2011 Neighborhood of the Year Award
Application

Submissions MUST be postmarked by February 15, 2011

In order for your submission to be judged fairly, it MUST be submitted using the following guidelines:

- Please DO NOT staple your application together. Binder clips are acceptable.
- Applications MUST include this page as the cover sheet.
- Submissions and copies must be on 8 ½" x 11" white paper, two sided and one electronic copy submitted on a CD.
- Each submission must include a check for the entry fee in the amount of $65.00 made payable to Neighborhoods, USA.

I. Please check the category which best describes your project:
(Be sure to review the category descriptions listed in the information packet. NUSA reserves the right to place an application in the category that best fits it)

_____ Physical Revitalization/ Beautification – Single Neighborhood

_____ Social Revitalization/Neighborliness – Single Neighborhood

___X_____ Multi-Neighborhood Partnerships

II. Application Information

Name of Project/Activity: _ **Heritage Crescent Neighborhood Livability Project** _

Contact Person: _ Paul Conte (Chair, Jefferson Westside Neighbors) _

Address: _____ 1461 W. 10th Ave. _____

State, City, Zip: __ Eugene, OR 97402-4739_____

Phone: _ 541.344.2552 _____E-mail: _ Chair@jwneugene.org __

III. Local Newspaper Information

Name of Newspaper: _ **The Register-Guard** _____

Contact Name: __ Ed Russo _____

Email: __ ed.russo@registerguard.com _____

Phone: __ 541.338.2359 _____

2011 NEIGHBORHOOD OF THE YEAR AWARD APPLICATION

Introduction

The story of the "Heritage Crescent Neighborhood Livability Project" is one whose motivations and goals will resonate with many neighborhoods across the country. The project's success offers a message of hope to any neighborhood community that has seen its livability and stability threatened by inappropriate development that doesn't respect the neighborhood's unique character.

The central message of this project is how powerful neighborhood organizations can be when they bind their fates together and collaborate closely to accomplish common goals. As the following sections explain, three older, threatened neighborhoods in Eugene, Oregon joined forces in a three-year effort to have development standards adopted into City code to ensure infill and redevelopment would be compatible with each neighborhood's character and would contribute *positively* to the surrounding neighborhood's livability. This collaborative effort culminated on January 16, 2010 when a new group of precedent-setting infill compatibility standards went into effect in the three neighborhoods.

South University Neighborhood Association (SUNA)

The SUNA neighborhood association was chartered by Eugene City Council in 1974. The population is roughly 4,500, at least 60% of whom are student renters.

South University is a six-by-nine block, historic neighborhood located immediately south of the University of Oregon. It includes both small cottages and grand elegant homes. At the center is Edison Elementary School built in 1925. Student apartments fill the blocks adjacent to the University.

SUNA lies within walking distance to the downtown as well as the UO, and offers the convenience of locally owned groceries, bakeries and restaurants. Two public parks grace SUNA's the east and south sides.

Quarterly neighborhood events draw from 50 to 200 attendees. Newsletters go out to approximately 1700 addresses. Monthly board meetings include student community liaison members and a representative from the University's Office of Community and Government Relations.

The most important lesson learned through this experience was that people who care *can* affect how their neighborhood evolves over time so the next generation to live there will have an even better place to call home.

IV. Tell us about your neighborhood organization

Three of Eugene's city-chartered **neighborhood associations** collaborated on the Heritage Crescent Neighborhood Livability Project:

- South University Neighborhood Association (SUNA)
- West University Neighbors (WUN)
- Jefferson Westside Neighbors (JWN)

See the accompanying sidebars for more details about these neighborhood associations.

These three neighborhoods form a continuous "heritage crescent" curving from east to west around the south side of Eugene's downtown area, as shown on Attachment B. While each neighborhood has a distinct character, they all share many common elements. All three neighborhoods have a mixture of single-family and multiple-family structures, both owner-occupied and rental.

The neighborhoods developed similar "grid-patterned" layouts of streets and alleys in the early part of the 1900s and were thriving residential areas prior to World War II, having a mix of some of Eugene's grandest homes, as well as many more modest houses, including many in the "Sears & Roebuck" genre. Following the end of the war, all three of these older neighborhoods suffered from the movement of families to newer suburbs lying further out from the city center.

This demographic shift, the aging housing stock and other factors led to many of the previously owner-occupied homes becoming rentals, many of which were not well-managed or adequately maintained. Larger homes, particularly in SUNA and WUN, which abut the University of Oregon (UO) campus, were often divided into small flats and rented to students.

West University Neighbors (WUN)

WUN was chartered as a neighborhood association by Eugene City Council in 1974.

Approximately 5,500 people live in West University. Annually, approximately 400 people are actively involved in WUN by attending meetings and events or by participating via e-mail.

West University was the first residential neighborhood in Eugene, located just south of downtown and west of the University of Oregon. It still retains some of its historic homes and structures, many associated with the UO. Most residents are renters; owner-occupancy is roughly one percent.

WUN is the most densely populated neighborhood in Eugene. Its population is largely young (60% are 20-24 years old) and mobile. The WUN Board actively encourages student participation and currently has two elected student members on its nine-member board.

A hospital is located in the neighborhood, along with professional offices and small businesses. Coffee shops abound. The neighborhood is very walkable, and many residents walk or bike to school and to work.

During the 1970s and 1980s, prompted by Oregon's new State Planning Goals and the influx of significant block grants from the Federal Government, the City created a system of chartered neighborhood associations, including SUNA, WUN and two neighborhood associations that later merged to become JWN.

Within all three neighborhoods the City identified declining home ownership and erosion of neighborhood character as serious issues that threatened the neighborhoods' livability and stability.

Some promising initial work produced formal Neighborhood Refinement Plans[1] for WUN and JWN; however, efforts to put in place appropriate zoning regulations and community-based development review processes languished in the 1990s as the City's Planning Division budget and staffing declined.

Throughout the post-war period, many of the beautiful, historic homes in SUNA remained owned and occupied by UO faculty; however, a roughly two-by-nine-block area adjacent to the campus increasingly saw low-rise, student apartments replace older houses as a result of higher-density zoning. In WUN, a somewhat different pattern arose. Many historic homes were moved to other neighborhoods or demolished as zoning allowed apartments to spring up scattered amongst what had been mostly single-family homes. The trend shifted many houses from owner-occupied, single-family homes to multiple rental units within a single house. Owner-occupancy declined and rental turnover increased.

Although JWN didn't experience significant pressure from student apartments, much of the neighborhood suffered decline as the formerly stable population of home owners died or moved away in the 1960s and 70s. As a result, JWN also saw many low-end apartments pop up right between two single-family homes. JWN began to experience a positive shift in the 1990s, however, as more families looked for affordable homes in "traditional" neighborhoods close to the urban core.

In the late 1990s the City conducted a city-wide planning process that produced a set of Growth Management Policies (GMP), which City Council approved to guide future planning actions. These policies called for denser residential development, including infill and redevelopment in SUNA, WUN and JWN. Although the policies also mentioned protecting neighborhood character, the implementation emphasis was almost exclusively on promoting higher density.

This planning process also led to a major rewrite of Eugene's land use and development code in 2001, with significant increases in allowable densities accompanied by loosened standards for lot sizes and frontages and building heights and setbacks.

The result was a significant acceleration of infill and redevelopment, often preceded by the demolition or relocation of older houses. The nature and severity of negative impacts from infill and redevelopment varied among the three neighborhoods, but residents in all the neighborhoods felt the serious erosion of neighborhood character and livability. Among the impacts were multi-story, "box-like" structures built only five feet from a neighboring house's windows or backyard, obstructing sunlight and airflow, reducing privacy and producing a sense of overcrowding. (See Attachment F.) Large trees and other vegetation were removed and large areas paved for parking. Noise and fumes from on-

[1] Under Oregon's State Planning Process, Neighborhood Refinement Plans are elements of a local jurisdiction's Metropolitan Area Plan and provide more localized policies, goals and implementation steps.

Jefferson Westside Neighbors

JWN is a neighborhood association, chartered by the Eugene City Council in 2002 as the result of two smaller neighborhood associations mutually agreeing to merge. The predecessor organizations had been chartered in the mid-1970s.

Approximately 6,600 people live in JWN within about 270 acres. Over a typical year, approximately 600 people are actively involved in JWN meetings and events. Approximately 4,000 households and businesses receive a printed newsletter five times a year and over 400 individuals receive the JWN's twice monthly (or more) e-mail newsletter.

Both the "Jefferson" and "Westside" neighborhoods have a mix of single-family homes, duplexes, apartments and neighborhood businesses. Many of the streets are lined with old trees, and the neighborhoods are well-known for pleasant walking and bicycling.

site circulation of tenants' cars increased, as did storm water runoff that created problems in the many unpaved alleys.

In a number of cases, the decline in livability caused home owners to sell their homes and leave the neighborhoods.

Whereas the historical mix of single-family homes, duplexes and apartments with modest building footprints and numbers of units had coexisted well, the new wave of infill too often resulted in badly-sited, poorly-designed and out-of-scale buildings that lacked respect for the built and social context into which they were dropped.

Alarmed residents recognized that it wasn't "infill" per se that was the problem; it was *incompatible* infill that was diminishing their neighborhoods' livability and threatening the stability of all three neighborhoods in the "heritage crescent."

This then was the setting for what we've called the "Heritage Crescent Neighborhood Livability Project." Over several years, and many activities along the way, SUNA, WUN and JWN neighborhood leaders and members have forged close personal and organizational bonds to further our collective goal: Ensure that new and re-development projects protect and enhance our neighborhoods' positive characteristics, while allowing increased density. The story of that collaborative effort follows next.

V. Information about nominated project/activity

SUMMARY

- PROJECT INITIATION AND COMPLETION

  SUNA, WUN and JWN began their collaboration and initiated this project at the Eugene Neighborhood Summit on February 17, 2007. ***The project culminated in new City code amendments that went into effect on January 16, 2010.***

- PROJECT GOAL

  City Council adoption of code changes to implement new land use and development standards that would protect the character and livability of SUNA, WUN and JWN.

- WHAT PROMPTED THIS PROJECT?

  As described above, SUNA, WUN and JWN were all experiencing serious degradation of their neighborhoods from incompatible infill.

- SIX CRITICAL STEPS/TASKS IN THIS PROJECT

  1. **Initiating a *collaborative* project**: Forging a resilient, active, collaborative relationship among SUNA, WUN and JWN leaders and maintaining this bond from beginning to end (and beyond).
  2. **Establishing the formal City mechanism to accomplish our goals**: Getting the City to establish the Infill Compatibility Standards Task Team.
  3. **Involving the stakeholders**: Using *community-based* processes to identify the *essential positive characteristics* of each neighborhood and the *significant negative impacts* of incompatible infill that was occurring in each neighborhood.
  4. **Neighborhood advocates doing the leg work**: Producing high-quality quantitative and qualitative research on current conditions and the effects of proposed development standards (e.g., on livability, density, parking, etc.) to create and support proposals.

5. **Positioning for success with elected officials**: Getting overwhelming support from the Infill Compatibility Standards (ICS) Task Team for the SUNA, WUN and JWN proposals.
6. **Achieving victory!** Persuading City Councilors to vote to adopt land use code amendments that implemented infill compatibility standards for SUNA, WUN and JWN. (See Attachment C.)

- THE ROLE OF OUR PARTNERS
  - ***Architects, designers, developers, builders*** *and* ***professionals from non-profit affordable housing agencies*** *worked on the ICS Task Team and the Multifamily Development Infill (MDI) Committee to help craft development standards that were pragmatic and politically viable.*
  - *As a formal City land use process, the adoption of code amendments required close work with* ***City Planning Division staff*** *to craft the proper code language and findings. City staff also provided mapping and visual modeling assistance during the community-based processes to develop the standards.*
  - *Appointed* ***members of the Planning Commission*** *worked with neighborhood representatives on small teams to further refine the recommendations of the ICS Task Team.*
- FOUR PIECES OF ADVICE AND/OR LESSONS LEARNED
  1. Maintain focus on "The 3 C's:" Constructive, coherent and cohesive action, as described below.
  2. Adopt an "All-In" strategy by striving to have *all* City Councilors (or other decision makers) support your proposals.
  3. For land use and development issues, organize educational "walking tours" for both stakeholders and decision makers.
  4. Use lots of *visual* tools, including maps, 3-D models (e.g., Sketchup drawings), charts and graphs, photo portfolios, etc., to get your message across effectively to stakeholders and decision makers.

Project initiation

The connections among neighborhood leaders that spawned the Heritage Crescent Neighborhood Livability Project were forged at the first annual "Eugene Neighborhood Summit" on February 17, 2007. This all-day event was organized by the City of Eugene's Neighborhood Services staff and members of the Neighborhood Leaders Council, which comprises one representative from each of the nineteen city-chartered neighborhood associations.

Two critical events occurred at the summit. Most importantly, leaders from SUNA, WUN and JWN discovered that their neighborhoods faced similar problems with incompatible infill, and the leaders were pursuing essentially the same goals. While the activities of the summit swirled around them, about a half dozen board members from the SUNA, WUN and JWN organizations were pinned to their chairs sharing experiences, offering support and swapping ideas for protecting the cherished aspects of their neighborhoods. In the days, months and years that followed, most of this initial group stayed in close contact and worked side-by-side until they saw the proposals from all three neighborhoods adopted at the same City Council meeting and go into effect on the same day in January 2010. Crossing the "finish line" together in 2010 was one of the great rewards of our collaboration.

The second pivotal event at the 2007 Neighborhood Summit was a "dot vote" that ranked the need to address incompatible infill among the top three priorities identified by *all* the neighborhood association representatives at the Summit. This broad-based support strengthened the SUNA/WUN/JWN leaders' resolve to push ahead.

The Heritage Crescent Neighborhood Livability leaders faced daunting obstacles. There was a deeply-entrenched view among a number of City staff and elected and appointed officials that pushing numerical density higher in the close-in neighborhoods was the best way to prevent "sprawl." And some powerful members of the development community were resistant to any new restrictions.

Heritage Crescent Neighborhood Livability Project – Timeline

- 2001 – Eugene's major land use code update (LUCU) promotes high-density residential development, but doesn't include necessary protect-tions for heritage neighborhoods.
- December 2005 – Pilot project in JWN implements Eugene's first infill compatibility standards.
- **February 17, 2007 – The beginning!** First Eugene Neighborhood Summit. Infill compatibility standards among top three neighborhood concerns. SUNA, WUN and JWN leaders begin working for standards that address their heritage neighborhoods.
- January 2008 – Infill Compatibility Standards Task Team charter and goals approved.
- October 2008 – Multifamily Dwelling Infill (MDI) Committee formed. Committee comprises representa-tives from SUNA, WUN and JWN neighborhoods, and representatives of the design, development and affordable housing communities.
- March/April 2009 – In unanimous or unanimous-less-one votes, the ICS Task Team recommends City Council adopt all MDI Committee proposals.
- December 14, 2009 – City Council adopts all code changes proposed by MDI Committee.
- **January 16, 2010 – Success!** Infill compatibility standards go into effect in SUNA, WUN and JWN neighborhoods.
- December 2010 – City Manager proposes that "Protect, repair and enhance neighborhood livability" be a "pillar" of Envision Eugene (a new version of the Metropolitan Plan).

In addition, it's one thing to have most of your neighborhood association members support a goal of ensuring infill and redevelopment are "compatible"; but it's quite another thing to get agreement on the exact nature of the standards to put in place to implement that goal. The Heritage Crescent Neighborhood Livability leaders knew from the start that some of their association members simply wanted *no* new development, while others were wary that new development standards might prevent them from making changes to their own homes.

Aware of these challenges, the Heritage Crescent Neighborhood Livability Project leaders embarked on a multi-pronged strategy with the following main initiatives:

- Collectively, SUNA, WUN and JWN would enlist the support of other neighborhood associations and work to get the City to form a community-based team to address the problem of incompatible infill and redevelopment that existed in many neighborhoods across Eugene.

  The goal of this strategy was to have this team ultimately make recommendations to City Council for new code amendments. Thus, SUNA, WUN and JWN would have an even broader base from which to launch their proposals. In addition, this strategy was a way to head off the risk that different neighborhoods would "compete" for attention to their specific problems with incompatible infill.

- Sharing ideas and resources among the three "heritage crescent" neighborhood associations, SUNA, WUN and JWN would each embark on their own, tailored neighborhood process to develop a set of code amendments that would address the specific concerns in each individual neighborhood.

The Infill Compatibility Standards Task Team

The Neighborhood Leaders Council (NLC) was instrumental in accomplishing the first objective. The NLC developed a proposal for City staff and elected officials that called for a team with two-thirds of the positions filled by neighborhood representatives and the remaining positions allocated to representatives from the design, development and affordable housing communities.

In January 2008, the Eugene Planning Commission (whose members are appointed by City Council) unanimously approved the charter, operating structure and procedures for the Infill Compatibility Standards (ICS) Task Team.

