

# RIVER ROAD CORRIDOR STUDY

Community Advisory Committee Meeting #1

15 January 2019

# AGENDA

- **Introductions**
- **Project basics**
- **Timelines**
- **Study context**
  - *The Neighborhood Plan*
  - **Area plans and projects**
  - **History and culture**
- **Study So Far**
  - **Physical Assessment**
  - **Economic Assessment**
  - **Code**
- **Next Steps**
- **CAC role**
- **Other**



# INTRODUCTIONS



## BUILD ON *NEIGHBORHOOD PLAN* VISION AND GOALS

**The River Road Santa Clara Neighborhood Plan is charting a vision for the future of the neighborhoods.** A key goal of the Plan is to improve River Road, the major street that runs from Santa Clara, through River Road, and connects to central Eugene.

The Neighborhood Plan draft vision includes “**thriving, vibrant and active mixed neighborhood centers along the River Road corridor**” and “a transportation system that is **safe, accessible, affordable, environmentally responsible and transitions to zero carbon.**”



# RIVER ROAD CORRIDOR STUDY

As a next step to implement the vision, the *Corridor Study* integrates knowledge about **who lives and works in River Road, how people get around, where they shop and live, what they do, and how the corridor looks and feels.** The Study will help implement the community vision by creating physical plans, development studies, code, and ways to improve transit connections to better serve people in the area.



# RIVER ROAD CORRIDOR STUDY: OUTCOMES

1. **Data-supported study of physical and economic opportunities**
2. **Evaluation of multiple concepts to test feasibility and community support**
3. **Strategies to craft vibrant, neighborhood-serving transit-supportive development and places**
4. **Code and capital investment plan for implementation**
5. **CAC-recommended concept - alignment with *Neighborhood Plan***
6. **Adoption as part of the *Neighborhood Plan***

# COMMUNITY CONVERSATIONS

October 30

- Project Team and Staff Kickoff Meeting
- Community Member lunch and River Road tour

December 5-6

- Attended *Neighborhood Plan* Policy Roundup
- City/LTD Staff existing conditions and projects review
- SCCO Meeting to review Santa Clara Station concepts
- Community stakeholder existing conditions review
- Public Involvement Plan review

Overall

- Interviews with business owners and developers



# THINGS WE'VE HEARD SO FAR

- Strong community desire for gathering spaces, local businesses, more open space and access to nature, and compatible housing and commercial growth
- Need for fact/analysis-driven concept development and ground-truthing of neighborhood goals and potential
- Narrowing down to four Station Areas that feel like cohesive corridor centers and provide “20 minute neighborhood” qualities
- Respect the agriculture, local, and informal roots of the River Road economy

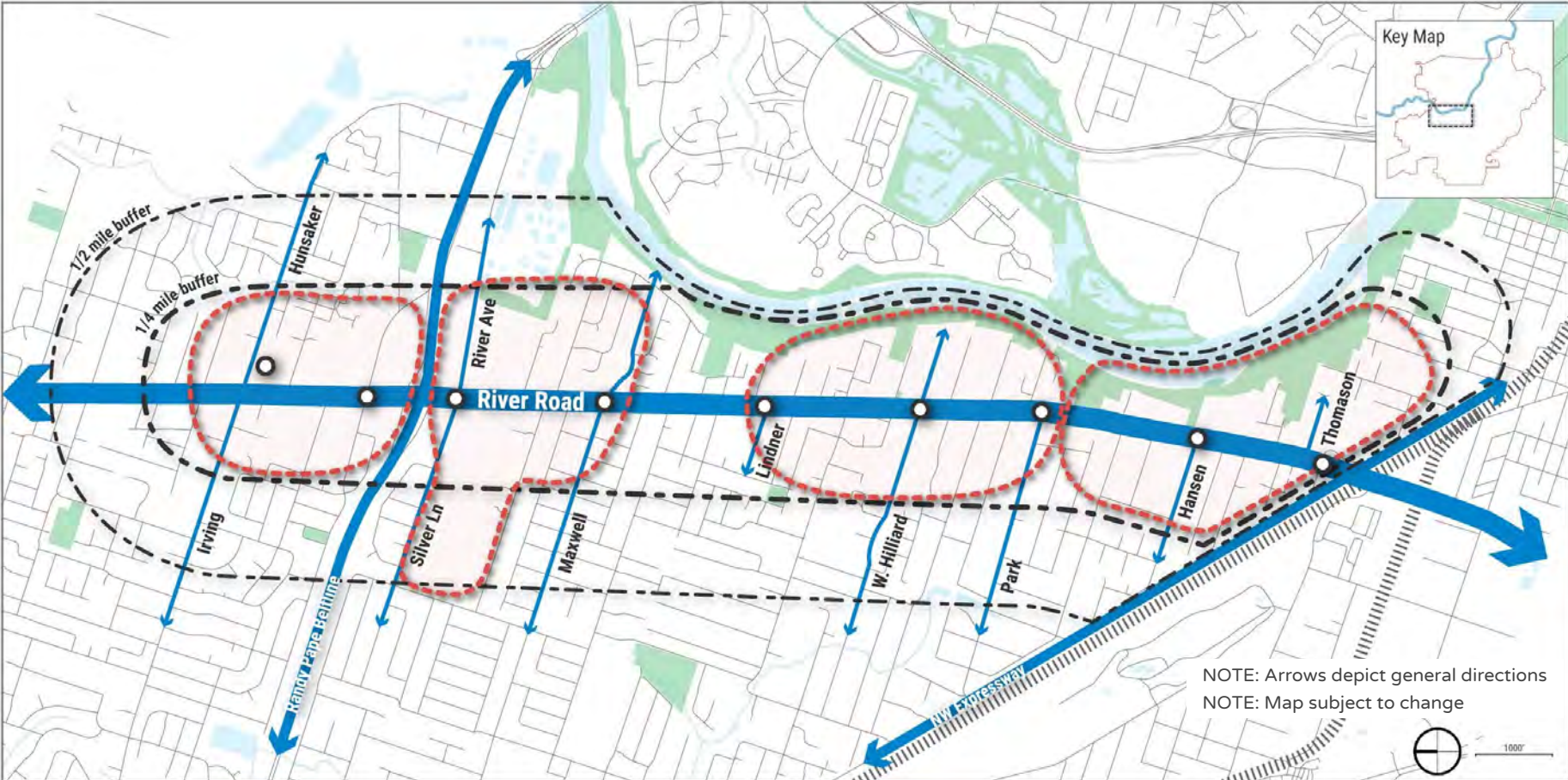




# A FEW ASSUMPTIONS

- **Community Advisory Committee (CAC) will remain the same through both the *Neighborhood Plan* and *Corridor Study***
- ***Corridor Study* outcomes to be documented primarily within the *Neighborhood Plan***
- **Corridor Study uses three primary geographies**
  - **¼ Mile Station Areas - physical planning and typologies; code**
  - **¼ Mile Corridor Buffer - zone of influence on River Road; code**
  - **½ Mile Study Area - Economic and transit influence area**

# PROJECT STUDY AREA



NOTE: Arrows depict general directions  
NOTE: Map subject to change

## CONSULTANTS

- SERA Architects**  
Project Management  
Urban Design
- ECONorthwest**  
Economic/Market Study
- Cogito Partners**  
Community Engagement
- Raimi + Associates**  
Code and Policy
- Toole Design Group**  
Transportation / Access

## COMMUNITY ADVISORY CMTE.

### Neighborhood Plan CAC

- Continuity with N.P.
- Review body
- Co-creation of concepts in workshops
- Vetting of Evaluation Criteria
- Liaison to broader public
- Review and recommend to elected/appointed bodies
- CAC Subgroup?

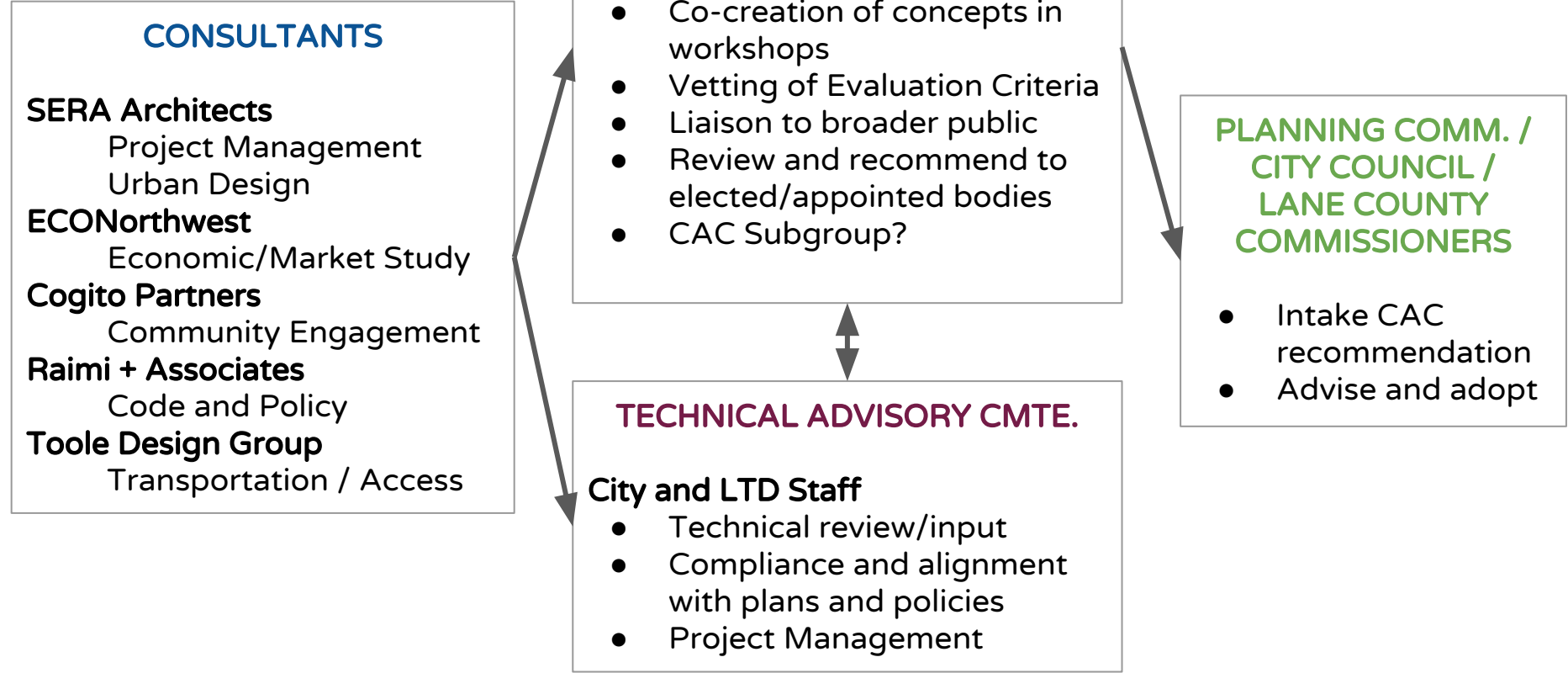
## TECHNICAL ADVISORY CMTE.

