations generally described in Alternative #1 and shown on Map E.

Table 2 shows the approximate area (in acres) devoted to the various land-uses anticipated in the Willow Creek Basin.

B. Public Resource Node

Both alternatives contain a proposal to establish a public resource node within the interior of the Willow Creek Basin. This is intended to provide land for an elementary school, a community center, major active recreational areas (e.g. ballfields), incubator high technology facilities (a start-up space), and day care facilities. While these types of facilities are generally available within the community, this proposal conceives them being clustered in one area and located in proximity to other high-intensity land uses in the Basin. Under this proposal, the City would investigate the implications, and, if appropriate, implement a land acquisition program for the public resource node. Ultimately, the City could control all land within the public resource area and through contractual arrangements provide land for various facilities including an elementary school. Ultimately, however, the School Board must decide on siting of the school. Other users, including small high technology firms, could utilize the land through lease arrangements with the City. If, as in other parts of the City, a change in demands for certain facilities occurs conversion to other public uses might be appropriate. Overall, the premise of the public resource center concept is to minimize public investment through sharing of facilities. While this is not a new concept in Eugene, the proposal is the next logical evolutionary step in this idea for the community.



MAP E

- 1 Commercial
- 2 Special Light Industrial
- 3 Light-Medium Industrial
- 4 High Density Residential
- 5 Medium Density Residential
- 6 Low Density Residential
- 7 Open Space
- 8 Natural Area
- Public Resource Node

C. Environmental Land Use

Under both alternatives, the Willow Creek wetlands are identified as a natural area. A more detailed discussion of the environmental importance of this portion of the basin is contained in Section VIII, Environmental Issues, in this study. However, it is important to note that while the wetlands area is shown as a natural area, the properties are currently under private ownership. As a result of the Land Conservation and Development Commission's (LCDC's) acknowledgement requirements for the Metro Plan, a process was established to address and resolve potential conflicts between future development and maintenance of the environmentally sensitive area. While the LCDC set the stage for this effort, it was through the work of the property owners and The Nature Conservancy (a non-profit environmental organization) that specific resolution of this potential conflict occurred. The process for preservation of these sensitive lands is as follows:

1. The City of Eugene will annex and concurrently rezone to AGT (Agricultural, Grazing and Timber District), or a similar non-urban zoning classification, the environmentally sensitive areas and less critical buildable lands under common ownership and adjacent to the natural area;
2. As the buildable portions of the lands are needed for urban development, and services (including sanitary sewers) are made available, rezoning to a residential district and application of the PUD suffix will occur.
3. Through "density transfer" provisions of the current planned unit development regulations, transfer of density from the environmentally critical area to the buildable areas of these properties will occur.

This process responds to Policy 22, Page III-A-6 of the Metro Plan which calls for economic incentives, "such as density bonuses for builders and developers who provide amenities or specialized housing that benefit the metro area..."

At this time, The Nature Conservancy is negotiating access and management rights through a direct lease arrangement. As part of this process, the Conservancy will determine the exact area to be managed for future public use through a detailed land survey. This survey will then specifically designate the protected area and designate that portion of the wetlands which will not experience urban development. Prior to annexation and development approval, the lease will provide interim protection for environmentally sensitive areas. However, ultimate protection of the wetlands will result from ownership by the Conservancy (or some other public body) and planned unit development approval with density transfer from the sensitive areas. If long term maintenance and management of this area is provided by the City of Eugene, this action could have budgetary impacts which are not currently programmed.

While the planned unit development process provides a density transfer mechanism, actual development on the buildable part of these properties will also be directed by other factors such as: 1) conditions of an approved planned unit development application, e.g., building

placement, amenities; 2) the market for certain types of housing, which can only accurately be assessed at the time of development; and 3) building envelopes and siting, which in part are controlled by the market as well as conditions of approval of a planned unit development.