Notably, these guiding documents were written and adopted unanimously by the ICS Task Team members themselves. The structure provided for two co-chairs and a five-member Steering Committee (including the two co-chairs). One co-chair and two other Steering Committee members were neighborhood representatives, and one co-chair and one other Steering Committee member were non-neighborhood representatives. The ICS Task Team agenda-setting and decision processes were carefully

crafted to make sure the non-neighborhood representatives had substantial ability to place issues on the agenda and influence decisions.

ICS Task Team neighborhood representatives understood that to be politically viable, the team's recommendations would have to garner the support of most, if not all, of the *non*-neighborhood representatives, as well. In the end, the four recommendations related to the Heritage Crescent Neighborhood Livability Project were supported unanimously or near unanimously.

The ICS Task Team tackled its broad responsibilities by first establishing unanimously-approved goals, the first and primary of which was:

> *Create and adopt land use code standards and processes that prevent residential infill that would significantly threaten or diminish the stability, quality, positive character, livability or natural resources of residential neighborhoods ...*

While this goal obviously requires interpretation, it was unequivocal in establishing the need to protect neighborhoods. The ICS Task Team members would subsequently apply their collective judgment to determine how to most reasonably achieve that objective.

The ICS Task Team formed several "core" committees to do the detailed work. One of these was the Multifamily Development Infill (MDI) Committee, which had a scope that encompassed the most critical issues that SUNA, WUN and JWN faced. Accordingly, about half of this committee's members came from these three neighborhoods, with the balance of members including an architect, a developer, a member of an affordable housing advisory group and a representative from a fourth neighborhood.

SUNA, WUN and JWN members of the MDI Committee worked back and forth between committee discussions and deliberations and consultation with the boards of their respective neighborhood associations. As explained in the sections below on the individual neighborhood processes, most of the research was done by, and the initial proposals created by, volunteers from the neighborhoods. The MDI Committee served to test these ideas and consider their impacts on other neighborhoods, as well as on developer and affordable housing stakeholders. When the MDI Committee identified potential problems or suggested better approaches, this information went back to the neighborhood boards for additional work on their proposals.

During February through April of 2009, the ICS Task Team considered four proposals from the MDI Committee that addressed concerns of neighborhoods in the "heritage crescent." These included:

- **Building heights.** Reducing maximum building height in the high-density zones in SUNA and WUN and incorporating graduated ("stair-step") building heights to provide a transition area from single-family areas to adjacent high-density zones.
- **Parking for high-occupancy apartments.** Revising the formula for determining minimum parking requirements in SUNA and WUN for apartments with large numbers of bedrooms (which were typically occupied by students owning cars).
- **Parking requirements for group housing.** Reducing parking requirements for assisted living and other group housing where residents had fewer cars.
- **"Form-based code."** Implementing a special area zone that utilized form-based code to allow denser development, but ensure compatibility, in a large area of the JWN neighborhood.

The ICS Task Team recommended all four proposals for adoption by the City Council. The proposals then went through another review and revision process that involved Planning Commission members, Planning Division staff, outside technical resources (e.g., architects) and neighborhood representatives from SUNA, WUN and JWN. This process further improved the proposed standards and turned them into the appropriate legal structure for formal adoption. This phase was wrapped up in the Fall of 2009, and the proposed code was advanced to the City Council, which held public hearings on the proposed code amendments.

The three neighborhoods organized a large, well-informed turnout to testify at the public hearings

and contributed significant amounts of technical information to the City Council in advance of the Council's deliberation process.

Finally, on December 14, 2009, City Council adopted all four sets of code amendments. Thirty days later, on January 16, 2010, the "heritage crescent" neighborhoods were at last assured that future development would no longer diminish the livability of these neighborhoods at the "heart of Eugene."

Collaboration and common threads among the SUNA, WUN and JWN processes

While the three "heritage crescent" neighborhoods worked closely together as a driving force behind formation of the ICS Task Team and likewise were the core of the Task Team's MDI Committee, SUNA, WUN and JWN each did the "leg work" for their own neighborhoods separately and in unique ways suited to their neighborhood and the issues they faced.

Even in these separate processes, however, there was close collaboration, and there were many common threads to their approaches. In one case, SUNA formed a neighborhood Planning Group that comprised not only SUNA members, but two members of the WUN board, as well. This enabled SUNA and WUN to develop a *unified* proposal for building heights across an area that spanned both neighborhoods, even though the specific nature of excessive building height was somewhat different in the two neighborhoods.

As another example, SUNA, WUN and JWN representatives coordinated their approach to "high-occupancy dwellings," so that this fairly complex technical issue could be addressed in a single way that was suitable for the SUNA and WUN areas with lots of student housing, as well as areas in JWN with older, owner-occupied houses that also had many bedrooms.

In what turned out to be a very important element of the Heritage Crescent Neighborhood Livability Project's success, JWN leaders who had been instrumental in a 2005 grant-funded pilot project[2] to develop infill compatibility standards in a small, 14-block subarea of JWN served as "mentors" to SUNA and WUN board members. This "knowledge transfer" enabled SUNA and WUN to have the same kind of "running start" that JWN benefited from because of the prior experience with the pilot project.

Through close communication, all three neighborhoods incorporated a number of common tactics in their work. One of the most effective tools was organizing educational walking tours for residents and other stakeholders and City staff and elected officials. No other technique was quite as effective in gaining understanding and support as having a City Councilor stand in front of an example where a badly-sited, poorly-designed or out-of-scale development blocked the sunlight or views from an adjacent property, caused severe on-street parking shortages or removed all the trees from a large parcel in the middle of several homes.

Another common practice was to organize discussions among neighborhood association members to develop a clear statement of the two foundational areas upon which appropriate infill compatibility standards were subsequently built:

- A descriptive narrative of the "essential positive characteristics of our neighborhood," and
- A detailed catalog of "significant negative impacts" caused by incompatible infill

These tools were so effective that several other neighborhoods subsequently adopted them in their own work on infill compatibility standards.

By far, the biggest challenge within neighborhoods was to get people involved in a process that requires understanding, and making decisions about, a lot of technical elements, such as building heights, parking requirement calculations, roof pitches and so forth. Most neighbor residents have a clear sense that excessively high buildings can create significant negative impacts; but for most people, it's not "intuitive" how to set building height standards that work well in a variety of contexts.

The descriptions in the next sections provide insight into several ways each neighborhood association overcame these challenges.

[2] This was the 2004-2005 "Chambers Reconsidered" project funded by the Oregon Department of Transportation.

(See Attachment D for detailed lists of each neighborhood association's events and activities.)

South University Neighborhood Association Process

SUNA is in the unique situation of having its north edge zoned for high-density residential use while the largest part of the neighborhood is zoned for, and built out as, a low-density, single-family area. The sudden increase in redevelopment that accompanied the recent growth of the UO student population caused SUNA to experience severe impacts which had never been anticipated or planned for. Because the zoning had been in place since the 1940's, SUNA faced strong resistance to neighborhood efforts to change what was allowable in a high density residential zone.

The South University Neighborhood Planning Group (SUNPG) was instrumental in overcoming this resistance. The SUNPG supplemented the capacity of the SUNA board and involved individuals with a wide variety of backgrounds, including expertise in planning, to accomplish its goals. A critical accomplishment of the SUNPG was demonstrating convincingly that apartments could still be built with the maximum allowable number of apartment units, even under the new, reduced maximum building height standards.

In January 2009 SUNA held a key event – the Neighborhood Planning Workshop – at which approximately 75 neighborhood residents discussed building height limits, transitions, setbacks/design, parking, lot coverage, density definitions/calculations and types of land usage.

West University Neighbors Process

WUN residents are largely university student-aged renters who move frequently, presenting a challenge to participation in neighborhood events. WUN used postcard and newsletter mailings that went to all residences to get the word out about issues in the neighborhood, including the questions related to parking. The elected student members of the WUN Board, as well as the UO's student liaisons to the neighborhood, provided a way to interact with students and get their opinions about and support for actions by WUN on the ICS Task Team and throughout the code development and amendment process.

WUN Board members found that the best way to get favorable attention from City officials for WUN issues was to provide hard data to support contentions about parking and building height that both WUN and SUNA were making. A WUN volunteer interviewed developers and combed City building permit records to get information about building height, number of units, number of bedrooms, and number of parking spaces in large developments built over the past twenty years. The data revealed a dramatic increase in the number of bedrooms per unit, which meant more people sharing limited parking spaces. The data also demonstrated that maximum allowable density in the high density zones could be met with buildings of no more than four stories, which provided compelling support for the proposed building height limits in that zone. (See Attachment E.)

Jefferson Westside Neighbors Process

JWN's objective was quite complex in that we proposed an entirely new "special area" zone that would use form-based code to define compatible residential building designs. Fortunately, we had some talented volunteers and the benefit of a similar, smaller-scale, pilot project conducted in 2004-2005.

We followed a principle that before any meeting was held to reach *decisions*, we would make sure JWN members had ample *educational* opportunities and time to gain the information necessary to be effective in a decision-making process. We used a combination of extensive printed and electronic material, as well as informational meetings. The final stage in developing our proposal was to hold two "JWN Plan Jam" events at our neighborhood's elementary school. Each event ran for four hours on a Saturday morning. The first one was purely educational – making sure everyone was up-to-speed and had questions answered regarding potential standards for building form, open space, etc.

The second event a month later was a "thumbs-up/thumbs-down" discussion of how the final draft should look. This event was followed by a Web-based survey to broaden the range of opinions. The JWN Executive Board then used this information to craft the final draft. The draft was explained in an eight-page newsletter mailed to all JWN residents and businesses prior to the general meeting. (See

Attachment G.) At the general meeting, the proposal was deliberated and revised, section-by-section, and then approved overwhelmingly (73-6).

Since normal Planning Commission work sessions don't provide more than a few minutes for non-commissioners to participate, we also organized our own "information sessions" in a library meeting room and invited all planning commissioners to participate, which most did. We also provided each commissioner with a CD with our Powerpoint presentation so they could review it at their leisure. This approach ensured the commissioners understood our proposal clearly before they had to vote on it.

Critical success steps

The previous sections described several of the critical steps that led to our ultimate success: the project's solid initiation, forming of the ICS Task Team and each of our neighborhood associations using a community-based process to identify the essential positive elements of neighborhood character and significant negative impacts of infill, as these applied to our respective neighborhoods.

Another essential step was not relying exclusively on City staff to do the "pick-and-shovel" work that is required to write and adopt code amendments. Instead, neighborhood volunteers hit the streets to do the research necessary to create appropriate new standards and then make the case to the City Council. Among the three neighborhoods, there were many talented people, and by sharing skills and ideas, we were able to create a body of work that city councilors found very impressive.

But as persuasive as our work was in its own right, we took one more important step *before* taking our case to City Council. Neighborhood representatives vetted and strengthened our proposals and supporting evidence by working through the MDI Committee and ICS Task Team. The ICS Task Team's overwhelmingly endorsement of all our proposals produced tremendous momentum as we moved into Council hearings and deliberations.

The final step was to follow the "All-In" strategy described in the next section to make sure neighborhood representatives were in close contact will all city councilors (and the Mayor) throughout the project to make our case and address any questions or concerns a councilor might have. By not waiting until the final weeks of the project to engage city councilors, we went into the final Council meeting, at which the fate of our proposals would be decided, with a high level of confidence in getting broad support.

Lessons learned and advice to colleagues

Throughout the process we helped maintain our focus by repeating: "Remember the 3 C's." This was our shorthand for making sure our actions were: *constructive*, *coherent* and *cohesive*. The serious harm done by some thoughtless infill projects could understandably produce anger among residents, and the protracted process that was required to bring relief created lots of frustration. But we knew that the only way to persuade City Council to adopt new, protective standards was to maintain a constructive attitude, rather than slipping into a "blame game" and simply "demanding" that the City fix the problems that had arisen largely as a result of earlier code changes.

We also knew our arguments had to be coherent and well-supported. Because Eugene has eight wards that each elects its own councilor, it can be difficult to get a Council majority to support an action that benefits only one councilor's constituents. Thus, we expended substantial amounts of time researching issues and producing professional quality briefing materials so that even councilors whose wards didn't encompass any part of the "heritage crescent" neighborhoods would gain a clear understanding of the problems and proposed solutions.

The last "C" reminded us that both within and amongst our three neighborhoods we had to maintain strong cohesiveness or most councilors would be reluctant to wade into the divisions among residents of some other councilors' wards. By bonding our fates together tightly from the beginning, we had an immediate advantage over acting alone because together, we encompassed parts of three of Eugene's eight wards. And, as other councilors saw the unity across the "heritage crescent" neighborhoods and the support of our three councilors, it became much easier to gain support from councilors in other wards, as well.

We also extended our "hang together or hang separately" philosophy to *all* other neighborhood associations, to everyone's mutual advantage. Rather than pit one group of neighborhoods' interests against other neighborhoods' interests, we took the position that each neighborhood has a unique set of essential positive characteristics. The residents, property owners and business owners who are committed to the long-term livability and vitality of their own neighborhood should be the ones to determine appropriate development standards for their neighborhood community.[3]

A natural complement to our "cohesive" principle was what we called an "All-In" strategy, meaning we sought to create such exceptional and well-supported proposals that we would get all eight City Councilors to "buy in" and vote in favor of them. A number of the Heritage Crescent Neighborhood Livability Project leaders had previously been involved in, or closely observed, processes in which proponents counted on the current Council's "progressive" majority to provide the votes for their proposal and therefore felt free to ignore councilors among the "conservative" minority. One weakness in starting into a project with such a strategy is that you rarely know for certain what the Council balance will be when your proposal finally reaches Council for a vote, since an election can change the Council composition mid-project. In addition, a narrow victory may not last long if the losing side looks for subsequent opportunities to undermine the decision.

Our "All-In" strategy also imposed on us a discipline to engage councilors across the spectrum *early* on in the project, which inevitably improved our final proposals, both in substance and political viability. This strategy was validated when the Council adopted three of our proposals with at least seven of eight councilors in favor. The building height limits, which had been strenuously opposed by student apartment developers, nevertheless passed solidly with a 5-3 vote. (See Attachment C for excerpts from the ordinances[4] adopting the infill compatibility standards.)

In addition to the educational walking tours mentioned earlier, another critical element of all three neighborhoods' processes was the use of many visual tools to help stakeholders and decision makers understand current conditions and the new proposals. Maps and models, such as the example in Attachment E, were created by both neighborhood volunteers and City staff. In addition, volunteers conducted research on such pivotal issues as what level of density would be achievable under the new building height standards. (See Attachment E.)

Conclusion

Looking back, it's hard to believe the members of our three neighborhoods did so much work over the project's three-year period or that we accomplished as much as we did – pioneering major changes in the City's land use code *and* creating a whole new awareness among City officials and staff of the importance of protecting neighborhood character and livability.

There's still much work to be done because the Heritage Crescent Neighborhood Livability Project did not address every infill compatibility issue or threatened area in our neighborhoods. But with this success, further progress should be much faster and easier for us and other neighborhoods. An indication of how much has changed can be found in a subsequent event when, in December 2010, the City Manager incorporated the following statement – as recommended by over fifty of Eugene's neighborhood association leaders – into his proposal for Eugene's next version of its Metropolitan Plan:

> *A central pillar of the community's vision for Eugene is to "Protect, repair and enhance neighborhood livability."*

We take pride in the fact that *all* of Eugene's neighborhoods will benefit from the results of the "heritage crescent" neighborhoods' work.

---

[3] We anticipated that neighborhood communities would find their own approaches to protecting neighborhood character and livability, while fostering inclusiveness, diversity and fairness. In addition, there's a check-and-balance because the final decision on adopting code changes remains with the City Council.

[4] Note that the two parking requirement proposals were folded into a single ordinance.

Attachments

A. Project budget

B. Map of Eugene Neighborhood Associations

C. Selected pages from the Eugene City Council Agenda Item Summary (AIS) and three ordinances amending the City land use code.

D. List of SUNA, WUN and JWN community involvement events and activities.

E. Building height research paper with visual examples.

F. Model of development scale and density allowed by a previous zone within JWN.

G. JWN Neighborhood Newsletter

Attachment A: Heritage Crescent Neighborhood Livability Project Budget

Volunteer hours

The Heritage Crescent Neighborhood Livability Project spanned a period of approximately three years (February 17, 2007 to January 16, 1010). Most of the direct work was carried out by community volunteers working through the three city-chartered neighborhood associations (SUNA, WUN and JWN) and as members of the Infill Compatibility Standards (ICS) Task Team and the Task Team's Multifamily Dwelling Infill (MDI) Committee. Neighborhood association leaders and members also provided many hours of public testimony to the Eugene City Council and the Eugene Planning Commission.

All told, volunteers are estimated to have spent nearly 6,700 hours directly related to the Heritage Crescent Neighborhood Livability Project. (See breakdown below.)