### City and LTD Staff

- Technical review/input
- Compliance and alignment with plans and policies
- Project Management

## PLANNING COMM. / CITY COUNCIL / LANE COUNTY COMMISSIONERS

- Intake CAC recommendation
- Advise and adopt

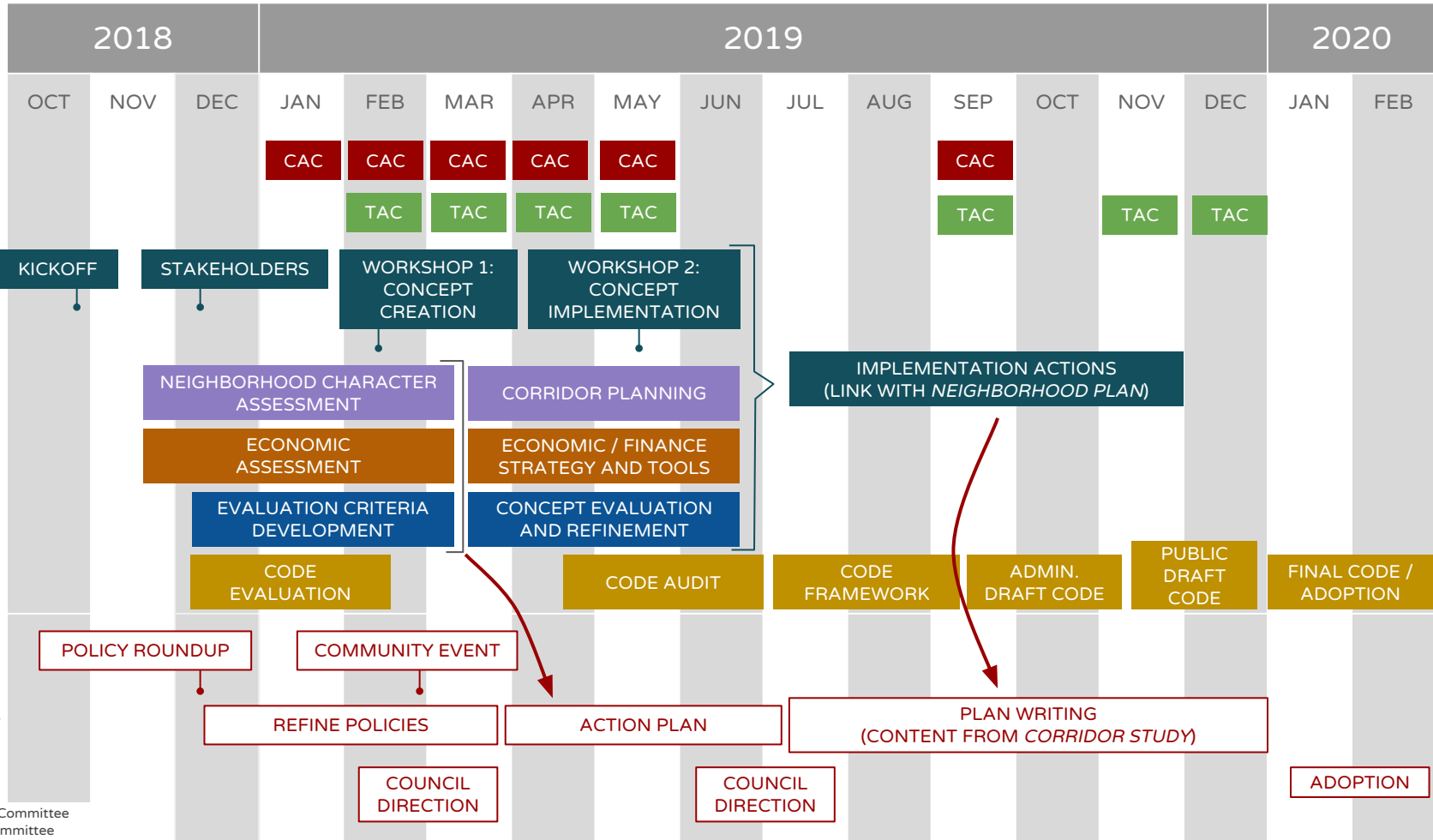




# PROJECT TIMELINE

## RIVER ROAD CORRIDOR STUDY

## RIVER ROAD - SANTA CLARA NEIGHBORHOOD PLAN



CAC: Community Advisory Committee  
TAC: Technical Advisory Committee



# IS NOT: TWO SEPARATE PLANS

***NEIGHBORHOOD PLAN***

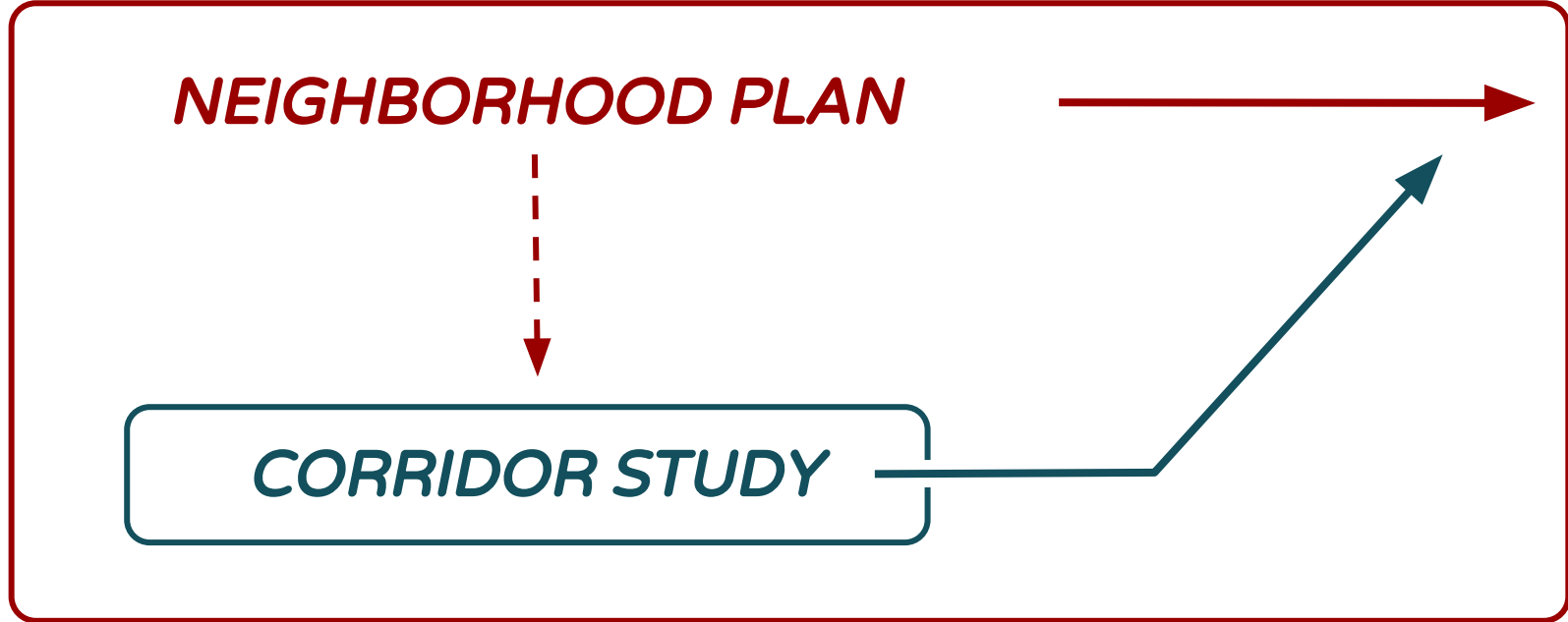


***CORRIDOR STUDY***





**IS:** A STUDY TO GUIDE *NEIGHBORHOOD*  
*PLAN* IMPLEMENTATION



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

12. Ensure that future **housing addresses the needs of the community**.

13. Support a **thriving, vibrant and active** River Road corridor.

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

2.1.3 **Vibrancy** - Based on [redevelop-able property] map and residential density projections, **target locations for mixed-use development** that includes live/work spaces, apartments above retail, and co-work environment

11.2.1 **River Road / Santa Clara Land Use Provisions** - Utilize a **special area zone(s) or an overlay zone(s)** to implement land use for the River Road and Santa Clara Neighborhood that possess distinctive characteristics that have significance for the community...

12.1 **Compatible Infill** - Allow for residential **infill development at compatible scales** using a variety of housing types for appropriate density to lower costs and provide needed housing

1. Improve the **neighborhood economy** and empower local residents by encouraging the **growth and creation of local businesses**.
2. Promote redevelopment that enhances the character of our neighborhood while **increasing access to daily needs**.
3. Promote **living wage employment and business ownership** opportunities within the neighborhood.