Table 2
Willow Creek Basin
Special Study Allocations
(In Approximate Acres)

<u>Plan Designation</u>	<u>Acres</u>
Low-Density Residential	550
Medium-Density Residential	320
High-Density Residential	80
Special Light Industrial	200
Light-Medium Industrial	300
Commercial	75
TOTAL	1525

Data in Table 2 excludes: 1) the area of existing roads; 2) the cemetery at the northern edge of the Basin; and 3) area for land designated urban reserve.

Table 3 compares the potential for future residential and employment development in the Basin.

Table 3
Residential and Employment
Potential
Willow Creek Basin Special Study

<u>Land Use</u>	<u>Units</u>
Low-density	2850
Medium-Density	3500
High-Density	2000
 Total	 8350
	 <u>Employees</u>
Commercial	5700
Special Light Ind.	6300
Light-Medium Ind.	5550
 Total	 17550

(1) Note: Numbers in Table 3 are merely estimates and actual numbers of dwelling units and levels of employment may be higher or lower depending on specific development plans.

A total of seven special light industrial sites (about 885 gross acres total) are designated in the Metro Plan. Those seven sites were not designated to meet projected employment demand; they were designated to respond to goals regarding diversification of the local economy. A number of sites were designated to meet two objectives: (1) allocation of sites to meet the cities of Springfield and Eugene needs; and (2) allocation of sites in various sizes, configurations, and locations to allow choice among several sites by potential special light industrial firms. Criteria used for selecting the seven sites in the Metro Plan include: (1) large scale - in excess of 50 acres; (2) five or fewer ownerships; (3) good access to transportation facilities - especially highways; (4) buffered from detracting surrounding urban uses; (5) campus-like atmosphere; and (6) the ability to extend services to the site.

Originally the Metro Plan designated a special light industrial site at the northern edge of the Basin near West 11th Avenue.

1. Size - The approximately 230 acre special light industrial site in the approved study is in one ownership and can provide siting potential for a major user. The special light industrial site in Alternative #2 is split by Willow Creek Road into approximately sixteen separate parcels possibly rendering it less desirable by a potential major firm.

2. Access - While land at the northern edge of the Basin currently has access to a major arterial (West 11th Avenue), upon extension of the proposed arterial facility south from Beltline Road, the access to the special light industrial site adopted as part of the study would be superior.

3. Surrounding Uses - The topography of the site provides natural buffering from existing transitional heavy industrial uses to the north.

4. Campus-Like Environment - Some firms do prefer gently rolling topographical conditions. The site contains this type of condition. In addition, it provides opportunities for unobstructed views to the scenic forested hills to the south, and the natural wetlands area to the east.

In addition to the points noted above, the Willow Creek Study provides a residential land use arrangement which responds more efficiently to goals and policies of the community pertaining to balanced land use and compact urban growth. This occurs through clustering of the multiple family land uses around the major service and employment centers, i.e., commercial and industrial land uses.

VIII. ENVIRONMENTAL ISSUES

This section summarizes a more extensive environmental analysis conducted by Lane Council of Governments for the Willow Creek Study. The results of the detailed work are on file at the Eugene Planning Department Office.

The Study area consists of two drainage areas (the Willow Creek and Greenhill subbasins) which flow north into the Amazon drainage system, which in turn empties into the Long Tom River through Fern Ridge Reservoir. The northern portion of the Willow Creek Basin below the 500-foot level is generally flat or gently sloped and unforested. The southern and western hillside slopes of the Basin above the 500-foot elevation are forested. The undeveloped nature of the Basin provides the opportunity to achieve a balance between the need for future urban development in this area and protection of the many existing environmental resources. The ultimate result of this balancing can be an attractive urban environment.

A. Soils

Map F shows soil classifications for the Willow Creek Basin and Appendix A identifies those classifications. The soil mapping technique and soil constraint model used in updating the Metro Plan were also used for this Study (for more details see the Metro Plan "Natural Assets and Constraints" working paper, LCOG, April, 1978). In certain circumstances soil conditions may affect development considerations. Because the combination of factors affecting soil suitability and because design solutions to various soil conditions are complex and vary on a case-by-case basis, and because soil mapping is generalized, on-site analysis is required to identify development limitations, appropriate design solutions, and possible building prohibition areas.