In addition, City Council approved a 1.5 FTE allocation of Planning Division staff to the entire Infill Compatibility Standards process, which supported other neighborhood association work, as well.

The seven appointed, volunteer members of the Eugene Planning Commission also contributed to the final products, as well as conducting work sessions and a public hearing to formulate recommendations to City Council.

Breakdown of estimated neighborhood volunteer hours

Activity	Total hours for activity	Explanation
ICS Task Team meetings	2,400	Monthly for 22 months from November 2007 to September 2009.
ICS Special Topic Meetings	1,600	Monthly for 18 months to research, review, refine and communicate recommendations
Code Revision Implementation Teams	1,950	Approx. 10 meetings by each team (Building Height, Parking and special area zone) reviewing and refining recommendations
City-wide Infill Compatibility Tour	200	ICS Task Team and neighborhood leaders toured examples of good and bad infill.
Neighborhood Tours	40	Neighborhood tours including City Council, Planning Commission and City staff.
Attendance at Planning Commission and City Council meetings	500	Neighborhood volunteers attended many meetings of the City Council and Planning Commission to track discussions and present information to decision makers
Total Volunteer Hours	6,690	

Financial income and expenses

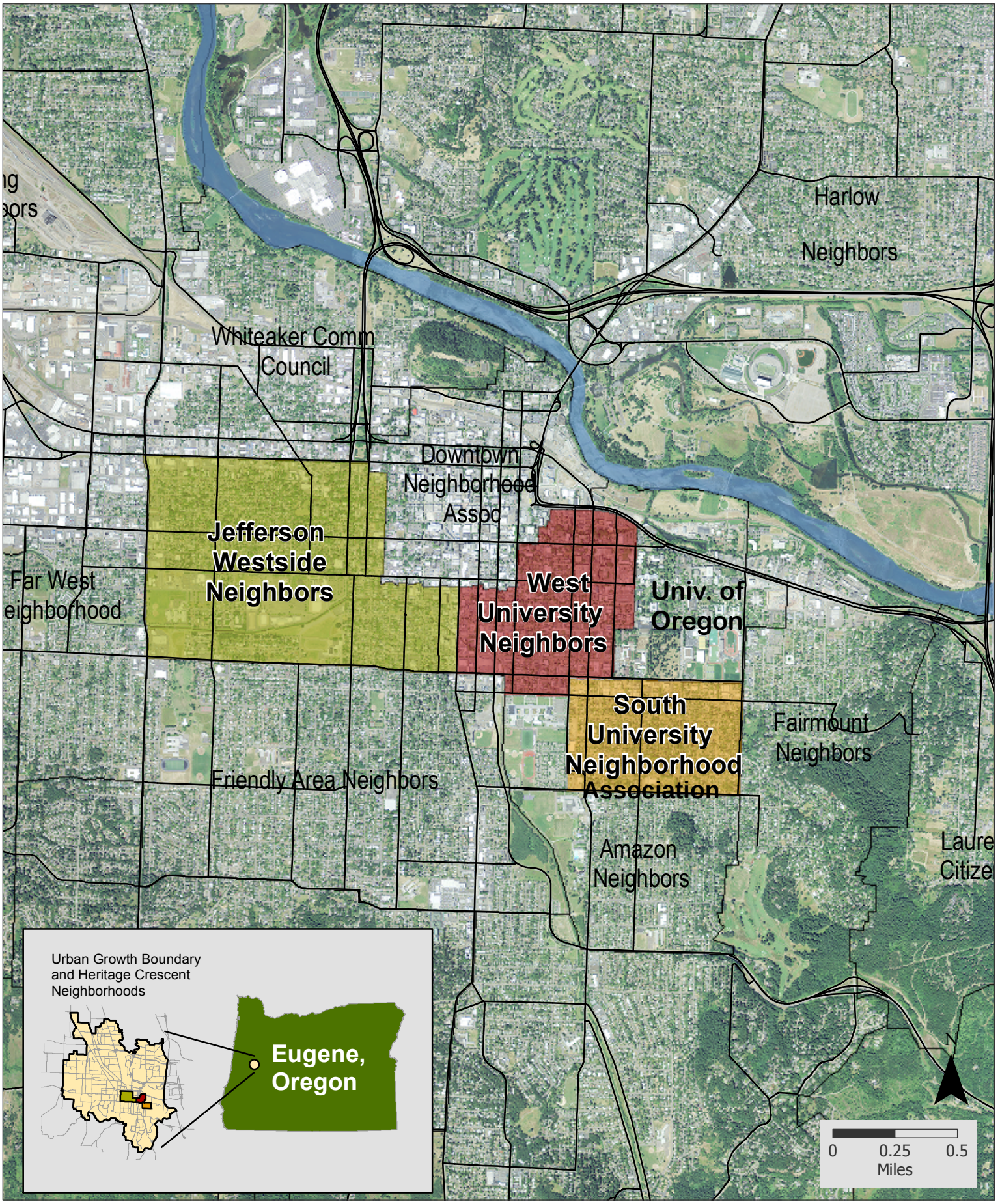
The only income directly related to the project was a Eugene Neighborhood Matching Grant to cover materials, publications and mailing expenses for the two JWN "Plan Jam" events held in December 2008 and January 2009.

Expenses were primarily related to printing and mailing costs for neighborhood publications and producing written materials to support the work of the ICS Task Team and for presentation of information at Planning Commission or City Council meetings. These costs were covered by the annual budget allocation provided by the City to each neighborhood association, Planning Division resources and neighborhood volunteer "in-kind" donations.

Breakdown of Income and Expenses

Expenses	**Income**	**Explanation**
	$2,500	Matching grant to cover costs for two workshops on infill compatibility standards held in JWN
$7,000		Printing and mailing costs from for newsletters and publications
$2,500		Expenses for printing and reproducing written materials distributed at ICS Task Team, Planning Commission or City Council meetings
Total Net Expenses	$7,000	

Eugene's Heritage Crescent Neighborhoods



Attachment C.

EUGENE CITY COUNCIL
AGENDA ITEM SUMMARY

Action: Infill Compatibility Standards

An Ordinance Concerning Parking Requirements for Multi-Family Housing; Amending the West University Refinement Plan; and Amending the Eugene Code;

An Ordinance Concerning Building Height in the University Area and Amending the Eugene Code;

An Ordinance Establishing the Jefferson-Westside Special Area Zone (S-JW); Applying that Zone to Specific Properties; Amending the Jefferson-Far West Refinement Plan; Amending the Westside Neighborhood Plan; and Amending the Eugene Code.

Meeting Date: December 14, 2009 | Agenda Item Number: 7
Department: Planning and Development | Staff Contact: Terri Harding
www.eugene-or.gov | Contact Telephone Number: 541/682-5635

EXCERPTS

ISSUE STATEMENT
The City Council will take action on three ordinances concerning amendments to the Eugene Land Use Code (Chapter 9) recommended through the Infill Compatibility Standards (ICS) process.

BACKGROUND
On November 16, 2009, the City Council held public hearings to consider land use code amendments on the first three recommendations from the ICS process. A memorandum responding to the City Council's questions and comments from the November 9, 2009, work session and the November 16, 2009, public hearing on the ICS code amendments is attached to this Agenda Item Summary (Attachment A). Ordinances for Parking Strategies, Building Height, and Special Area Zone – Jefferson-Westside are included as Attachments B, C, and D, respectively.

The first ordinance (Attachment B) relates to the package of parking strategies recommended by the Planning Commission. The package includes a combination of strategies that apply to high-density zoned land near the University of Oregon and strategies that apply city-wide. The parking recommendations would require more parking spaces for apartments with three or more bedrooms near the university, enable tandem parking in the same area, and lower parking requirements for subsidized housing city wide. Testimony was generally supportive on the various elements of the proposal, with concerns being raised about parking space requirement increases and tandem parking limitations, and about adding car-sharing credits to the ordinance. The current ordinance does not include the car-sharing option; however, a revised version of car-sharing language is included in Attachment A for the council's consideration. The staff recommendation is to monitor car-sharing programs in Eugene over the next nine months to better understand the potential for car-share program usage, as well as to gain on- the-ground experience with this new transportation option in Eugene.

The second ordinance (Attachment C) relates to Building Height, and contains the code option recommended by the Planning Commission (Alternate B). The recommendation on Ordinance C is that height limits be lowered to 35 feet adjacent to single-family areas, and gradually increase to 50 feet and then 75 feet across the street from the University of Oregon campus, unless the lot is over 10,000 square feet (generally two single-family lots), in which case buildings may go up to 90 feet. Public testimony was divided with respect to allowable heights across the street from the University of Oregon campus. While there was testimony in support of the Planning Commission recommendation, many neighborhood representatives expressed support for Alternate A, which would allow a maximum height of 65 feet, and 75 feet on lots over 10,000 square feet. Additionally, many South University Neighbors requested the removal of the height bonus for lots over 10,000 square feet.

The third Ordinance (Attachment D) contains the amendments creating and applying the Special Area Zone – Jefferson-Westside, and mirrors the Planning Commission's recommendations on these amendments. The Special Area Zone allows additional infill development at densities comparable to the existing neighborhood, and specifies new building height, roof form, parking and open space standards. Public testimony on this topic was generally very supportive. In response to public testimony, minor changes to the figures and associated language regarding entrance standards have been included in the draft ordinance. A legislative version of the ordinance showing those changes is included (Attachment E). Attachment F contains alternate motion language that was requested by Councilor Brown at the November 9 work session. This alternate motion would allow the Special Area Zone to take effect 30 days after council approval of the ordinance.

Testimony received from November 7 through the close of the record for each item is found in Attachment G. Due to this document's size (over 300 pages) this information is available through the City's website (link below) and in the City Council Office.

EXCERPTS

RELATED CITY POLICIES

The City Council has included Infill Compatibility Standards as a priority item on the Planning Division Work Program.

COUNCIL OPTIONS

The City Council may consider the following options for each ordinance:

1. Adopt the draft ordinance
2. Adopt the draft ordinance with specific modifications as determined by the City Council
3. Deny the proposed ordinance

CITY MANAGER'S RECOMMENDATION

Option 1: The City Manager recommends the City Council adopt Ordinance B, Ordinance C, and Ordinance D (Attachment B, Attachment C, and Attachment D). The City Manager also recommends that the City Council direct staff to monitor car-sharing programs in Eugene over the next nine months and report back to the council.

SUGGESTED MOTIONS

Move to adopt an ordinance concerning parking requirements for multi-family housing; amending the West University Refinement Plan; and amending the Eugene Code.

Move to direct the City Manager to monitor car-sharing programs in Eugene over the next nine months, and report back to the council.

Move to adopt an ordinance concerning building height in the university area and amending the Eugene Code.

Move to adopt an ordinance establishing the Jefferson-Westside Special Area Zone (S-JW); applying that zone to specific properties; amending the Jefferson-Far West Refinement Plan; amending the Westside Neighborhood Plan; and amending the Eugene Code.

ATTACHMENTS

A. Memorandum to the Mayor and City Council
B. Draft Ordinance B and Exhibits – Parking Strategies
C. Draft Ordinance C and Exhibits – Building Height
D. Draft Ordinance D and Exhibits – S-JW
E. S-JW Legislative Format – Changes Since Public Hearing
F. S-JW- Alternate Motion Language
G. Public Testimony November 7 - November 23 (Due to packet size this attachment is available in the City Council Office and at www.eugene-or.gov/infill)

FOR MORE INFORMATION

Staff Contact: Terri Harding
Telephone: 541/682-5635
Staff E-Mail: terri.l.harding@ci.eugene.or.us
Project Website: www.eugene-or.gov/infill

EXCERPTS

ORDINANCE NO. _____

AN ORDINANCE CONCERNING PARKING REQUIREMENTS FOR MULTI-FAMILY HOUSING; AMENDING THE WEST UNIVERSITY REFINEMENT PLAN; AND AMENDING SECTIONS 9.0500, 9.6410 AND 9.6420 OF THE EUGENE CODE, 1971.

THE CITY OF EUGENE DOES ORDAIN AS FOLLOWS:

Section 1. Section 9.0500 of the Eugene Code, 1971, is amended by adding the following definitions in alphabetical order to provide:

9.0500 **Definitions**. As used in this land use code, unless the context requires otherwise, the following words and phrases mean:

Bedroom. Within a multiple-family dwelling, a bedroom is any room that either:

(A) Is designated as a bedroom on a development plan submitted to the city;

(B) Is included in the number of bedrooms stated in an advertisement, rental or sales contract, marketing material, loan application, or any other written document in which the owner, or an authorized agent of the owner, makes a representation regarding the number of bedrooms available in the dwelling; or

(C) Meets all of the following:

1. Is a room that is a "habitable space" as defined by the current Oregon Structural Specialty Code (OSSC) or Oregon Residential Specialty Code (ORSC);

2. Meets the OSSC or OSRC bedroom requirements for natural light, ventilation, and emergency escape and rescue windows;

3. Is a room that is accessed by a door on an interior wall and that does not provide access to another room except for a bathroom, toilet room, closet, hall, or storage or utility space.

Subsidized Low-Income Disabled Housing. Subsidized low-Income housing exclusively for low-income individuals with physical or mental disabilities and/or low-income families with physical or mental disabilities. For the purposes of this definition, low-income means having income at or below 80 percent of the area median income as defined by the U.S. Department of Housing and Urban Development.

Subsidized Low-Income Housing. A controlled income and rent housing project of any dwelling type(s) exclusively for low-income individuals and/or families where all units are subsidized. For the purposes of this definition, low-income means having income at or below 80 percent of the area median income as defined by the U.S. Department of Housing and Urban Development.

EXCERPTS

Subsidized Low-Income Senior Housing. Subsidized low-income housing exclusively for low-income individuals of age 62 and older. For the purposes of this definition, low-income means having income at or below 80 percent of the area median income as defined by the U.S. Department of Housing and Urban Development.

Subsidized Low-Income Senior Housing Partial. A controlled income and rent housing project consisting of any dwelling type(s) where at least 50% of the housing units are exclusively for low-income individuals of age 62 and older and these units are subsidized. For the purposes of this definition, low-income means having income at or below 80 percent of the area median income as defined by the U.S. Department of Housing and Urban Development.

Subsidized Low-Income Specialized Housing. A controlled income and rent housing project of any dwelling type(s) exclusively for extra low-income individuals and/or families where all units are subsidized. For the purposes of this definition, extra low-income means having income at or below 50 percent of the area median income as defined by the U.S. Department of Housing and Urban Development.

Tandem Parking Space. A permanently maintained space with proper access for two motor vehicles parked one in front of the other in tandem. The first motor vehicle does not have independent access, and the second motor vehicle must move to provide access to the first motor vehicle.

Section 2. Section 9.6410 of the Eugene Code, 1971, is amended by: amending subsection (1); amending the "Dwelling" section in the "Residential" portion of Table 9.6410; and adding subsection (5), to provide:

9.6410 Motor Vehicle Parking Standards.

(1) Location of Required Off-Street Parking Spaces. Required off-street parking shall be on the development site or within 1/4 mile or 1320 feet of the development site that the parking is required to serve.

(a) All required parking shall be under the same ownership as the development site served, except through a city approved agreement that binds the parking area to the development site. ***The off-street parking space requirement for a multi-family dwelling may be satisfied through an agreement that provides parking located on another multi-family dwelling's development site only if the party requesting approval demonstrates that, after the agreement is executed, both development sites will meet the current code's minimum off-street parking space requirement. Each parking space provided through a city approved agreement must have a permanent sign of at least 1 square foot that indicates the name or address of the multi-family dwelling for which the parking is reserved.***

EXCERPTS

ORDINANCE NO. _____

AN ORDINANCE CONCERNING BUILDING HEIGHT IN THE UNIVERSITY AREA AND AMENDING SECTION 9.2751 OF THE EUGENE CODE, 1971.

THE CITY OF EUGENE DOES ORDAIN AS FOLLOWS:

Section 1. Subsection (3) of Section 9.2751 of the Eugene Code, 1971, is amended to provide:

9.2751 Special Development Standards for Table 9.2750.

(3) Building Height.

(a) Except as provided ***in (b) and (c)*** below, in the R-3 and R-4 zone, the maximum building height shall be limited to 30 feet for that portion of the building located within 50 feet from the abutting boundary of, or directly across an alley from, land zoned R-1.

(b) For that area bound by Patterson Street to the west, Agate Street to the east, East 18th Avenue to the north and East 20th Avenue to the south:

1. In the R-3 zone between 19th and 20th Avenues, the maximum building height is 35 feet.

2. In the R-4 zone west of Hilyard Street, the maximum building height is 75 feet, except that on a development site of 10,000 square feet or more, a building may be up to 90 feet in height.

3. In the R-4 zone east of Hilyard Street, the maximum building height is:

a. 35 feet within the area south of 19th Avenue;

b. 50 feet within the half block abutting the north side of 19th Avenue;

c. 75 feet within the half block abutting the south side of 18th Avenue, except that on a development site of 10,000 square feet or more, a building may be up to 90 feet in height.