2.2 Market Analysis - Conduct market analysis to identify needed **commercial development** and opportunities for **local small business owners**



7. Ensure that **natural areas** are healthy, thriving spaces that provide **habitat** for native species and function as **natural infrastructure**.

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

9. Ensure the **Willamette River is a vital and accessible part** of the neighborhoods.

10. **Preserve agricultural land and open spaces** within and around our neighborhood boundaries.

4. Promote **connected and efficient multi-modal transportation** options that support economic opportunities, environmental stewardship and social equity within River Road and Santa Clara.

5. Support a **transportation** system that is **affordable, environmentally responsible** and transitions to **zero carbon**.

6. Promote safe, accessible and efficient **transportation for all**.

4.5 Support actions that **create affordable bus rapid transit** from the River Road corridor to the rest of Eugene

4.7 Support **safe and convenient active transportation** access to commercial entities that include community gathering areas

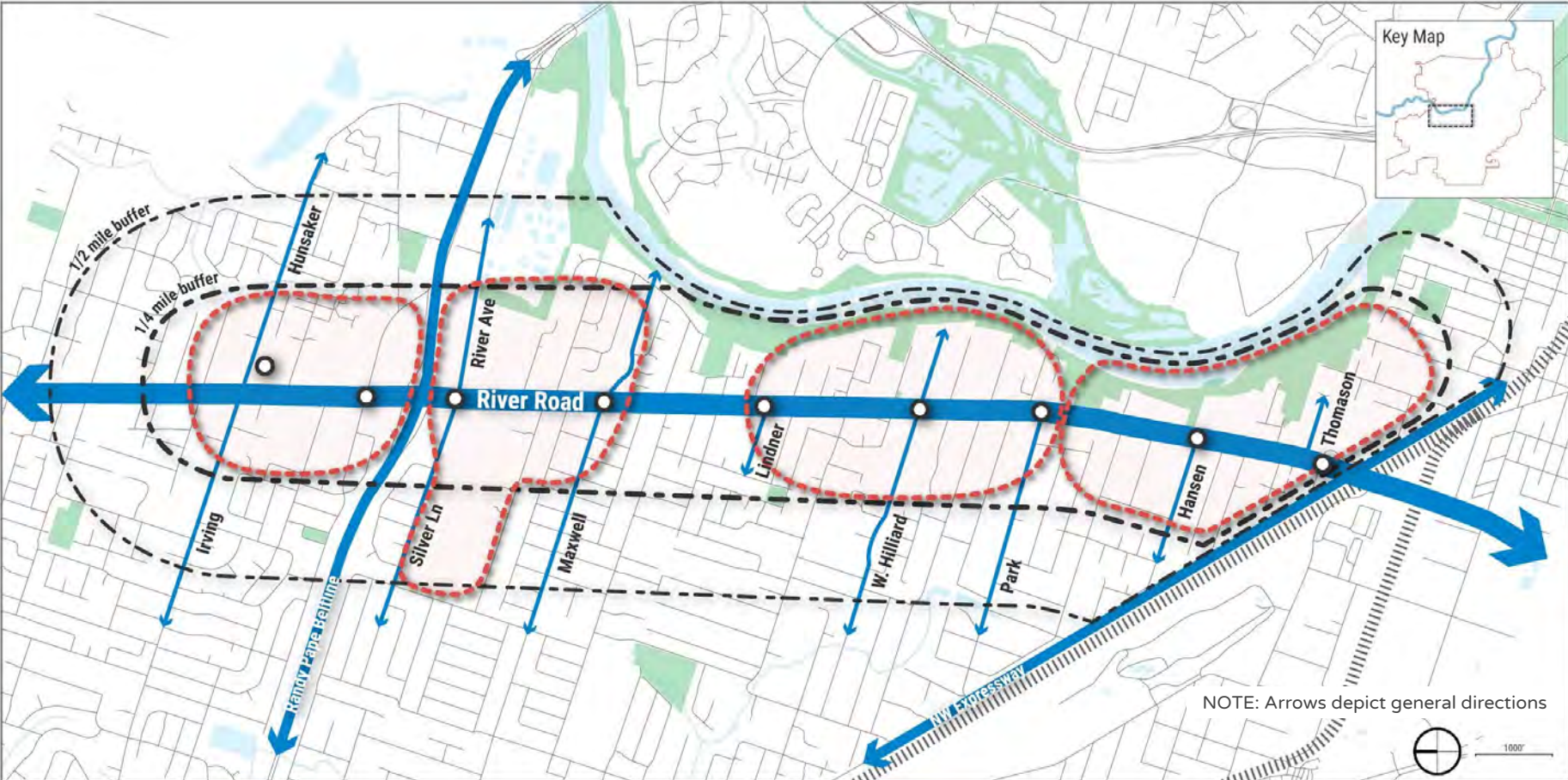
15. Ensure our community is **welcoming and inclusive**.

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

17. Provide comprehensive **public services** responsive to the needs of the community.

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

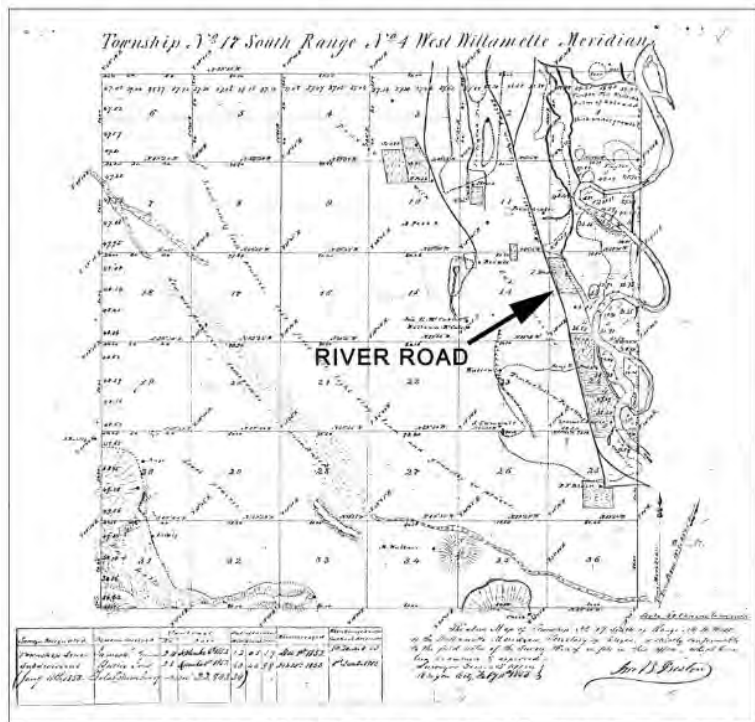
# PROJECT STUDY AREA







# AGRICULTURAL BEGINNINGS



General Land Office (GLO) map from 1853 showing information recorded in 1852. What was to become River Road is pointed out and visible next to the Willamette River in the upper right quadrant.



Arps' Dairy farm on River Road, c. 1910. Photo courtesy of Lane County Historical Museum (GN7035)



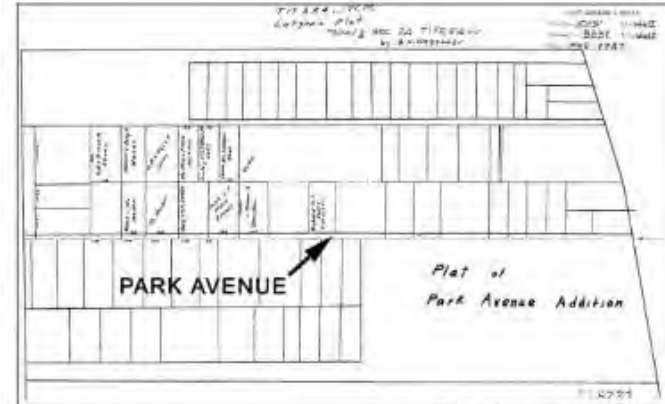
River Road in 1920. Photo courtesy of Clara Yockey.



# A RURAL, EVOLVING COMMUNITY



Metsker map from 1968 showing shrinking lot size and new road construction in the River Road area.



Park Avenue plat of 1925.



View of Woodruff Nursery circa 1930. Photo from City files.

# RELATIONSHIP WITH THE RIVER



*Aerial view of flooding in the River Road area. Photo courtesy of Lane County Historical Museum (GN6684).*



*Store and house surrounded by water during the January 1946 flood in the River Road area. Photo courtesy of Lane County Historical Museum (GN2048).*





# POST-WAR GROWTH AND PUBLIC FACILITIES

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RIVER ROAD CORRIDOR STUDY





# ERA OF BIG PROJECTS



# 1980s RIVER ROAD WIDENING



*River Road Hardware in December 1965 at 675 River Road. It was torn down in the mid-1980s during the widening of River Road. Photo from the 1965-66 North Eugene High School yearbook.*



# REINVENTION AND EVOLUTION



McKay's Market at 1015 River Road in the 1950s. Photo from City files.



The former McKay's Market is today a Goodwill store.  
Photo by City in 2005.



The Colin Kelly Junior High building at 850 Howard Avenue soon after opening in 1947. Postcard from Pinyerd Collection.