(See Figure 9.2751(3)).

(c) For that area bound by Hilyard Street to the west, [~~Agate~~] ***Kincaid*** Street to the east, East [~~18th Avenue~~] ***13th Alley*** to the north and East [~~20th~~] ***18th*** Avenue to the south ***the maximum building height is 75 feet, except that on a development site of 10,000 square feet or more, a building may be up to 90 feet in height.***

(See Figure 9.2751(3)). [~~:~~

~~1. In the R-3 zone, the maximum building height shall be limited to 35 feet for that portion of the building located within 160 feet from the abutting boundary of, or directly across an alley from, land zoned R-1.~~

~~2. In the R-4 zone, the maximum building height shall be limited to 35 feet for that portion of the building located within 50 feet from the abutting boundary of, or directly across an alley from, land zoned R-1. It shall be limited to 50 feet for that portion of the~~

EXCERPTS

~~building located within 175 feet from land zoned R-3, and shall be limited to 75 feet for that portion of the building located within 176 feet and 225 feet of land zoned R-3.~~]

(~~b~~***d***) An additional 7 feet of building height is allowed for roof slopes of 6:12 or steeper in the R-1, R-2***,*** ~~and~~ R-3 ***and R-4*** zones.

Section 2. Figure 9.2751(3), as referenced in this Ordinance, is attached hereto as Exhibit A, to be numerically incorporated in Chapter 9 of the Eugene Code, 1971.

Section 3. The legislative findings attached as Exhibit B hereto are adopted in support of this Ordinance.

Section 4. This Ordinance shall take effect pursuant to Section 32 of the Eugene Charter 2002, or on the date of its acknowledgement as provided in ORS 197.625, whichever is later.

Section 5. The City Recorder, at the request of, or with the consent of the City Attorney, is authorized to administratively correct any reference errors contained herein, or in other provisions of the Eugene Code, 1971, to the provisions added, amended or repealed herein.

Passed by the City Council this

___ day of _____, 2009

_____

City Recorder

Approved by the Mayor this

____ day of _____, 2009

_____

Mayor

EXCERPTS

Figure 9.2751(3)
Building Heights

EXHIBIT A

R-3 Zoning: 35' Maximum Building Height

R-4 Zoning: 35' Maximum Building Height

R-4 Zoning: 50' Maximum Building Height

R-4 Zoning: 75' Maximum building height - except that on a development site of 10,000 square feet or more, a building may be up to 90 feet in height

N

0 250 500 1,000 Feet

10/8/09

ORDINANCE NO. _____

AN ORDINANCE ESTABLISHING THE JEFFERSON-WESTSIDE SPECIAL AREA ZONE (S-JW); APPLYING THAT ZONE TO SPECIFIC PROPERTIES; AMENDING THE JEFFERSON-FAR WEST REFINEMENT PLAN; AMENDING THE WESTSIDE NEIGHBORHOOD PLAN; AMENDING SECTIONS 9.0500, 9.2161, 9.2170, 9.2171, 9.8030 AND 9.8865 OF THE EUGENE CODE, 1971; AND ADDING SECTIONS 9.3600, 9.3605, 9.3615, 9.3625, 9.3626, 9.3630, 9.3631 AND 9.3640 TO THAT CODE.

THE CITY OF EUGENE DOES ORDAIN AS FOLLOWS:

Section 1. Section 9.0500 of the Eugene Code, 1971, is amended by adding the definitions of "Driveway," "Lot and Parcel," "Lot Line," "Residential Building," and Street-Fronting Lot" and amending the definition for "Interior Lot Line" to provide as follows:

9.0500 **Definitions**. As used in this land use code, unless the context requires otherwise, the following words and phrases mean:

Driveway. For purposes of the S-JW Jefferson Westside Special Area Zone provisions at EC 9.3600 through 9.3640, a surface area that is intended, prepared, or used for vehicle access to and about a lot.

Interior Lot Line. Any lot or parcel line that is not a front lot line. **(See Figure 9.0500 Lot Lines, Lot Frontage, Lot Width, Lot Depth.)** For purposes of the S-JW Jefferson Westside Special Area Zone provisions at EC 9.3600 through 9.3640, any portion of a lot line that does not abut a street or alley.

Lot and Parcel. For purposes of the S-JW Jefferson Westside Special Area Zone provisions at EC 9.3600 through 9.3640, "lot" and "parcel" are used interchangeably in all cases, and both terms mean a "Legal Lot," as defined in EC 9.0500.

Lot Line. For purposes of the S-JW Jefferson Westside Special Area Zone provisions at EC 9.3600 through 9.3640, unless more specifically defined in those standards, a lot line is single lot line segment, or continuous series of connected lot line segments. (See EC 9.3631(1)(c).)

Residential Building. For purposes of the S-JW Jefferson Westside Special Area Zone provisions at EC 9.3600 through 9.3640, a building that contains one or more dwellings.

Street-Fronting Lot. For purposes of the S-JW Jefferson Westside Special Area Zone provisions at EC 9.3600 through 9.3640, a lot or parcel that abuts a street for at least the minimum frontage length applicable to the lot as specified at EC 9.3630.

EXCERPTS

Section 2. Subsection (6) of Section 9.2161 of the Eugene Code, 1971, is amended to provide as follows:

9.2161 Special Use Limitations for Table 9.2160.

(6) Residential Use Limitation in C-1 and C-2. Except for the Downtown Plan Area, residential dwellings are allowed in the C-1 and C-2 zones if the ground floor of the structure is used for commercial or non-residential purposes according to Table 9.2161 Commercial Uses Requirements in Mixed-Use Residential Developments. Within the Downtown Plan Area as shown on Map 9.2161(6) Downtown Plan Map, residential dwellings are allowed in C-1 and C-2 zones and are not required to use the ground floor of the structure for commercial or non-residential purposes. For lots zoned C-1 within the S-JW Jefferson Westside Special Area Zone boundaries as shown on Figure 9.3605, the maximum number of dwellings per lot is specified at EC 9.3625(8) and 9.3626(1).

Section 3. The "Minimum Front Yard Setback" entry, "Maximum Front Yard Setback" entry and "Minimum Interior Yard Setback" entry on Table 9.2170 of Section 9.2170 of the Eugene Code, 1971, are amended to provide:

9.2170 Commercial Zone Development Standards - General.

Table 9.2170 Commercial Zone Development Standards
(See EC 9.2171 Special Development Standards for Table 9.2170.)

	C-1	C-2	C-3	C-4	GO
Minimum Front Yard Setback (4) (17)	10 feet	0 feet	0 feet	10 feet	10 feet
Maximum Front Yard Setback (5) (17)	15 feet	15 feet	15 feet	None	15 feet
Minimum Interior Yard Setback (4) (6) (7) (16)	0 feet to 10 feet (6)	0 feet to 10 feet (6)	0 feet	0 feet to 10 feet (6)	0 feet to 10 feet (6)

Section 4. Section 9.2171 of the Eugene Code, 1971, is amended by renumbering subsection (16) to (17), and adding a new subsection (16) to provide:

9.2171 Special Commercial Zone Development Standards for Table 9.2170.

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

(17) Adjustments. Except for the Downtown Plan Area as shown on Map 9.2161(6) Downtown Plan Map, adjustments to the minimum and maximum

EXCERPTS

front yard setbacks in this section may be made, based on criteria at EC 9.8030(2) Setback Standards Adjustment. Within the Downtown Plan Area, adjustments to the minimum and maximum front yard setbacks in this section may be made, based on the criteria at EC 9.8030(16).

Section 5. Sections 9.3600, 9.3605, 9.3615, 9.3625, 9.3626, 9.3630, 9.3631, and 9.3640 of the Eugene Code, 1971, are added to provide:

S-JW Jefferson Westside Special Area Zone

9.3600 Purpose of S-JW Jefferson Westside Special Area Zone. The overarching purpose of the S-JW zone is to prevent residential infill that would significantly diminish, and to encourage residential infill that would enhance the stability, quality, positive character, livability and natural resources of the encompassed residential areas. More specifically, the purposes of this zone include:

(1) Contribute to maintaining and strengthening a high quality urban core environment with compatible commercial and residential development so that people of a variety of incomes and household compositions will desire to live close to the city center and will be able to afford to do so.

(2) Protect and maintain these healthy, established, residential areas by ensuring compatible design for residential infill development in terms of lot patterns; uses; development intensity; building mass, scale, orientation and setbacks; open space; impacts of vehicle ownership and use; and other elements.

(3) Reinforce and complement positive development patterns identified through a community process conducted by the City-chartered neighborhood association that encompasses the S-JW zone.

(4) Accommodate future growth without eroding the areas' residential character and livability.

(5) Promote stability of the neighborhood community by maintaining a balanced mix of single-dwelling, duplex, and multi-dwelling residential development that contributes positively to the predominant residential patterns that arose as the neighborhood was built out. Prevent destabilization that would result from major residential redevelopment.

(6) Limit the density and intensity of permitted development to a level of development that does not fundamentally replace the essential character of the encompassed area (i.e., by redevelopment).

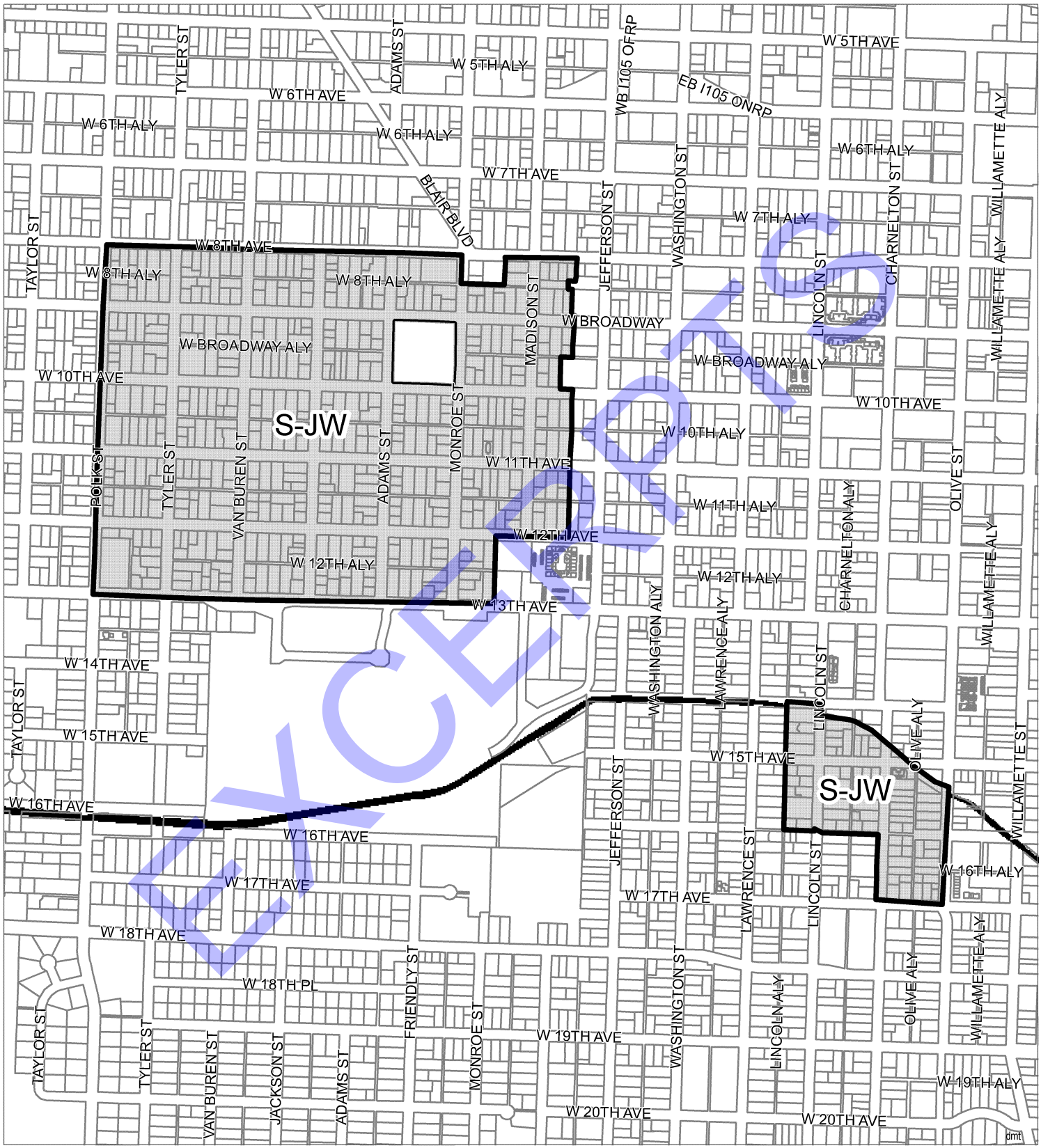
(7) Support the encompassed areas as transition areas between higher intensity residential and commercial land uses adjacent to the S-JW areas (e.g., along W. 13th Avenue and Willamette Streets to the north and east of the Jefferson neighborhood portion of the S-JW area) and lower intensity residential areas adjacent to S-JW areas (e.g., the R-1 zoned areas to the east and south of the Jefferson portion of the S-JW area), in terms of density; building mass, scale, setbacks and facades; open space; and other elements.

(8) Promote a safe, hospitable and attractive environment for pedestrians and bicyclists, including individuals of all ages and abilities, particularly by establishing development standards that do not allow automobile use to reach levels that create hazards or disincentives to pedestrian and bicycle use on local streets and alleys;

EXCERPTS

EXHIBIT A-1

Figure 9.3605
S-JW Jefferson Westside Special Area Zone Boundaries



EXCERPTS

Zone Boundaries
Taxlots
Water Body

N

0 250 500 1000 Ft

Caution:
This map is based on imprecise source data, subject to change, and for general reference only.

ATTACHMENT D. PUBLIC INVOLVEMENT ACTIVITIES FOR SUNA, WUN AND JWN

South University Neighborhood Association (SUNA) events and activities

- Prior to the "Heritage Crescent Neighborhood Livability" project there was widespread neighborhood involvement in a Historic District recognition effort.
- Fall 2007 SUNA residents organize opposition to a proposed 7-story, student apartment building, directly across from single family homes.
- 30+ neighbors turn out City Council meetings to voice concerns and ask for protections.
- SUNA committee holds multiple meetings with the Portland developer.
- SUNA General Meeting with project developer. Developer voluntarily agrees to the neighborhood's request to reduce the building to 4 stories.
- SUNA joins with WUN to propose emergency code amendments to provide temporary building height limits and increased parking requirements until Infill Compatibility Standards (ICS) Task Team completes work.
- SUNA Board forms new committee to plan a comprehensive strategy for greater neighborhood protections, rather than face a series of project-by-project battles.
- Several SUNA General Meetings, at which residents have opportunities to voice their opinions on impacts of tall buildings and insufficient parking spaces.
- Summer 2008 –South University Neighborhood Planning Group (SUNPG) formed as an outgrowth of neighborhood meetings. SUNPG includes SUNA members and a representative from WUN and meets two to four times a month. A neighborhood survey on positive characteristics and negative impacts of infill is sent to all addresses in SUNA.
- SUNA members join the ICS Task Team and Multifamily Dwelling Infill (MDI) Committee. Representatives work in partnership with SUNPG and the SUNA board.
- Three neighborhood newsletters provide information on research and draft proposals sent to all SUNA addresses (about 1700). Information is also posted on a newly created SUNA web site and sent to approximately 200 email recipients.
- At a January 27, 2009 SUNA Neighborhood Planning Workshop, approximately 75 neighborhood residents discuss building height limits, transitions, setbacks/design, parking, lot coverage, density definitions/calculations and types of land usage.
- On March 2, 2009 several neighbors give a presentation on a "How South University Residents Affected City Code Changes" to a UO Planning Department class.
- The SUNA newsletter prints results of the neighborhood poll (March 2009).
- SUNPG holds meetings with UO students to understand their parking needs and to begin researching car sharing options. The group also reviews a survey of local student car usage information conducted by a student apartment property manager.

- 2009 – Eugene City Councilors are given individual neighborhood walking tours.
- March 2009 – ICS Task Team votes 14-1 in favor of the MDI Committee's proposals for building height reductions and 19-0 for increased parking requirements.
- Numerous SUNA members testify at Planning Commission public hearing.
- SUNA members join staff and developers on ICS implementation team to create final proposals for City Council.
- December 2009 – over thirty SUNA residents testify at City Council in support of ICS Task Team proposals affecting SUNA, WUN and JWN
- City Council votes 5-3 to support new building height standards and 7-1 to support increased parking requirements, effective **January 16, 2010**.

West University Neighborhood (WUN) events and activities

- 2006-2009 – WUN Board and residents work with neighborhood developers to encourage them to reduce size, increase parking, and increase open space in their proposed developments. Developers need neighborhood approval to win tax breaks – the Multiple Unit Property Tax Exemption.
- 2006-2009 Some developers agree to add parking and reduce the scale of their developments.
- 2008 – Walking tour with City Planning Division staff helps both WUN and planning staff to see the issues related to height and parking more clearly.
- 2008-2009 – As developments with more bedrooms per unit came into the neighborhood, the WUN Board and residents note the impacts of insufficient parking. One of the seminal moments for the WUN Board was viewing a development with 36 bedrooms housing unrelated adults, and only 7 parking spaces .
- WUN Board members become part of the ICS Task Team and Multifamily Dwelling Infill (MDI) Committee.
- WUN meetings include regular updates on the progress of these initiatives, and input from WUN membership on the direction of the proposals.
- WUN joins with SUNA to propose emergency code amendments to provide temporary building height limits and increased parking requirements until Infill Compatibility Standards Task Team completes work.
- Summer 2008 – Two representatives from WUN join the South University Planning Group (SUNPG) and meet two to four times per month.
- WUN Board member submits research as part of the MDI Committee work. The information on bedrooms and parking and on height and density in WUN and SUNA becomes pivotal in gaining City Council members' support.
- March 2009 – ICS Task Team votes 14-1 in favor of the MDI Committee's proposals for building height reductions and 19-0 for increased parking requirements.
- WUN members testify at Planning Commission public hearing.
- WUN members join staff and developers on ICS implementation team to create final proposals for City Council.
- December 2009 –WUN residents testify at City Council in support of ICS Task Team proposals affecting SUNA, WUN and JWN
- City Council votes 5-3 to support new building height standards and 7-1 to support increased parking requirements, effective **January 16, 2010**.

Jefferson Westside Neighborhood (JWN) events and activities

- Prior to "Heritage Crescent Neighborhood Livability" project: Extensive participation by JWN members on projects related to neighborhood character and infill compatibility standards prior to 2007, including: Two neighborhood refinement plans, Downtown Housing Analysis, Chambers Reconsidered Project and others.
- Two Opportunity Siting (OS) workshops held by JWN in Summer 2008.
- Two "PlanJam" workshops on infill compatibility standards held by JWN in Fall/Winter 2008-09
- Two major tabloid newsletters (4 and 8 pages) on neighborhood character, infill impacts, and infill compatibility standards sent to all JWN residents and businesses
- PlanJam participant Web discussion forum on neighborhood character, infill impacts, and infill compatibility standards hosted by JWN
- Two Survey Monkey Web surveys on neighborhood character, infill impacts, and infill compatibility standards posted by JWN
- Planning and review during at least eight JWN Executive Board meetings, including five hours of deliberation to decide on final recommended proposal
- Information, Q&A, and discussions related to infill standards and S-JW at five JWN General Meeting programs.
- Notices of meetings and workshops mailed to all *non-resident* owners of JWN property.
- Extensive Web site info at jwneugene.org/infillstds
  (available to JWN members in printed form by request)
- Regular JWN e-mail announcements to 400+ subscribers
- JWN General Meeting at which membership amended and approved the special zone proposal (73-6)
- Two 1½ hour work sessions provided for MDI Committee members by JWN representatives
- Multiple discussions in ICS Task Team MDI Committee: 7-0 vote recommending S-JW approval
- Two 1½ hour work sessions provided for ICS Task Team members by JWN representatives
- ICS Task Team deliberation and 14-0 approval to recommend City Council adopt proposed code amendments
- Three 1½ hour work sessions provided for Planning Commissioners by JWN representatives
- Two Planning Commission work sessions at which JWN representatives participated
- Heritage Area Working Group (implementation team): Unanimous support for revised proposal
- City Attorney "vetted" and worked with JWN representatives to write code language for new special-area zone.
- JWN members testify at Planning Commission public hearing.
- Planning Commission votes 7-0 to recommend City Council adopt proposed code amendments
- JWN members testify at City Council public hearing
- Autorun Powerpoint presentation made available to Mayor and City Councilors
- City Council votes 8-0 to adopt code amendments establishing new special area zone for large area of JWN, effective **January 16, 2010**.

Among the participants in developing the new special area zone: rental owners, non-resident property owners, owner-occupants, renters, several architects, designers, builders, Executive Director of the Metropolitan Development Corp. (which develops affordable housing projects), a member of the Metro Housing Policy Board (affordable housing agency), past president of Oregon Chapter of the American Planning Association, Lane County Planning Commissioner, several professional planners, Planning staff, City Attorney, representatives from Friends of Eugene and the Lane County Home Builders Association.

Attachment E.

Comparison of Residential Building Heights and Densities in West University Neighborhood

Patterson House	Eugene Manor Apartments
Address: 979 Patterson Street Built: 2006 Construction: Wood frame with some brick veneer Apartment Units: 27 Lot Area: **10,500 sq feet** Density: **112 units/net acre** Building Height: **38 feet** Floors above grade: **3 stories**	Address: 1040-1050 Ferry Street Built: 1950 Construction: Concrete and steel Apartment Units: 73 Lot Area: **36,462 sq feet** Density: **84 units/net acre** Building Height: **85 feet** Floors above grade: **8 stories**

	
Hilyard House	**Patterson Towers**
Address: 1357/1377 Hilyard Street Built: 1995 Construction: Wood frame with some brick veneer Apartment Units: 53 Lot Area: **21,000 sq feet** Density: **110 units/net acre** Building Height: **44 feet** Floors above grade: **4 stories**	Address: 1080 Patterson Street Built: 1965 Construction: Concrete and steel Apartment Units: 91 Lot Area: **37,462 sq feet** Density: **108 units/net acre** Building Height: **124 feet** Floors above grade: **12 stories**

NOTES

There are only three high-rise residential buildings in the West University Neighborhood (WUN). Two of these high-rise buildings are included above. The third building is Barnhart Hall, a University of Oregon dormitory that cannot be compared since it consists only of dorm rooms with no kitchens, living or dining areas. There are no high-rise residential buildings in South University. The tallest residential building in South University is the Hutton House at 1888 Harris Street which is 5 stories with a height of 52 feet.

Only three low-rise residential buildings were constructed in R-4 zones in WUN over the last 20 years. Two of these low-rise buildings are include above. The third building is Pairadice Apartments at 640 East 15th Avenue built in 1996. The Pairadice site was a spot zoning surrounded by R-3 property on all sides. As a result, it was zoned R-4/SR/82 which limits the maximum density to 82 units/acre and requires site review. For that reason, it cannot be compared with other R-4 projects. Pairadice is a two-story building with a building height of 25 feet and a density of 61 units/acre. Midtown Terrace, a new R-4 multifamily residential development in WUN, is beginning construction at 362 East 12th Avenue. Midtown is a four-story building with a building height of 52 feet and a density of 91 units/acre.

SUSTAINABILITY

Once a building exceeds about five stories, wood can no longer be used for the primary structure and concrete/steel must be used. All of low-rise residential buildings were constructed with local wood products. The high-rise buildings were constructed with concrete and steel that depend on materials being shipped long distances. Wood frame construction generally provides better-insulated structures that use less energy for heating and cooling. When harvested sustainably, wood is a renewable material.

Concrete and steel depend on mining raw materials that are not renewable. Most iron ore is now mined in China, Australia, Brazil, India, and Russia. Most steel used in Oregon is imported from overseas. Companies such as Oregon Steel Mills in Portland import steel slab from overseas steel smelters and fabricate products for the domestic market. Concrete is composed of cement, aggregate (generally gravel is used in Oregon), and sand. All of these raw materials must be mined and are not renewable. Potential gravel sites are often in riparian areas and locations with Class 1 and 2 soils ideal for agriculture. The only cement plant in Oregon, the closest source of cement for concrete, is the Ash Grove Cement plant near Baker City. Ash Grove Cement is by far the largest mercury polluter in Oregon, and among the top U.S. mercury polluters. This plant emits 10 times the amount of mercury pollution as Portland General Electric's coal-fired power plant located in Boardman (the only coal-fired power plant in Oregon). The only alternative to the Ash Grove plant is increasing imports of Chinese cement. Concrete and steel are much more energy intensive than local wood products.

In summary, the two low-rise residential buildings are much more sustainable than the two high-rise buildings and provide the same or greater housing density.

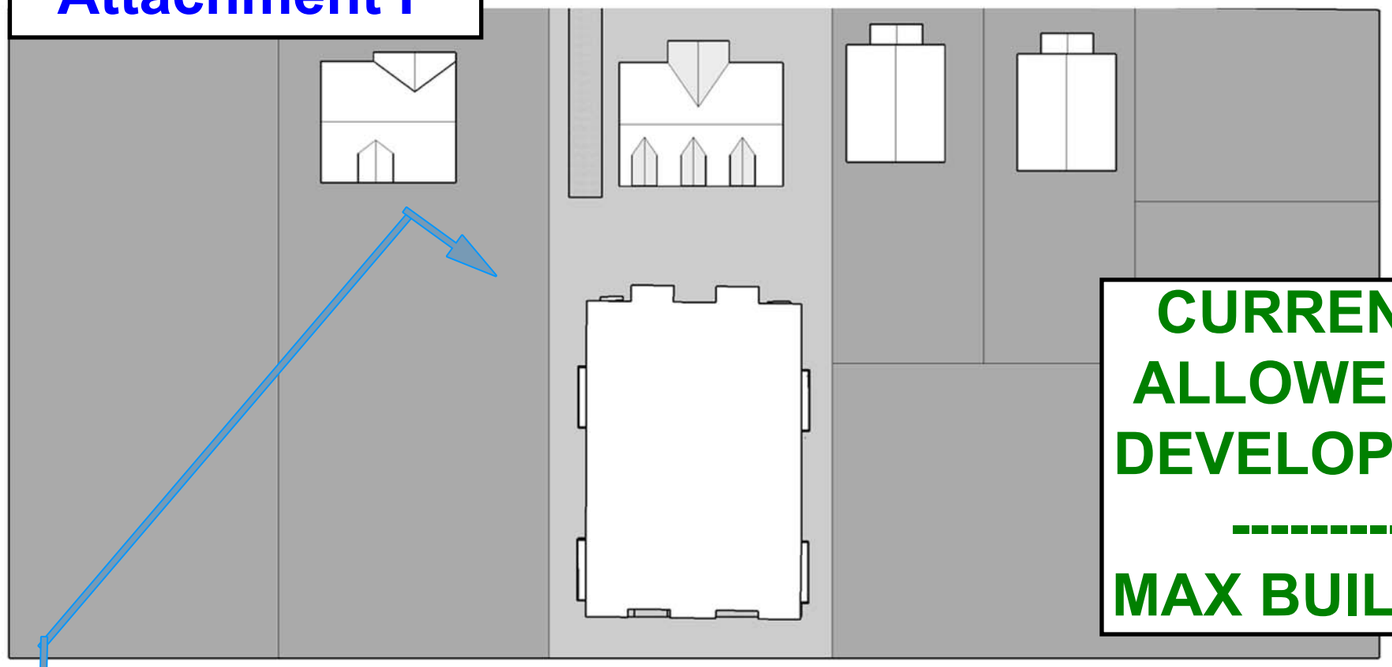
SOURCE OF DATA

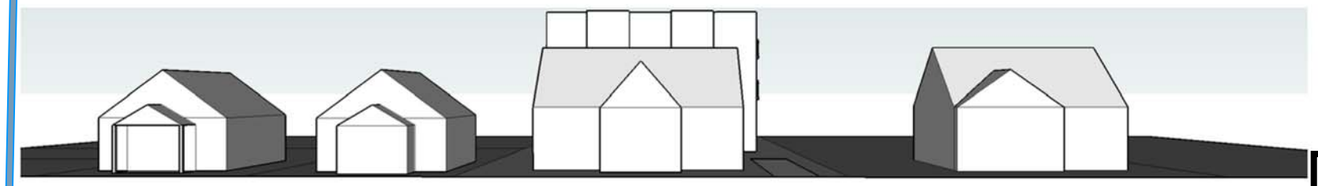
Estimated building heights and stories based on building records for the high-rise buildings were provided by Catherine Zunno, City of Eugene staff, to the Building Height Implementation Team. Building heights and stories for the low-rise apartment buildings were provided by City of Eugene staff from recent Building Permit records that included the building height.

Lot areas are based on Lane County property tax records. The number of apartment units are based on property tax data supplemented with information from the property management staff for each project.

Data on iron ore production, steel smelting, and steel fabrication are based on Wikipedia. Data on the Ash Grove Cement Plant are based on Oregon DEQ documents along with articles in the Oregonian (www.oregonlive.com).