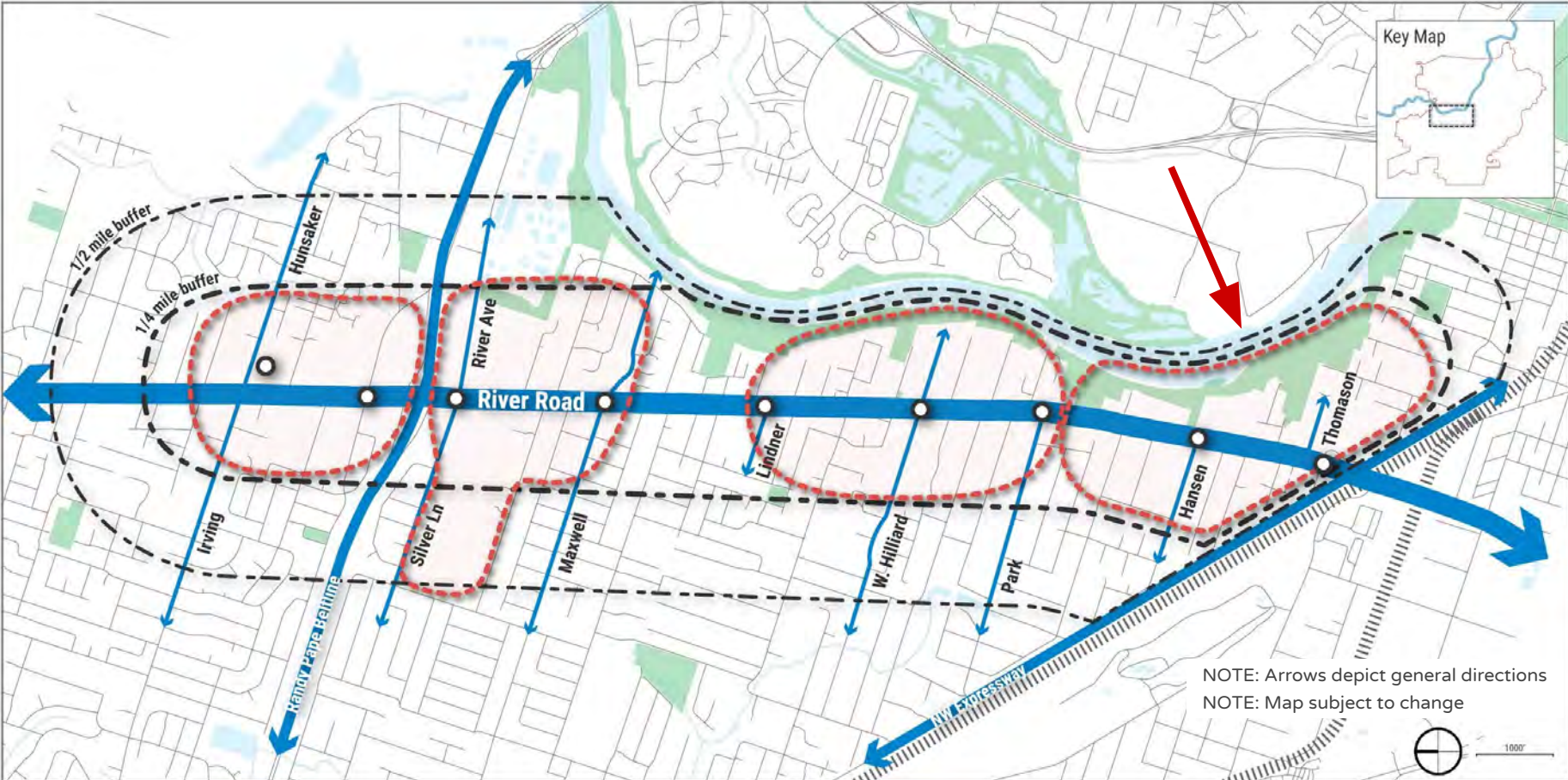


# STUDY AREAS MAP





# "SOUTH GATEWAY" STATION AREA



NOTE: Arrows depict general directions  
NOTE: Map subject to change



# “SOUTH GATEWAY” STATION AREA

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At Northwest Expressway



Near Knoop Lane

# “SOUTH GATEWAY” STATION AREA

## Opportunities

- (A)** Opportunity to connect Commercial Zone to Riverfront path.
- (B)** Affordable housing and/or commercial development opportunity.
- (C)** Opportunity to improve arrival experience @ intersection area.

## Existing Projects

- (1)** Lombard Apartments

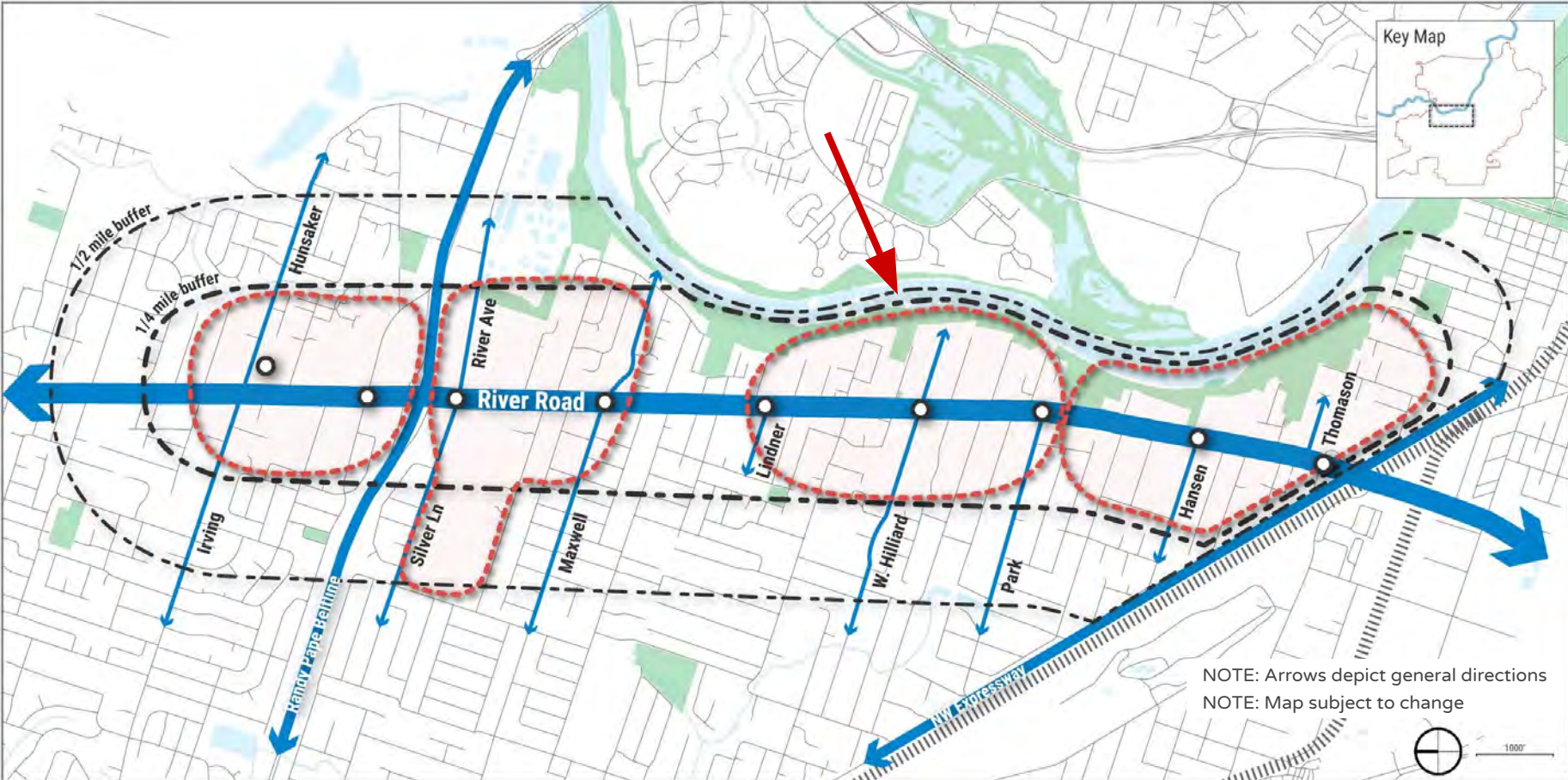


## Legend

Multi-Family Housing	R-2 Medium Density Residential	Existing Shared Roadway/ Popular Bicycle Route	<b>TSP Projects- within 20 years</b>
Affordable Housing	Landbank Site	Existing Shared Use Path	Pathway
C-1 Neighborhood Commercial	Rapid Flash Beacon Crossing	Potential Enhanced Transit Stop (Moving Ahead)	Bike Lane
C-2 Community Commercial	Informal East/West River Connectic	Connection Opportunity	Accessway
R-2 Medium Density Residential	Existing Bicycle Lane	Station Study Area	Sidewalk



# "NEIGHBORHOOD COMMERCIAL" STATION AREA



NOTE: Arrows depict general directions  
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# “NEIGHBORHOOD COMMERCIAL” STATION AREA

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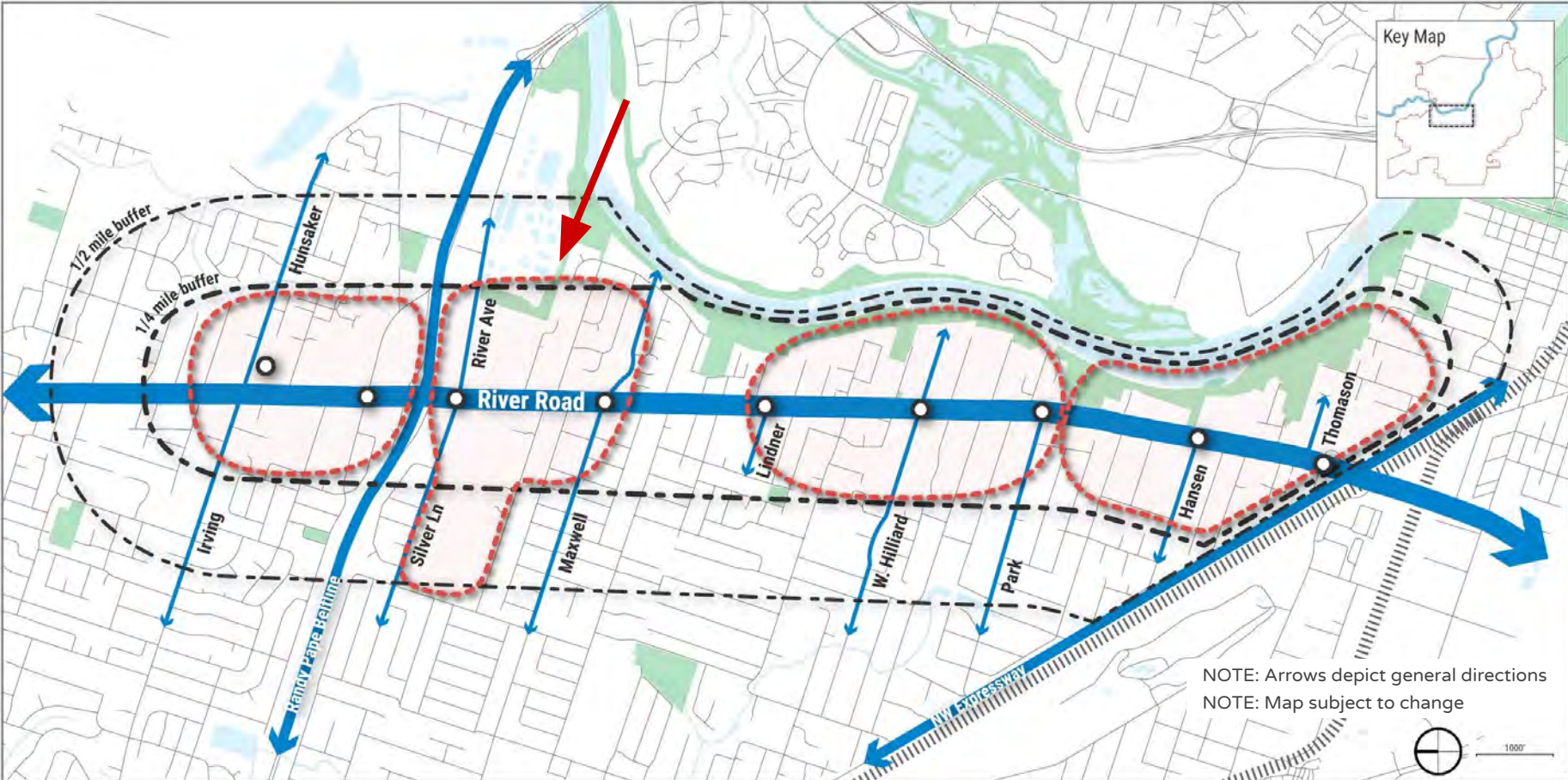
At McLure Lane near Hilliard







# “COMMUNITY COMMERCIAL” STATION AREA



NOTE: Arrows depict general directions  
NOTE: Map subject to change

# “COMMUNITY COMMERCIAL” STATION AREA

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RIVER ROAD CORRIDOR STUDY



Big box near Silver Lane



Vacating transit center



# “COMMUNITY COMMERCIAL” STATION AREA

## Opportunities

- A** Opportunity for local commercial and retail development - “Gateway”.
- B** Medium-scale residential to commercial transition opportunity.
- C** Connection improvement opps to NEHS along Silver Lane and through commercial areas.

## Existing Projects

- 1** Development application for 30+ townhomes, 30 Owosso Drive
- 2** In-progress 8-cottage housing development, 1711 River Road.
- 3** Beltline Improvement Projects.

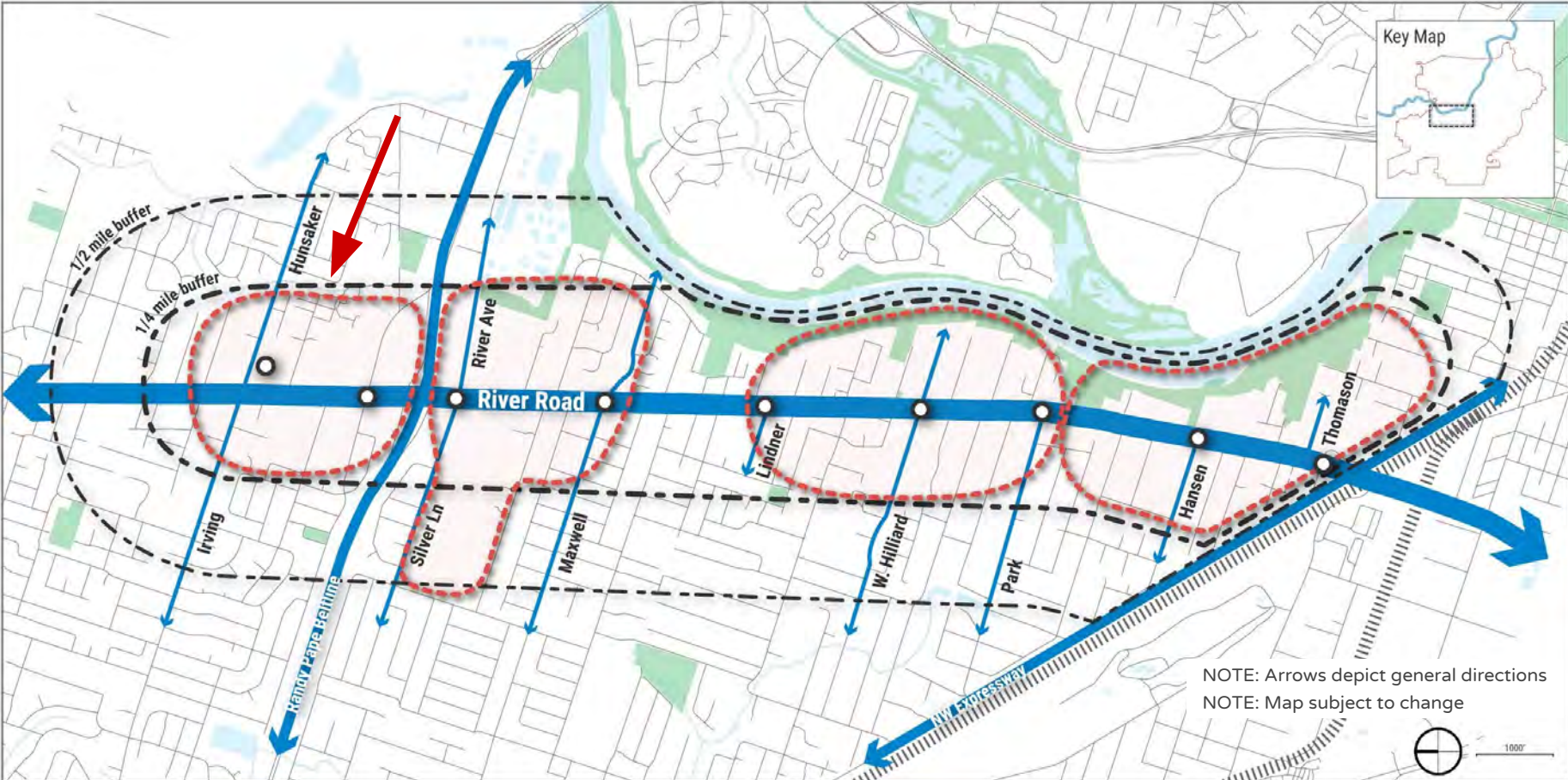


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# "NORTH GATEWAY" STATION AREA



NOTE: Arrows depict general directions  
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# “NORTH GATEWAY” STATION AREA

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Big box at Santa Clara Square



Future LTD transit hub and development site



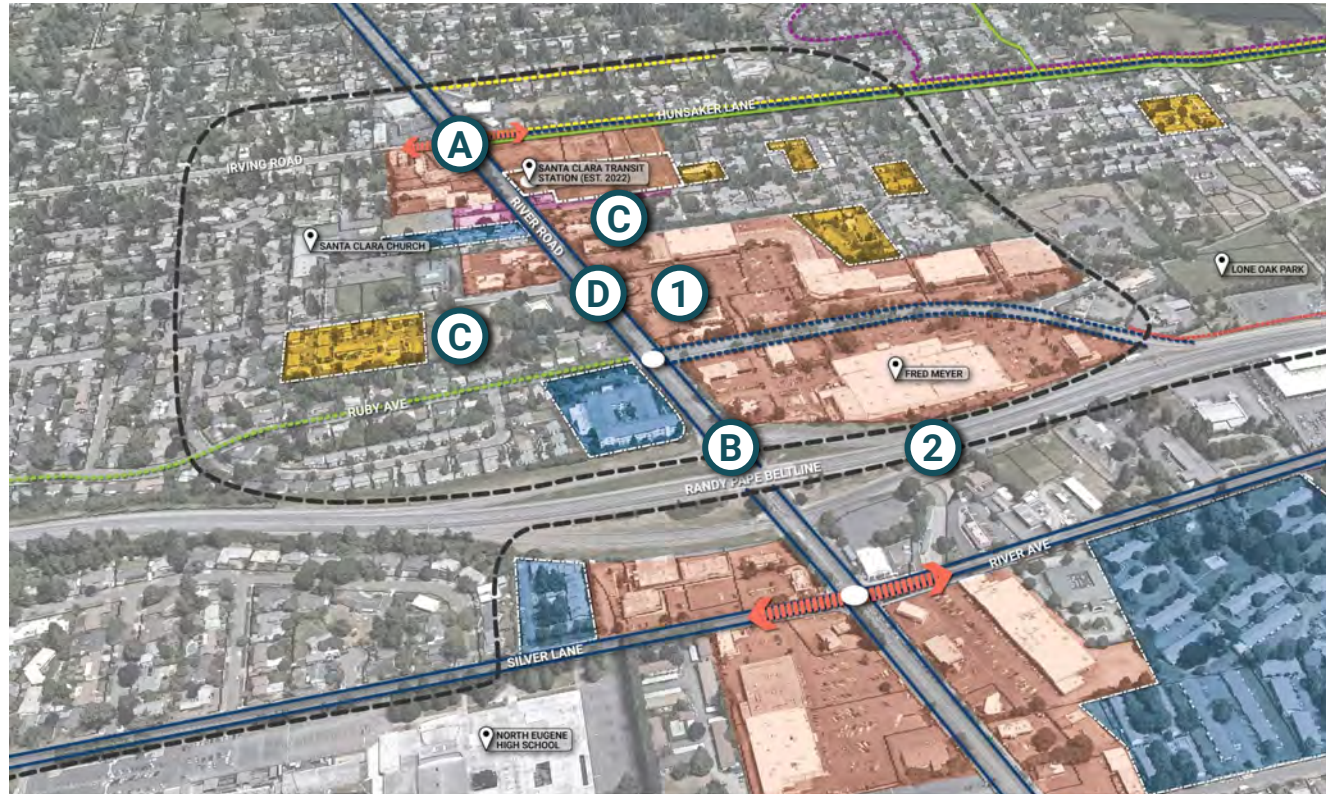
# “NORTH GATEWAY” STATION AREA

## Opportunities

- A** Opportunity for local commercial and retail development - “Gateway”.
- B** Opportunity to improve connection and safety for walking and biking under the Beltline overpass.
- C** Vacant Site
- D** Opportunity to orient future businesses to the street edge and create a more walkable cluster

## Existing Projects

- 1** Santa Clara Square commercial center
- 2** Beltline Improvement Projects, see ODOT Beltline Facility Plan, Volume 1.