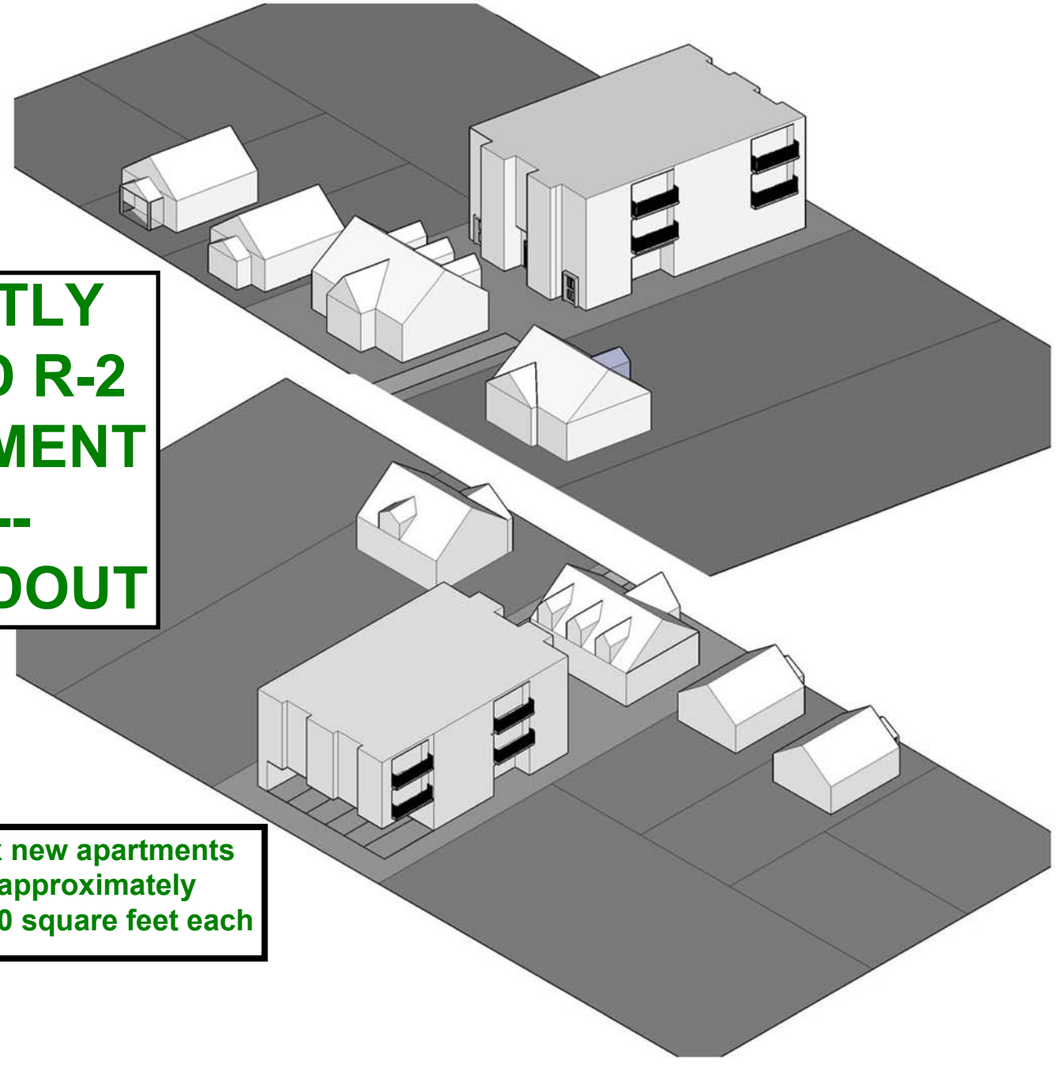
Attachment F



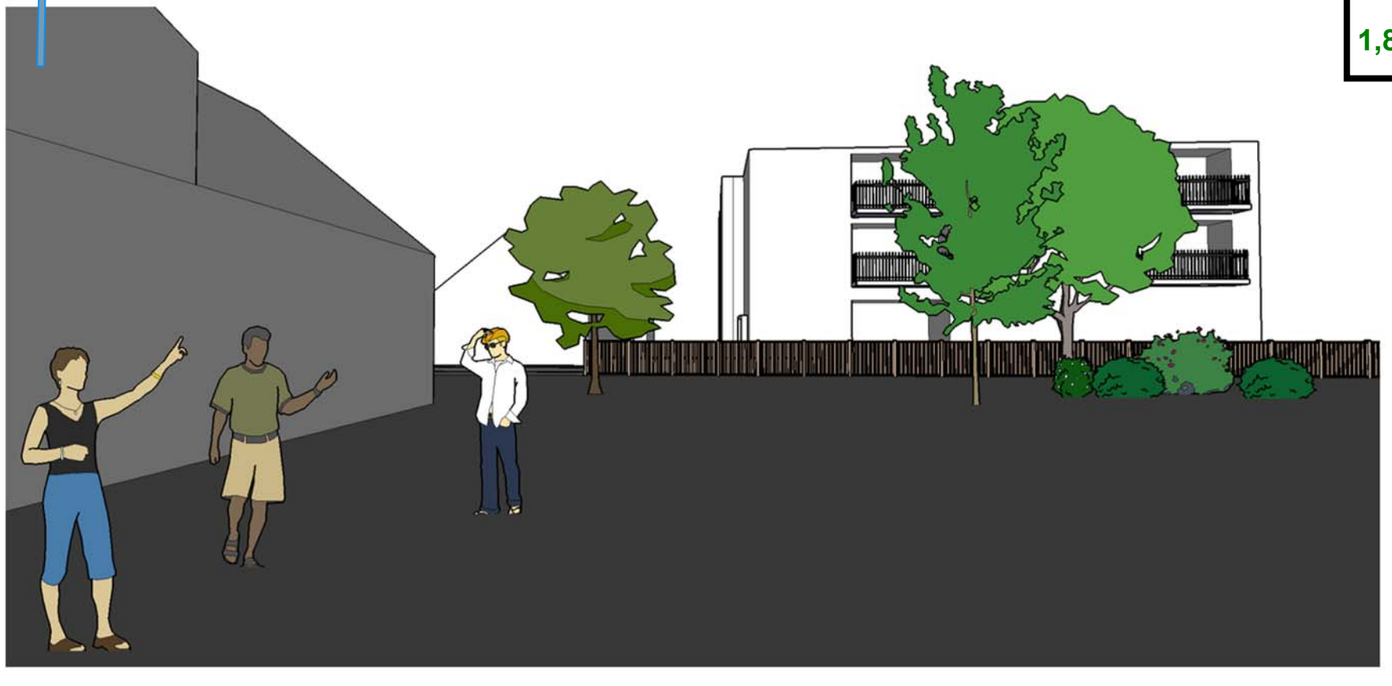


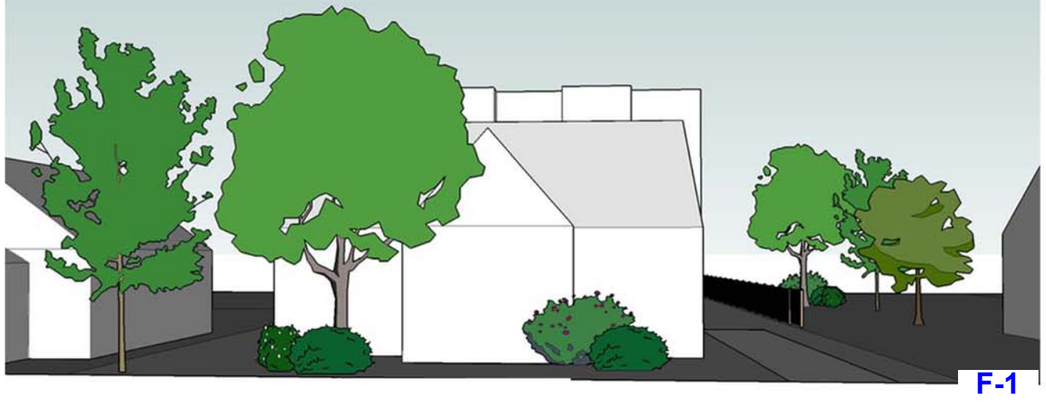
CURRENTLY ALLOWED R-2 DEVELOPMENT

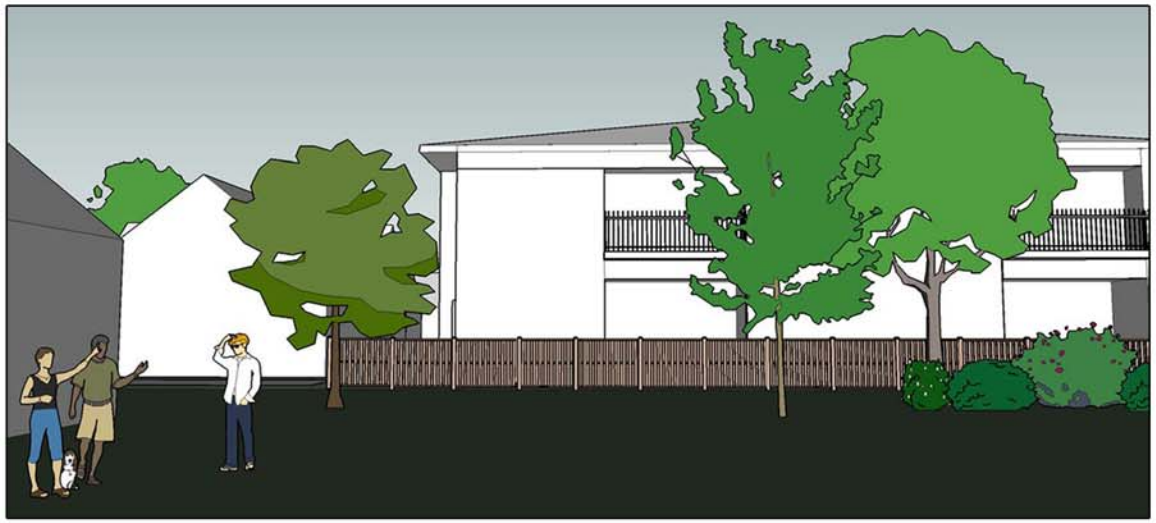
MAX BUILDOUT



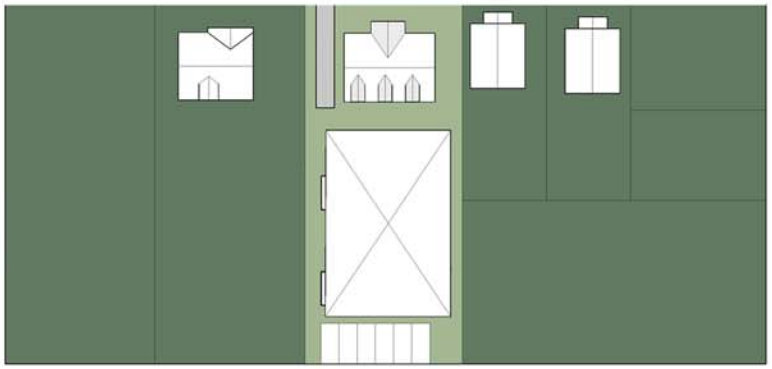
Six new apartments approximately 1,840 square feet each

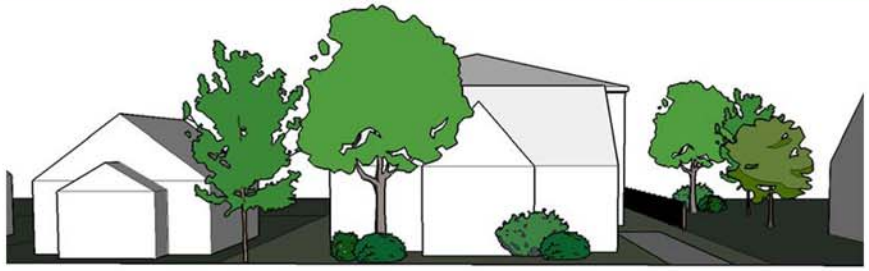




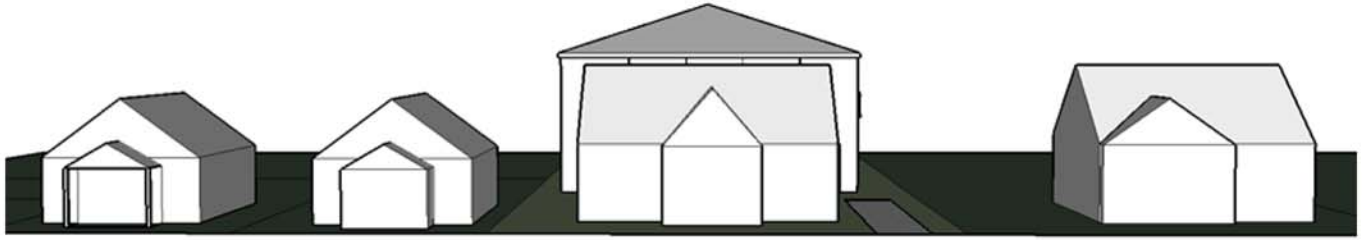


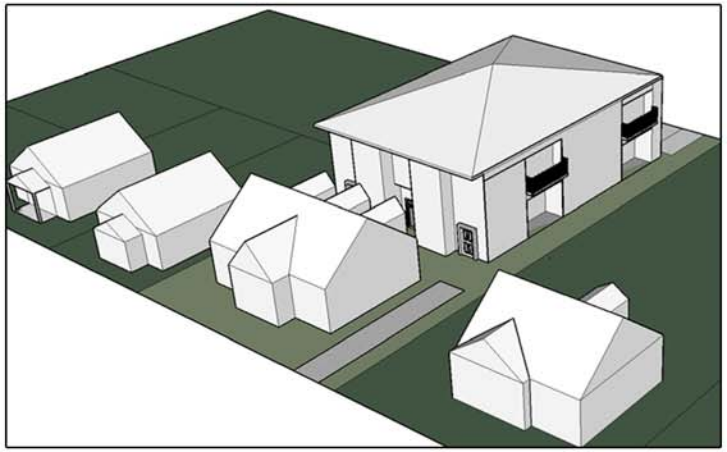
CURRENTLY ALLOWED, NORMALIZED

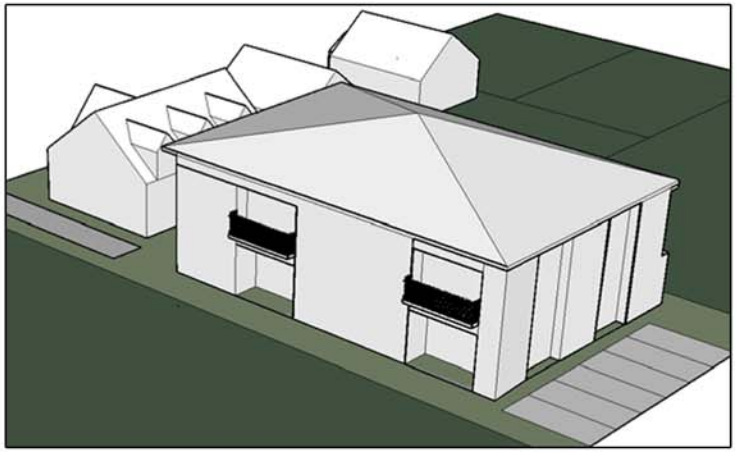




Six new apartments approximately 1,200 square feet each







Attachment G.

Neighborhood News

The Official Newsletter of Jefferson Westside Neighbors

January 2009

JEFFERSON WESTSIDE NEIGHBORS MEETING NOTICE JANUARY 13, 2009

First United Methodist Church, 1376 Olive St.

MEETING INFORMATION ON THE WEB: jwneugene.org/january

GENERAL MEETING AGENDA

7:00 p.m. to 8:00 p.m.

- General meeting called to order. 7:00 p.m.
- New agenda items from members. If you have a new agenda item, please notify the chair by Noon the day of the meeting.
- Agenda adjustments. By two-thirds vote, the current meeting's agenda topics and allocated times, as well as the scheduled adjournment time may be adjusted.
- Report from chair.
- Neighborhood topics and actions: update on infill standards; question and answer.
- General meeting adjourned. 8:00 p.m.

PROGRAM
8:00 p.m. to 9:00 p.m.
Question & Answer Session with City Manager, Jon Ruiz

Upcoming JWN Meetings

JWN Executive Board
Tuesday January 20th
6:45 pm to 8:30 pm
McNail-Riley House
NW corner of 13th and Jefferson

General Membership Meeting
Tuesday February 11th
7:00 pm to 9:00 pm
First United Methodist Church
1376 Olive Street

Visit JWN on the Web at jwneugene.org for more information about meeting agendas, JWN financial summaries, minutes of past meetings, volunteer opportunities, and news and events in the neighborhood.

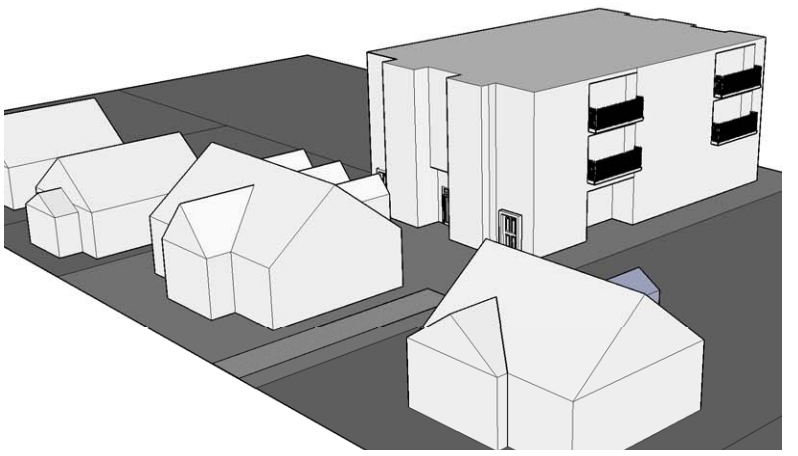
Jefferson Westside Neighbors

Eugene Neighborhood Services Policy Statement: This is the official newsletter of the Jefferson Westside Neighbors. Newsletters are published courtesy of the City of Eugene. Newsletters are produced by neighborhood volunteers and are free to the residents and businesses of the neighborhood. Space is available for letters to the editor with editorial comment from the neighbors. Signed letters will be printed as space permits. Editorials express the author's view and not that of the neighborhood association, the City's elected officials or city staff.

Visit Neighborhoods on the Web:
www.eugene-or.gov

PlanJam Workshop I – JWN Residents Speak Out, Listen and Learn about Infill Standards

"A cohesive neighborhood, with continuity of residential population, makes for more vigorous participation in local self-government processes. Witness the PlanJam."
-- Comment by PlanJam I participant


Development currently allowed on a typical 60' X 160' lot under R-2 zoning.

On Saturday, November 22nd, nineteen residents from throughout the Jefferson and Westside neighborhoods participated in JWN PlanJam Workshop #1. At this first of two neighborhood planning workshops, focused on developing recommendations for infill compatibility standards, JWN residents learned more about the issues and previous neighborhood community work. Participants provided their own ideas and perspectives about which elements of their neighborhoods' character make JWN such a special place to live and which negative impacts from incompatible infill are most serious. Participants also took a preliminary look at various potential areas to consider for infill compatibility standards, including setbacks, lot configuration, maximum dwellings per lot, building height, and others.

The 3-hour workshop, held at Chavez Elementary School, was designed to familiarize JWN residents with the history of planning efforts in the JWN and build on that work to develop effective standards for infill development in the neighborhood. Rene Kane (JWN Chair) and Paul Conte (past JWN co-chair) coordinated the workshop.

After a brief introduction and overview of the workshop, Paul presented the history of JWN's planning efforts including the role of adopted neighborhood refinement plans, JWN's previous responses to problems caused by incompatible infill and prior actions by the JWN membership supporting infill compatibility standards. Paul also provided an update on two City projects that have actively involved residents of the JWN - the Infill Compatibility Standards and Opportunity Siting projects.

Using maps, aerial photos of the neighborhood, and images of both single- and multi-family buildings throughout the JWN, workshop participants learned about the history of the single-family/duplex area in JWN that's zoned R-2 and how changes in R-2 zoning have resulted in the types of development that are allowable under current land use code.

During the next workshop phase, perhaps the most engaging part of the day, participants talked about what constitutes the "essential positive characteristics" of the JWN such as the grid pattern of our streets, the arrangement of houses on lots and the predominance of trees. Residents learned about previous work that identified positive characteristics of the JWN neighborhood (such as neighborhood refinement plans and, more recently, the Opportunity Siting Workshops) and how identifying the positive characteristics of our neighborhoods provides an essential foundation for developing infill standards.

Workshop participants went on to discuss aspects of incompatible infill in the Jefferson and Westside neighborhoods. Residents reviewed previous work of the neighborhood to address the impacts of incompatible infill, added to the list of impacts from their own observation, and learned how identifying negative impacts contributes to developing infill standards. Workshop participants also learned how the ICS and OS projects could affect the design and siting of infill projects in the JWN.

During the final section of the workshop, participants identified critical areas for infill compatibility standards in R-2 areas of the JWN. After reviewing previous work by the JWN, residents discussed how to identify "critical areas" and the importance of this step in moving from "neighborhood character" and "negative impacts" to developing specific standards.

At the end of the workshop, participants provided direction for the follow-up survey that has been posted on the JWN Web site. (See the article on page 5 for an introduction to standards and to get additional information about workshop results and follow-up.)

PlanJam Workshops #1 and #2 are part of JWN's ongoing efforts to prevent incompatible infill and develop standards that will preserve the unique character of the JWN neighborhood. (See the accompanying articles in this newsletter for more information.)

The PlanJam workshops are funded through a City of Eugene Neighborhood Matching Grant. PlanJam #2 will be held on Saturday, January 24 from 8:30 a.m. to 12:30 p.m. at Chavez Elementary School, 1510 West 14th Avenue. For more information see "How to Get Involved" on page 6. We hope to see you at PlanJam #2!

JWN Members Lay the Foundation for Infill Compatibility Standards and Opportunity Siting in Jefferson and Westside Neighborhoods

Over many years, numerous JWN members have been actively involved in trying to protect the Jefferson and Westside neighborhoods against incompatible infill, while encouraging well-designed, properly-sited new development that will help Eugene to grow compactly and contribute in a positive way to our neighborhoods.

Throughout this work, JWN members have regularly expressed their views on what comprises their neighborhood's "character" and which of the negative impacts from incompatible infill are most serious.

Two of the most extensive neighborhood community processes occurred during the 1980s when the refinement plans that encompass the JWN were created and formally adopted by City Council. Both the *Westside Neighborhood Plan* and the *Jefferson/Far West Refinement Plan* include extensive data and findings about the "character" of different areas within the JWN. Here's an example from the Westside Neighborhood Plan:

> *"The Westside Neighborhood is one of Eugene's oldest neighborhoods that still retains its character from an earlier day. … The houses have a strong orientation to the street, with front porches that encourage interaction with pedestrians passing by. …*
>
> *To those who view the Westside as a place to live rather than a speculative investment, this area with its predominantly single-family nature, older homes, tree-lined streets, and mature vegetation is a place deserving to be fostered and protected as a unique asset to the community."*

Ask any JWN resident today what he or she thinks are the essential, positive characteristics of the "heritage" parts of JWN, and you're likely to hear many of the same items identified in the above quote.

Since the turn of the century, there has been continued neighborhood community participation in projects and processes closely related to infill compatibility issues, including the following:

- Downtown Area Housing Policy Analysis (2001-2005)
- Chambers Reconsidered project (2004-2005)
- Jefferson neighborhood "Area 15" Metro Plan and refinement plan redesignations (2005-2006)
- Minor Code Amendments Process (MiCAP, 2006-2008)
- Infill Compatibility Standards (ICS) process (2007-present)
- Opportunity Siting (OS) process (2007-present)

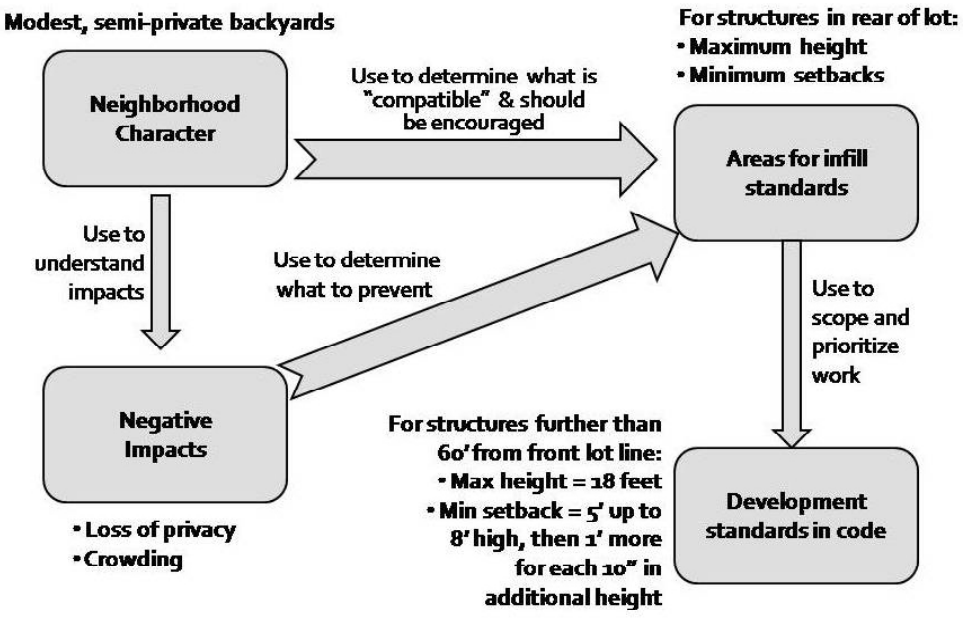
In each of these projects and processes, many JWN members have turned out at meetings to describe what they love about their neighborhood and what they see as the significant threats from incompatible infill.

Most recently, JWN members participated in two planning events, a pair of Opportunity Siting (OS) project workshops in June and July 2008, and a JWN "PlanJam" workshop in November 2008 held as part of the neighborhood community process to develop infill compatibility standards. At these workshops and through a follow-up survey, JWN members contributed to development of more specific descriptions of the character of the R-2 zoned area of the JWN and the identification of significant negative impacts that threaten this area.

From these many sources of JWN members' views, initial drafts for two sections of a JWN report on infill compatibility standards and opportunity siting have been created and are available for review and comment by JWN members. (You can view the drafts at jwneugene.org/infillstds. If you don't have Internet access, please contact the JWN Chair for a printed copy.)

The foundation for ICS and OS

Just as the descriptions and findings in the two refinement plans provide the foundation for the plans' goals, policies, and implementation strategies, the descriptions of neighborhood character and negative infill impacts in the JWN report lay the foundation for identifying appropriate infill compatibility standards, as well as site selection and project approval criteria under the opportunity siting process.



A clear description of the essential, positive elements of neighborhood character provides the basis for those development features and qualities that infill standards and OS incentives should encourage, while a clear identification of significant negative impacts from incompatible development provides the basis for what both infill standards and OS project approval criteria should prevent.

Because these descriptions are primarily meant to be used in the ICS and OS projects, they have specific geographical and subject scopes. The descriptions generally cover the R-2 zoned areas of the JWN, although the character description of this area applies fairly well to the older, mostly R-1 zoned area of Jefferson neighborhood, just east of the fairgrounds.

Some or all of the items on the list of negative impacts are also relevant to many other residential areas in JWN. Nevertheless, when you review the drafts, keep in mind the neighborhood area to which they specifically apply. The subject scope includes primarily those elements that have a direct or indirect bearing on land use and development standards and criteria, specifically the types of issues that are addressed by the ICS and OS projects. The descriptions would also be useful for transportation-related issues (e.g., the potential route for an EmX line to west Eugene), but may not fully cover important elements of neighborhood character that are relevant to other issues.

Neighborhood character summary

The list below captures many of the comments that are repeatedly heard in response to the question: "What do you like about the Westside [or Jefferson] neighborhood?"

- "Friendly neighbors; many long-term residents"
- "Walkable (sidewalk network, planted parking strip, few curb cuts, etc.)"
- "Safe and hospitable (activity, eyes on the street, proactive neighbors)"
- "Lots of resident presence in front yards, walking, bicycling, in the parks"
- "Balance of home owners and renters"
- "Backyard privacy and ambience"
- "Tree-lined streets"
- "Close to downtown"
- "Lots of gardens"
- "Many attractive, older, single-family homes"
- "Porches and front yards engage the street"
- "Variety of houses (yet consistent style) and diversity of people"
- "Not car-oriented (low traffic on side streets, set back garages, narrow drives, street parking)"
- "Small houses relatively affordable to own/rent"
- "Neighborhood restaurants, shops and businesses"
- "Granny cottage infill"
- "Bicycle-friendly"
- "Good environment for children"
- "Quiet"
- "Neighborhood parks"
- "Human-scale of most buildings"
- "Nice balance of houses being close, but not too close"
- "Healthy greenscape; large trees and bushes"
- "Open space along Amazon by Fairgrounds"

The most important thing to draw from these and other observations by residents is that the neighborhood character of this area is a dynamic, living environment that includes:

- Residents and visitors
- Houses and other structures
- Streets, alleys, and sidewalks
- Cars and bicycles
- Trees, gardens, lawns, and other plants
- Domestic and wild animals
- Open space, both on the ground and above it.

The draft report captures these and other common themes in six major categories:

- Residents
- Streets, alleys, blocks, and sidewalks
- Lot shapes and sizes
- Dwellings and architecture
- Interrelationships among houses and lots
- Gardens, vegetation, and wildlife

There's also a synergy between various individual elements that creates a whole that is greater than the sum of the parts. Diminishing or degrading one element of a neighborhood's character can weaken other elements that depend on it. Please read the full description in the draft JWN report (referenced above) to get a more complete perspective on the neighborhood character.

Residents. Many residents have lived in the area for a long time, and many of the long-term and more recent residents have a sense of being settled in for an extended period. The character of the area is largely driven by residents with a sense of enjoyment of, and commitment to, their neighbors and the "homeyness" of the neighborhood's typical dwellings and yards. *(continued on page 3)*

Foundation *(continued from page 2)*

As a starting point to understanding the "neighborhood character," it's important to understand that despite the dramatic changes that have been made to the R-2 zoning standards since this neighborhood was built out, the JWN R-2 area's character does not reflect an intensely "metro" lifestyle where apartments and condos predominate and residents are more transient and minimally engaged with one another. The physical characteristics of this area, which are described next, support and reflect residents' attitudes and way of life.

Streets, alleys, blocks, and sidewalks. Streets and alleys are laid out in a grid pattern on level ground. Most streets have a parking strip with the sidewalk between the parking strip and lot. Block sizes are fairly small with about 15-20 lots per block. There are a moderate number of driveway curb cuts (5-8) on each side of a street block; curb cuts are typically 8'-10' wide. Alleys are generally unsurfaced and used primarily for occasional utilitarian access to the rear of mid-block lots. Typical alleys produce very little traffic across sidewalks where the alley intersects the street, thus having little impact on pedestrians and bicyclists.

There are several heavily-used, City-designated bike routes through this area. The minimal automobile traffic on local streets and emerging from alleys and driveways creates a safe and pleasant environment that encourages bicycling to and from downtown and a large residential area to the west and south of, as well as within, the R-2 area.

There's a generally continuous sidewalk network that's actively used by residents walking about the neighborhood and to and from nearby services. Sidewalks are also actively used by "walkers" and "runners" from downtown businesses or other locations who find the area an attractive and convenient place to get fresh air and exercise.

Lot shapes and sizes. Lot shapes and sizes fall predominantly into two categories: Roughly square lots, from about 50'x50' to about 60'x60'; and rectangular lots, from about 50'x100' to about 60'x160'.

Dwellings and architecture. Dwellings are predominantly single-family, detached structures, although there are some small duplexes and accessory dwelling units (ADUs), such as "granny cottages" and flats above the primary dwelling or garage. There are three main categories of single-family dwelling style and size:

- Pre-war, modest 1- or 1½-story "bungalows" with Craftsman influences. The 1½-story houses have the second floor space mostly contained within the roof slope.
- Pre-war, larger 2-story Craftsman houses. These have second floor living space that is mostly full height and below the roof, although the second floor often has a smaller footprint than the first floor.
- Post-war, smaller 1-story "cottages." These are generally more basic architecturally than the pre-war "bungalows," and often have some Cape Code features.

Most dwellings have gabled roofs, frequently with dormers on 1½ and 2-story houses. Many houses have small wings or porches with lower roofs than the main part of the dwelling, forming a roof "cascade". Houses have clearly-defined entrances, commonly with front porches of various sizes. Pre-war houses generally have eaves and significant other protrusions, articulation, and trim. Painted clapboard siding is common. Double-hung windows are also common; many older houses have divided lights in the upper sash.

Interrelationships among houses and lots. The original (and still characteristic) build-out was about 7-9 dwellings per net acre.

On rectangular lots, the width (i.e., lesser dimension) of the lot is usually the "front." The main front plane of a typical house is within about 15' to 25' feet of the sidewalk.

Many houses are close beside one another in the front of the lot, often separated only by a narrow driveway or lesser interval. House designs (e.g., facing gabled roofs) and living patterns acknowledge this compact pattern and respect the importance of adjacent neighbors' privacy along this interface. Most houses have a "front-to-rear" orientation that uses windows on the front and rear facades to provide most of the light and view access from within the house.

Small front yards are semi-public spaces where residents of a house may observe or interact with pedestrians or adjacent neighbors. These areas provide a graceful transition between street life and life inside the house and create a strong connection between residents and activity on the street.

Most rectangular lots have modest-sized backyards with lawns, gardens, or landscaping. In this area, a house's residents have a general sense of spatial openness, insulation from immediate street noise, and a fair degree of privacy from other neighbors viewing backyard activities.

Gardens, vegetation, and wildlife. There are two neighborhood parks within or adjacent to the R-2 area. Cumulatively, arable open space on lots provides extensive amount of natural vegetation and wildlife. Many of the lots have vegetable and flower gardens and/or extensive landscaping (generally fairly informal).

There are numerous very large "heritage" trees throughout the neighborhood, as well as many medium-sized trees along the streets and sidewalks and in backyards. Collectively, the large trees on the street and in the interior create a substantial urban forest "canopy" that's one of the most significant elements of this neighborhood's appeal. Overall, living at most spots in the R-2 area gives a sense of being in touch with Nature.

The value of older neighborhoods … from *A Citizens Guide to Potential Design Guidelines for a Mature Neighborhood* (publication by "Chambers Reconsidered" staff and consultants)

"What is most distinctive about … older neighborhoods is not the historic character of any particular house but the overall pattern of streets and alleys, the architectural coherence of housing stock, and the way that houses and streets work together to create a unique sense of community. …

Anyone looking at housing in Eugene recognizes the value of these older neighborhoods. Although not everyone's ideal, they offer a desirable housing option for many people, and for some they represent the most livable neighborhoods in the city. These neighborhoods are not necessarily historic but they are part of our city's history and are important to its identity. …

As a matter of civic responsibility the city and its citizens should recognize the most coherent of these neighborhoods as cultural and physical artifacts and promote the understanding and preservation of them."

There's extensive wild birdlife, including many songbirds and occasional raptors (including hawks and owls). Herons from the Amazon slough area periodically appear roosting or feeding in the upper branches of heritage trees. There are both year-round residents (such as purple finches and chickadees) and migratory birds (such as cedar waxwings and grosbeaks)

Squirrels and raccoons are a common sight in neighbors' yards, and bats (and occasional resident owls) are regular visitors in summer evenings. Without the fairly large areas of arable land collectively provided by the established development pattern, much of the large-scale vegetation and wildlife would be absent or significantly diminished.

The elements briefly described above interrelate in important, sometimes subtle, ways to create the neighborhood's special character. The people, the spatial elements of the neighborhood, the moderate intensity of development, the housing types and scale, the implicit interrelationships among adjacent properties, and the natural elements are the most important determinants of this character. The description of the positive elements of the neighborhood character can help guide how infill standards and development incentives direct future development to be harmonious with a neighborhood community that has stood the test of time.

The next section of the draft report looks at the other side of the coin.

Negative infill impacts summary

A good way to appreciate the impact of infill in the JWN R-2 area is to walk around the area and observe the infill that's been built since the 1980s, as the R-2 zoning standards were dramatically changed to allow more dwelling units and larger structures.

Several things stand out. Many of the infill projects with two or more additional units have degraded adjacent properties and are have been incompatible with the overall character of the neighborhood, as described above. The impacts of infill apartments in this category stem from their poor siting, design, and/or construction quality. Few, if any, two-story, multi-unit apartments provide examples of appropriately designed and sited infill. The lot configurations in this area make it very challenging to add a two-story, multi-unit apartment to a lot with an existing house and not significantly degrade the privacy, view, and/or sunlight exposure on one or more of the adjacent properties.

The cumulative impact of several inappropriate infill projects on the same block significantly destabilizes the block. There are several blocks in the R-2 area that show moderate to severe degradation due to this cumulative effect.

The following sections describe a variety of negative impacts with concise statements of how a poorly sited or designed infill house or apartment building impinges on residents in an existing house or apartment on an adjacent property. Some of the impacts are described in terms of their impact at a broader level, such as the block or neighborhood. The draft JWN report (available on the JWN Web site or by contacting the JWN Chair) provides more details and links to photos that provide examples. As mentioned above, these descriptions are based on JWN members' input, as well as published reports by City staff and consultants. Among the sources was the December 6, 2004 "Visual Design Preferences Survey Results Memorandum" produced by the Chambers Revisited project consultants. This report is also available on the JWN Web site. The impacts below are presented in no particular order.

Reduced privacy. Impacts of this type arise from taller structures with windows that look into adjoining backyards or that don't follow the "front-to-rear" pattern of development and thus impinge on privacy in adjacent dwellings.

"Crowding" and reduced viewscape. High, vertical walls close to adjoining backyards and adjacent dwellings also can create a strong sense of crowding by blocking the viewscape. This impact increases with higher and wider walls. Walls without articulation or windows increase the sense of crowding, although note that adding windows often increases the negative impacts on adjoining neighbors' privacy, as described above.