## Legend

Multi-Family Housing	R-2 Medium Density Residential	Existing Shared Roadway/ Popular Bicycle Route	<b>TSP Projects- within 20 years</b>
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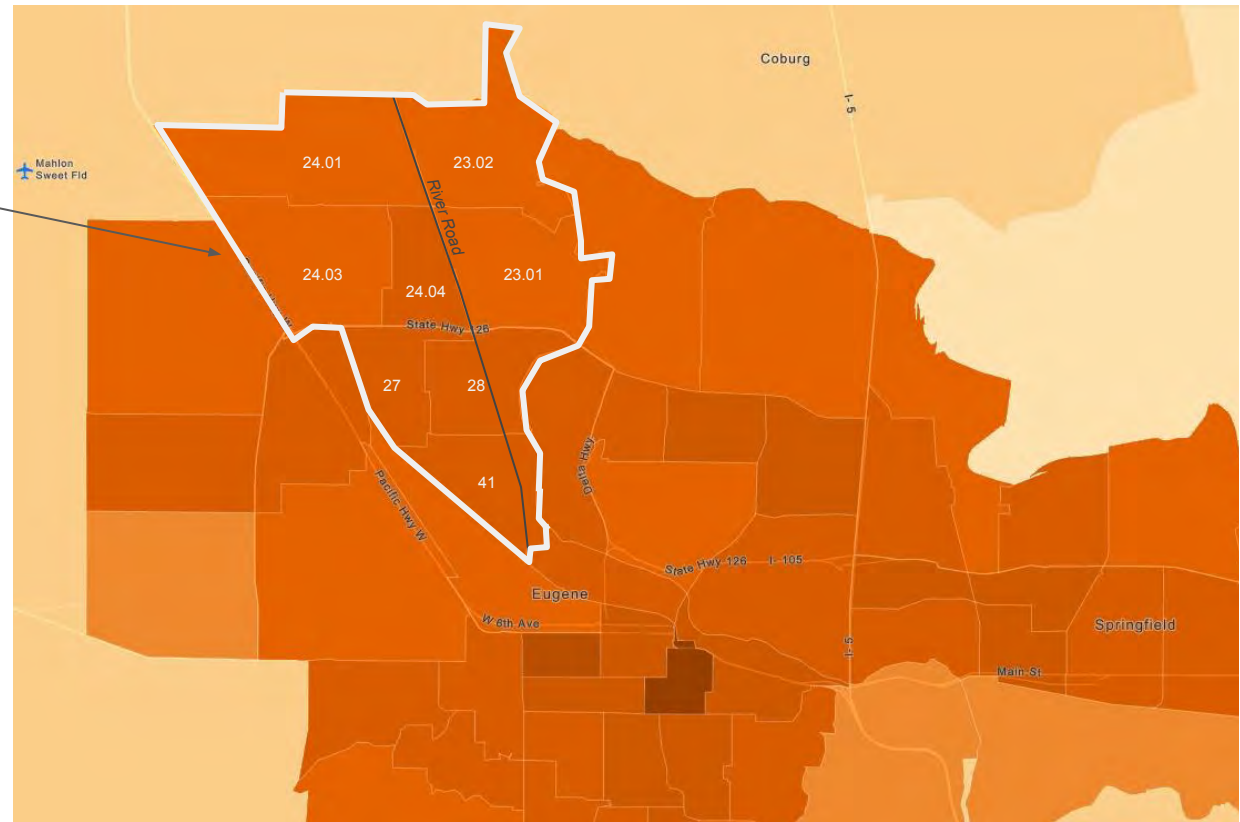
# STUDY AREA DEMOGRAPHICS & PRELIMINARY ECONOMIC ASSESSMENT

## Geography:

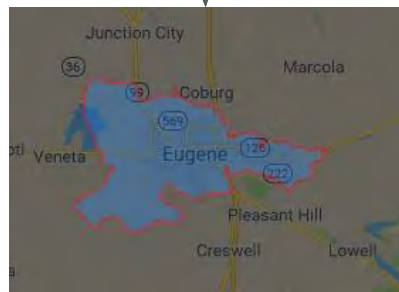
Census Tracts / River Road & Santa Clara Neighborhoods

City of Eugene

Eugene-Springfield region



Source: socialexplorer.com

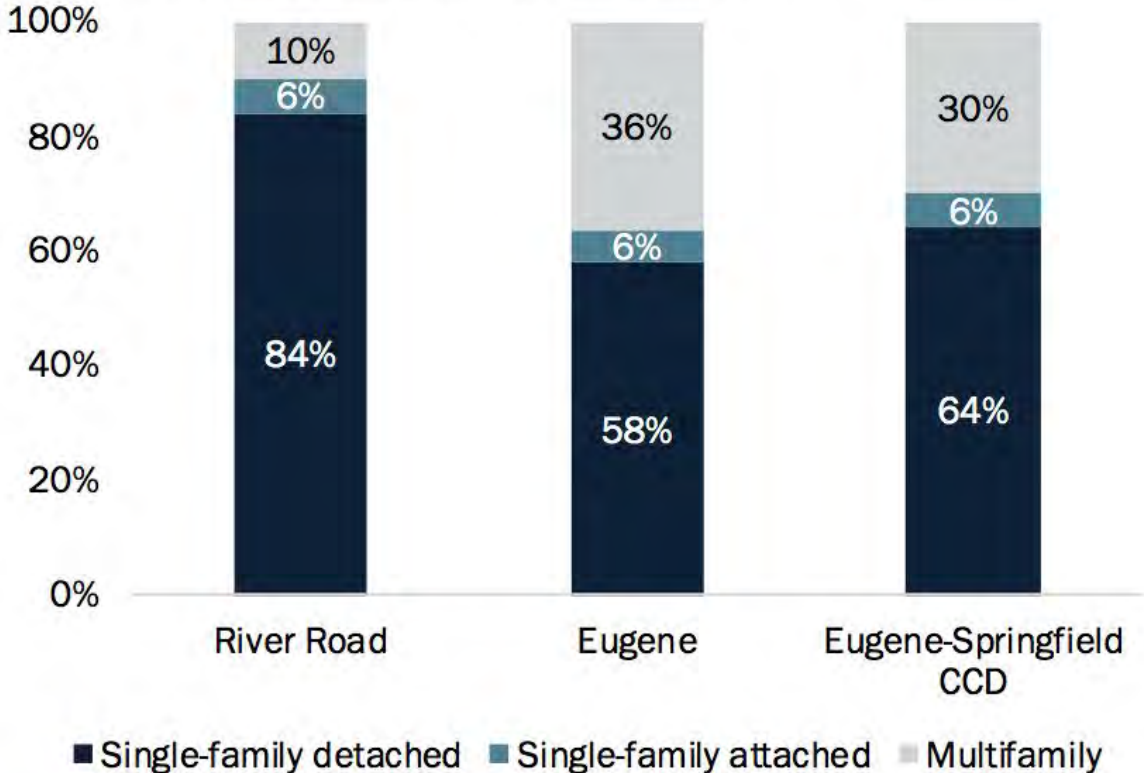


Source: usboundary.com

# STUDY AREA DEMOGRAPHICS

## HOUSING MIX, RIVER ROAD AND COMPARISON REGIONS, 2013-2017

Source: Census Bureau, 2013-2017 ACS Table B25024





# STUDY AREA DEMOGRAPHICS

## HOMEOWNERSHIP RATE, 2017

Source: Census Bureau, ACS 2013-2017

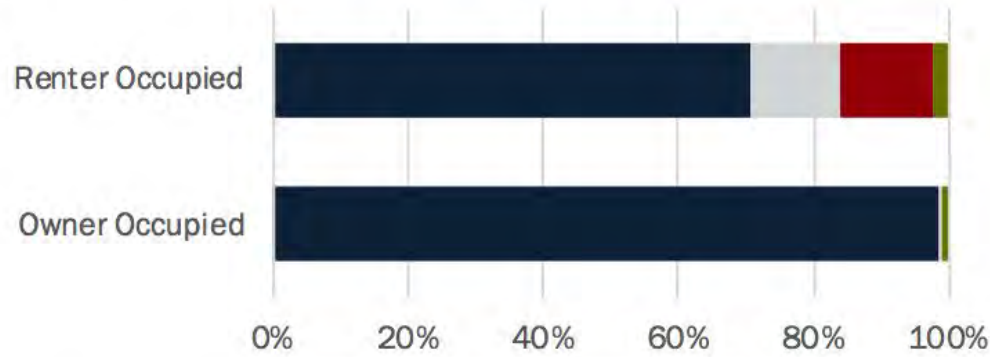
**69%**  
River Road  
Study Area

**48%**  
Eugene

**53%**  
Eugene -  
Springfield CCD

## HOUSING TYPE BY TENURE, RIVER ROAD STUDY AREA, 2017

Source: Census Bureau, 2013-2017 ACS Table B25033



	Owner Occupied	Renter Occupied
■ Single family detached or attached	21,689	8,089
■ Multifamily (2-4 units)	65	1,513
■ Multifamily (5 or more units)	0	1,575
■ Other (mobile home, boat, RV, etc.)	265	246

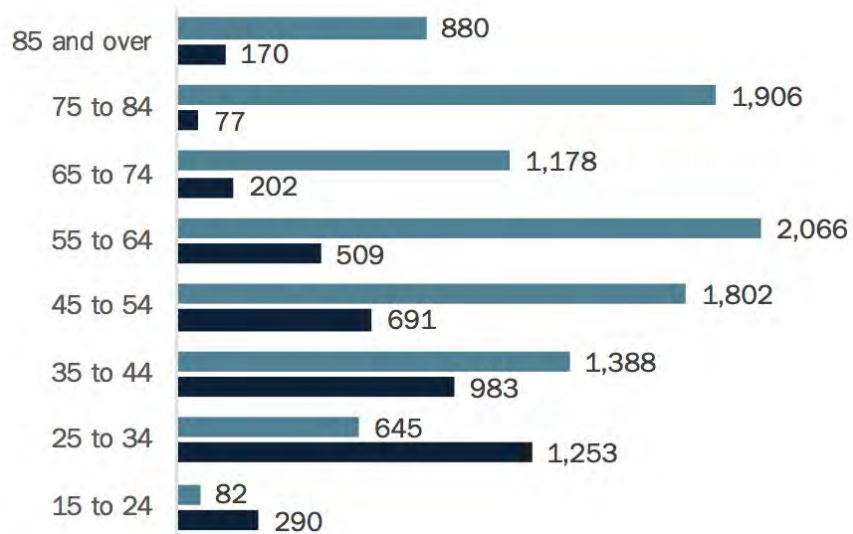
# STUDY AREA DEMOGRAPHICS

## POPULATION UNDER AGE 18 AND OVER AGE 65 AND AGE DISTRIBUTION OF HEAD OF HOUSEHOLD BY TENURE 2017

Source: Census Bureau, ACS 2013-2017

<b>Under 18:</b>	<b>22%</b>	<b>18%</b>	<b>19%</b>
<b>Over 65:</b>	<b>17%</b>	<b>15%</b>	<b>15%</b>
	River Road	Eugene	Eugene-Springfield CCD

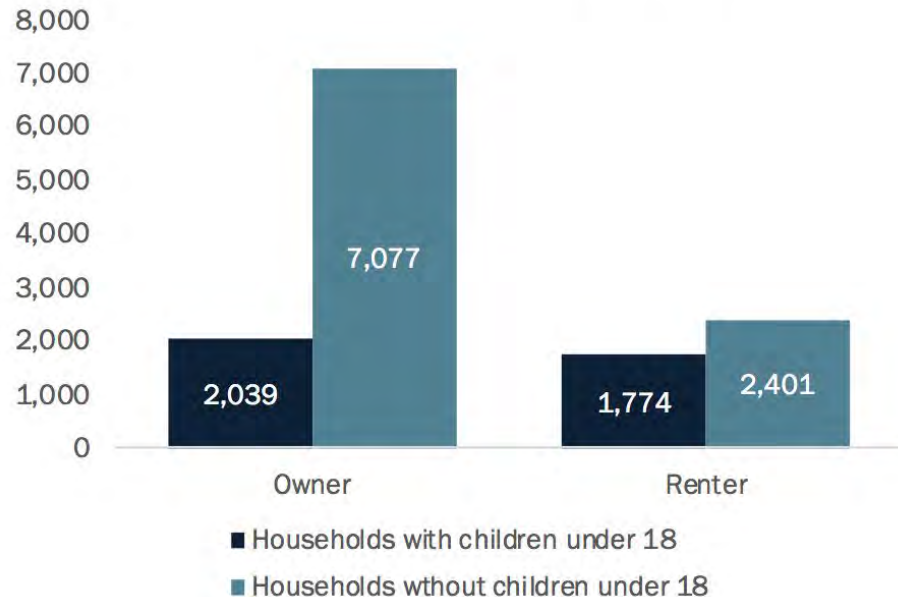
■ Homeowners ■ Renters



## HOUSEHOLDS WITH CHILDREN UNDER 18, 2017

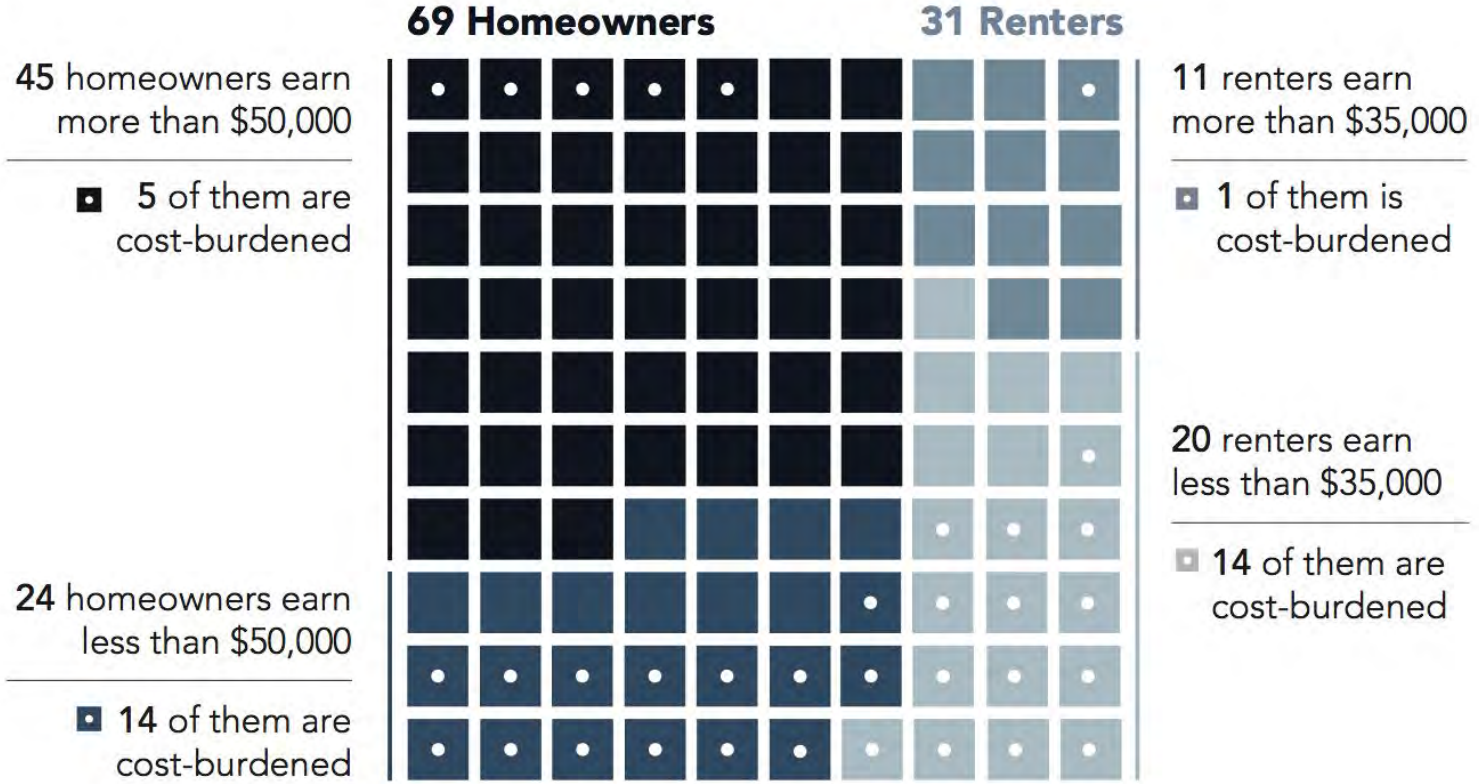
Source: Census Bureau, ACS 2013-2017

<b>29%</b>	<b>24%</b>	<b>25%</b>
River Road	Eugene	Eugene-Springfield CCD



# STUDY AREA DEMOGRAPHICS

Illustration of Cost Burden: If all of the Study Area's Households were 100 Residents

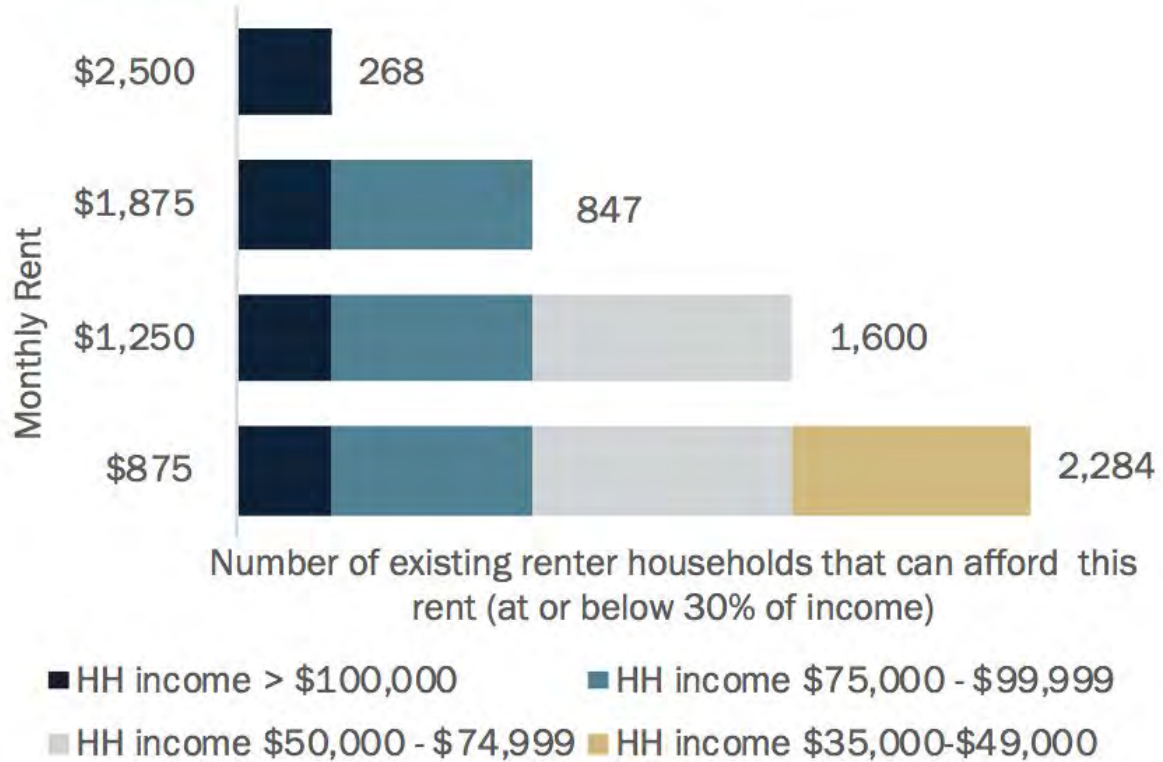




# STUDY AREA DEMOGRAPHICS

## AFFORDABLE MONTHLY RENT AT 30% OF INCOME FOR EXISTING RENTER HOUSEHOLDS IN RIVER ROAD 2017

Source: ECONorthwest analysis of Census Bureau, ACS 2013-2017



# ECONOMIC ASSESSMENT

## Multifamily Rent



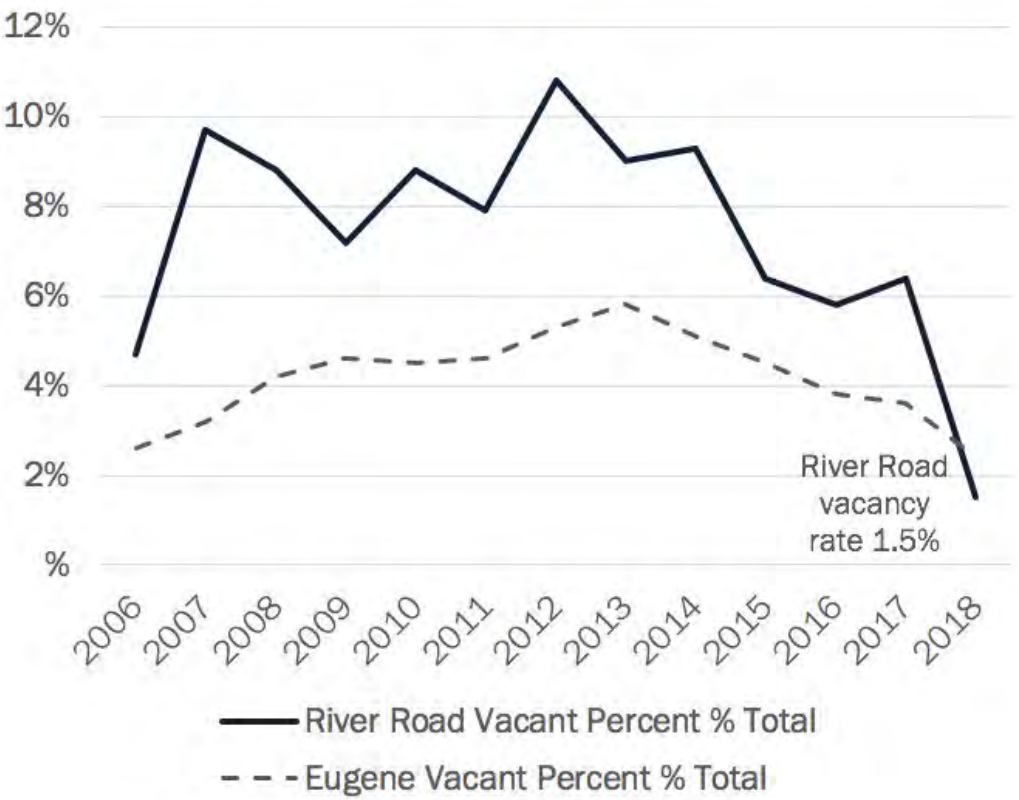
## MARKET RATE UNIT CHARACTERISTICS AND RENTS, EUGENE

Source: City of Eugene, Market Rate (excluding student housing) complexes,  
December 2018

	<b>Unit size range</b>	<b>Rent range</b>	<b>Rent per sqft range</b>
1 bedroom	488 sqft - 985 sqft	\$1,035 - \$1,595	\$1.23 - \$3.26
2 bedroom	760 sqft - 1040 sqft	\$1,202 - \$2,200	\$1.48 - \$2.13
3 bedroom	1105 sqft - 1985 sqft	\$1,800 - \$2,400	\$1.20 - \$1.77



## Retail Vacancy



# ECONOMIC ASSESSMENT

## Other lines of inquiry



# CODE CONTEXT

## BASE ZONING WITHIN ½ MILE BUFFER (2.2 square miles)

Agriculture (AG)	47 acres	161 parcels (mostly single-family homes)
General Office (GO)	17 acres	41 parcels (~27 built as single-family homes)
Community Commercial (C-2)	133 acres	152 parcels
Neighborhood Commercial (C-1)	12 acres	36 parcels
Low-Density Residential (R-1)	935 acres	3474 parcels
Rowhouse (R-1.5)	n/a	n/a
Medium-Density Residential (R-2)	119 acres	282 parcels
Light-Medium Industrial (I-2)	20 acres	30 parcels
Public Land (PL)	177 acres	44 parcels



### Agriculture (AG) zone

- Outdated, includes partial parcels and non-conformance with AG rules

### General Office (GO) zone

- Most parcels built as single-family homes

### HEIGHTS

- Neighborhood Commercial (C-1): 35 ft height limit too restrictive for mixed-use, limits buildings to 3 story max
- Community Commercial (C-2): 120 ft height limit is excessive

### FLOOR-AREA RATIO (FAR) REQUIREMENTS

- FAR not regulated in base Commercial zones - risk of too low density

### RESIDENTIAL DENSITY

- R-1: up to 14 dwellings/acre
- R-2: 13-29 dwellings/acre
- Commercial zones: no density limits
- Changes: increase base zone density?

### BARRIERS TO MIDDLE HOUSING IN R-1

- Duplex/Triplex/Fourplex are restricted to new subdivisions
- Rowhouse (R-1.5, currently not present in study area) cannot exceed 8 units and may not be located within 500 ft of other rowhouses

### TRANSITIONS TO RESIDENTIAL ZONES

- First 50 ft of adjacent parcel requires transition in height

### PARKING REGULATIONS

- Good site design standards for surface parking - no parking allowed between ROW and buildings





# EVALUATION CRITERIA (DRAFT)

<b>LIVABILITY</b>	Development compatible with neighborhood character (quantify growth in types, qualify compatibility)	Housing type mix (quantify housing growth blend)	Housing units within distance (¼-½ mile) of transit and commercial clusters	Affordability for housing and businesses - gentrification and displacement (cost and rent impacts, turnover rates, local ownership)	Bulk and built form transitions between districts (measurable standards resulting in compatibility)
<b>ECONOMIC</b>	Quantity of and access to jobs (jobs per sq of commercial space)	Property value and tax revenue increases from new development	Development feasibility (likelihood of development types and locations)	Housing affordability across income ranges and household compositions	
<b>ENVIRONMENT</b>	Transit mode-share increase (measurable estimates)	Access to natural and open spaces (quantify open space amounts and evaluate safe connections)	Amount of shift towards lower-impact multifamily housing	Development abutting or within Greenway “zone”	
<b>SOCIAL</b>	Public amenities and gathering spaces (measure quantity and proximity, evaluate quality)	Local ownership and employment of businesses (measure of ownership, quantify potential incentive/subsidy impacts)	Housing type mix, size, and affordability (measurable)	Access to schools and community destinations (evaluation of connectivity)	
<b>RIDERSHIP</b>	Neighborhood “last mile” connections to transit - street connectivity and safety	Housing/jobs growth and balance - trip generators and destinations (quantify)	Cost and supply of parking in development (measure parking quantities and costs, track reduced need based on transit access)		

# WORKSHOP #1 SCHEDULE (DRAFT)

	FEBRUARY 11	FEBRUARY 12	FEBRUARY 13
<b>THEME</b>	Getting Started: Reflecting the Neighborhood Vision and Priorities	Developing Concepts: Exploring the multiple ways the vision can take shape on the ground along the corridor	Establishing Criteria: evaluating options and establishing criteria
<b>FIRST THING</b>	Project Management Team (PMT) check-in	Project Management Team (PMT) check-in	Project Management Team (PMT) check-in
<b>MORNING</b>	Team work time: Review the neighborhood vision, goals and policies to establish the design parameters	<ul style="list-style-type: none"> <li>Team work time: In-depth concept creation, exploration of differences, and review with community and technical groups</li> <li>Team / Staff focus meetings (or afternoon)</li> </ul>	Team work time: Concept refinement and early evaluation
<b>LUNCH</b>		Technical Advisory Committee review	
<b>AFTERNOON</b>	<ul style="list-style-type: none"> <li>Team work time</li> <li>Open house preparation, or</li> <li>Community open house?</li> </ul>	<ul style="list-style-type: none"> <li>Team work time, and</li> <li>Team / Staff focus meetings, or</li> <li>Community open house?</li> </ul>	<ul style="list-style-type: none"> <li>Team work time</li> <li>Open house and presentation preparation</li> </ul>
<b>DINNER</b>			
<b>EVENING</b>	<ul style="list-style-type: none"> <li>RRCO Meeting attendees</li> <li>Community open house</li> </ul>	<ul style="list-style-type: none"> <li>Community open house, or</li> <li>Team work time</li> </ul>	Community open house and presentation: Seek to come out with the range of concepts to carry forward for more study



# NEXT STEPS

- Next CAC meeting (during Workshop #1 in February 2019)
- Ongoing Neighborhood Physical/Economic/Code Assessment - finalization est. late March 2019 to support *Neighborhood Plan* Action Planning
- Evaluation Criteria development (CAC review during Workshop #1)
- Workshop #1 prep
- Plan writing to N.P. Plan document - see outline (primarily to Chapter 5. Community Policies)





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