(continued on page 4)

Foundation *(continued from page 3)*

Crowding also arises from insufficient setbacks of structures in the particular context. For example, the new development on W. 11th Ave., between Jackson and Van Buren Streets, almost entirely covers two lots with four, two-story, "block-style" apartments that are separated from each other by only ten feet. The design creates a sense of crowding on the development site, as well as adjacent properties. One participant at the first JWN PlanJam workshop expressed the point this way:

> *"Setbacks [should be] sufficient to encourage social interaction between neighbors, i.e., when buildings are too close together walls actually deter social interaction – [dwellings] need those buffers that are inviting, green rather than concrete, hard surface."*

Reduced sunlight and air circulation. These impacts can arise from structures that are taller than two stories and from high, vertical walls close to adjoining backyards and adjacent dwellings.

Various intrusions resulting from adjoining development. These include: Light intrusion by inadequately-shielded exterior lighting; noise from additional or more powerful building-related equipment (e.g., heat pumps); noise and exhaust smell and fumes from increased on-site vehicle operation; and noise, exhaust smell and fumes, and dust from increased vehicle traffic on alleys.

Loss of permeable surfaces. This creates problems with storm water runoff capacity and pollution, as well as ground water for large-scale vegetation.

Loss of arable surfaces, large- and small-scale vegetation, habitat, and wildlife. These are interrelated impacts that arise from excessive lot coverage, as well as the location and mass of structures which may prevent large-scale vegetation and habitat even where an arable surface exists.

Diminished pedestrian and bicyclist safety; reduced appeal of walking and bicycle riding. These impacts arise from a variety of factors, including: Increased traffic on local streets and alleys; increased traffic crossing sidewalks via alleys or curb cuts; loss of trees in front yards and along alleys; dwellings that don't engage the street; etc.

Increased load on infrastructure, including streets, alleys, sidewalks, water system, sanitary sewer, storm sewers. Much of the infrastructure in the area is old and has limited capacity to handle a major increase in the number of dwellings served. The alleys are clearly not adequate to handle increased vehicle use from infill. In addition, local streets were designed for much less use than would result from a full buildout at current R-2 densities. There's already occasional flooding from storm sewers that appear in need of repair or enlargement. The capacity of the water system and sanitary sewers may also be overstretched with major increases in the number of dwellings.

Diminishment of on-street parking near residences. Because many homes in the area have a small driveway suitable for at most one vehicle, parking on the curb in front of the home is a common practice. When additional dwellings are added with insufficient on-site parking, the residents of the new development will use on-street parking. When the parking demands in an immediate area get high enough, residents may be unable to park in front of (or near) their homes.

Financial burdens on existing property owners. These include: Reduced property value because of surrounding development and City assessments for alley improvements. (Eugene's Growth Management Policy #14 states that the developer or City should cover a new development's infrastructure costs, but this isn't the way that alley improvements work.)

Use conflicts on alleys used for primary access. This area's alleys are too narrow to handle two-way traffic and have no sidewalks because they were intended only for utilities and occasional access by adjacent property owners. Consequently, when additional infill dwellings take primary access via the alley, there are increased conflicts with other vehicle use and with pedestrians who walk in the alleys. Parking adjacent to the alley and illegal parking on substandard alleys can also obstruct emergency vehicle access.

Increased vehicle use of the alleys also further deteriorates the unpaved alleys' conditions, creating large potholes that become filled with water in the winter. This creates difficult and, in some cases, unsafe access and also prevents pedestrian and bicycle access and use.

Reduced safety, weakened social fabric, and diminished appeal to long-term residents from dwellings that don't engage the street. These impacts can arise from a variety of factors, including: lack of a front entry way facing the street; garages and parking in front of house; a front setback that is too close or too far from sidewalk; etc.

Degraded interrelationships of lots and dwellings from irregular lot configurations. The highly regular pattern of rectangular lots with a consistent frontage is fundamental to defining the interrelationships among residents. Increasingly, infill developments have used lot divisions and lot line adjustments to create irregular shaped and sized lots on which dwellings are then placed in ways that are inharmonious with surrounding development or that don't engage the street.

Diminished diversity of housing types; loss of "historical" structures; creating an imbalance of home owners and renters. There are very few areas in Eugene that are as appealing to a wide range of household types and income levels and that offer as many different sizes and cost of lots and dwellings. To cover just a few categories, there are tiny, detached, single family homes on 2,500 square foot lots and large, two-story bungalows on 9,600 square foot lots. Single-family homes fill a range from mid- $100,000 to over $500,000. There are also small- and medium-sized single-family homes with yards for rent, as well as small duplexes, and a variety of "granny flats" and other ADUs.

Much of the recent infill has been relatively low-quality, multi-unit apartments or conversion of older homes to multiple apartments. The result has been the loss of some dwellings of types that aren't being replaced in kind (e.g., small, detached dwellings). While some infill may provide apartments with rents in the lower range, this doesn't replace small houses that are (relatively) more affordable to buy.

The displacement or conversion of existing detached housing also causes the loss of houses which form part of the historical fabric of the community, even if these houses aren't formally designated as "historic." Another result of the displacement or conversion of existing detached housing is an increasing imbalance in the R-2 and surrounding areas between owner-occupied and rental housing.

For a neighborhood to maintain both diversity and stability, both kinds of tenure are important. In the JWN, roughly 25 percent of dwellings are owner-occupied and 75 percent are rentals. The JWN Opportunity Siting workshops held last summer demonstrated that there's significant potential for additional apartment development in well-suited areas of the JWN. However, there's little potential for new, detached, owner-occupied development; and thus it's important to minimize the displacement and conversion of the existing dwellings in this category. (According to market research, most families with children seek single-family, detached homes, and children of all ages are important to a diverse and vibrant community.)

Visual impacts: There are numerous impacts which are frequently mentioned as "ugly." Some of these might be considered merely individual preferences that have little concrete impact on other residents or property owners. However, for whatever subtle reasons, these impacts may individually or collectively contribute to the sense of whether the development "engages" or "turns its back on" the neighborhood community. A few of the commonly cited examples include: Structures that are out of scale in height, mass, and/or footprint; lack of pitched roofs on structures with multiple floors; "snout-nosed" dwellings; unscreened multi-vehicle parking and use areas; sparse landscaping; large walls that lack windows or articulation; etc.

Diminished attractiveness of the R-2 area as a long-term "home" for a wide range of household types and incomes. This final impact is ultimately the most important, but it's listed at the end because it arises from many of the negative impacts described above. The JWN R-2 area is a notable neighborhood community that is close to the urban center, has a relatively compact form, offers (along with adjacent R-1, R-3, and R-4 areas) a tremendous diversity of housing types and costs, with a variety of household types and income levels living together in a safe, attractive community that is inviting to pedestrian and bicyclists.

The attractiveness and diversity of this neighborhood has led to a large number of residents, including home owners and renters, who have lived in the neighborhood for a long time and/or have a sense of long-term commitment to the neighborhood. Here's how one participant at the first JWN PlanJam workshop expressed it:

> *"A stable population of long-tem residents tends to enhance the happiness and safety of residents who know each other and will socially interact. A cohesive neighborhood, with continuity of residential population, makes for more vigorous participation in local self-government processes."*

Unfortunately, this area's diversity and stability are threatened by the growing amount and scale of incompatible infill. Across the spectrum of residents, there's been a continuing effort to make City officials aware of the fact that the kind of incompatible infill development that's now being allowed will gradually destroy this irreplaceable neighborhood community if not brought under control by effective infill standards. As City staff and consultants have documented, under current zoning, this area is destined for redevelopment as dense, block-style, multi-dwelling apartments, such as those recently built on W. 11th Ave.

As incompatible infill creates more negative impacts in more locations in the JWN R-2 area, the cumulative effect will be to make the area unattractive to most economically-mobile households, whether home owners or renters. Eventually, the area will become more a "warehouse" for residents who live there because of necessity, rather than choice. Upper income households that leave the area because of its decline will likely move further away from the city center, thus exacerbating development pressure near the UGB). Lower income households will no longer find a pool of relatively affordable small homes and duplexes on small lots available to buy or rent and will have even fewer attractive housing alternatives than currently exist.

Please take a closer look at the draft JWN report sections on the JWN R-2 area's neighborhood character and the description of negative impacts from incompatible infill. Then join your neighbors at the JWN PlanJam Workshop #2 and the January and February JWN General Meetings to help craft and recommend a set of standards that will assure future infill development in this area will contribute positively to our community.

Work Moves Ahead to Propose Infill Standards for JWN R-2 Area

Based on a great deal of prior work by JWN members (see accompanying articles in this newsletter), the JWN Executive Board gave the go-ahead to a preliminary draft of infill compatibility standards as the basis for discussion, revision, and action by JWN members.

These preliminary standards have been posted on the JWN Web site; and questions, comments, and suggestions from JWN members are invited.

The draft document presents a set of potential standards in a "semi-formal" style that attempts to be precise, but that isn't intended to be in the legal form of official land use code that City Council will eventually consider. For each area of standards, there is background material, objectives, and explanatory notes.

These standards are intended to implement the City's Infill Compatibility Standards (ICS) Task Team project goals, which JWN members strongly endorsed in a prior vote. In short, the standards are intended to prevent residential infill that would significantly threaten or diminish the stability, quality, positive character, livability or natural resources of the R-2 zoned area of the JWN, while promoting infill that would enhance the area. The standards are also intended to allow for increased density, a variety of housing types, and affordable housing.

If adopted, the standards would be part of either an overlay zone or a special area zone. In either case, the standards in the new zone are intended to override any conflicting standards in the underlying base zone (i.e., R-2, in most cases).

The standards are grouped into nine main categories:

- Lot standards
- Dwelling units per lot
- Setbacks
- Maximum building height
- Lot coverage
- Roof form
- Alley development standards
- Small lot standards
- Front entry, garage, and driveway standards

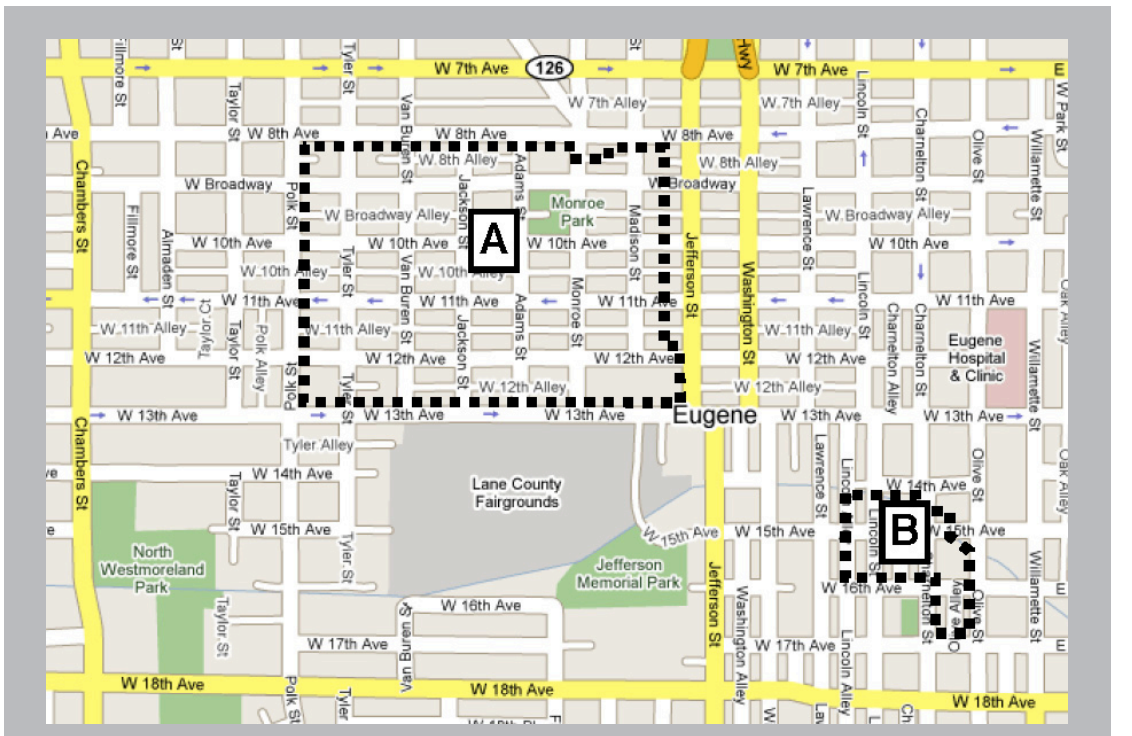
What follows is a brief introduction to what's in each category and the most notable standards. Be sure to look at the full document, which provides much more detail and explanation.

Lot standards. These standards control lot size and dimensions, as well as aspects of a lot's shape. The standards are intended to maintain the highly-regular, rectangular shape, dimensions, frontage, and size of lots in the encompassed area and prevent the type of "gerrymandered" lot partitions and lot line adjustments that have been occurring with some infill development in recent years. One of the key goals is to prevent erosion of the open space in the interior of blocks that occurs when the rectangular, street-to-alley lots are divided. At the same time, the standards encourage affordable home ownership through development of small, single-family, detached houses on small lots, including new alley-access-only lots.

Key standards include allowing alley-access-only lots and "small lots," both of which are limited to one dwelling and which must meet additional development standards to assure compatible development. Flag lots, which create numerous problems in addition to fragmenting the area's established lot pattern, are prohibited. Lots must also abut either a street or alley for at least 45 feet and must have a buildable area at least 45 feet wide and 35 or 45 feet deep, depending on lot type.

Dwelling units per lot. Prior studies by staff, consultants, and JWN residents have identified the change in the R-2 density standards to double or triple the number of dwellings allowed on most lots as a fundamental cause of negative impacts from incompatible infill in this area. Originally, the R-2 zone allowed one or two dwellings on a lot and most lots ranged from about 4,000 square feet to about 9,600 square feet. It was under this standard that the area was developed, giving rise to the predominant pattern of single-family, detached houses, with a number of small duplexes, and occasional granny cottages and second-story flats.

Under current density standards, the R-2 zoning targets the area for redevelopment, rather than infill, as exemplified by the sixteen unit development on what were originally three lots at 1050 W. 11th Ave. The preliminary standards generally realign the permitted number of dwellings with the established pattern while allowing for substantial infill and a substantial increase in the area's overall density. In addition, the standards allow for alley-access-only and "small lots" (which allow only one dwelling on the lot) to provide additional opportunities for affordable, compatibly-scaled infill.



Proposed R-2 Overlay Zone Boundaries

The preliminary standards allow the following maximum dwellings:

- Alley-access-only lots: 1 dwelling, regardless of size
- Less than 2,250 s.f.: No additional dwellings beyond dwelling(s) that exist on the lot at the time this standard is adopted.
- At least 2,250 s.f. and less than 4,500 s.f.: 1 dwelling
- At least 4,500 s.f. and less than 9,700 s.f.: 2 dwellings
- At least 9,700 s.f. and less than 13,500 s.f.: 3 dwellings
- At least 13,500 s.f.: 1 dwelling plus 1 dwelling per 4,500 s.f.

There is also a unique provision to encourage "cottage" development" that allows additional small dwellings on lots that are at least 9,700 square feet.

Setbacks. A "setback" is a required distance that must separate the main parts of a structure from the street, alley, an adjacent property line, or a building on an adjacent property. Setbacks help provide fire safety, privacy, appropriate relationships among dwellings, and other important benefits. In the JWN R-2 area, the predominant pattern is a one- to two-story house in the front of the lot, facing the street and relatively close to another house on one or both sides. Houses generally have gabled (or hipped) roofs avoiding massive walls above the first floor, in most cases. Other structures, such as garages, are typically fifteen feet high or less; and most also have gabled roofs, which lessen impacts on adjacent neighbors' backyard privacy and avoid looming walls that crowd adjacent neighbors.

Current R-2 setbacks allow 35-foot high walls placed only five feet from the adjacent property, including in the backyard. The preliminary standards seek to restore the very successful pattern of dwellings and other structures by two main mechanisms. First, setbacks now have both a vertical part and a sloped part. For example, in the first 60 feet of the lot, any part of a structure that's twelve feet or less above grade must be at least five feet from the adjacent property line, as with the current R-2 setback standards. For those parts of the structure above twelve feet, however, the required distance from the property line increases by one foot for every ten inches in additional height. So at fourteen feet above grade, the structure must be at least 7.5 feet (approximately) from the property line. Sloped setbacks dovetail very well with the predominant sloped roof forms found in this area.

The second mechanism is to have different setback standards for the rear of a lot (any part beyond 60 feet). The same sloped setback concept is used, but the sloped portion begins at eight feet high in the rear of the lot. This keeps the higher parts of a structure further away from adjacent neighbors' backyards.

Note that the sloped setback does not prohibit walls that are higher than twelve (or eight) feet. It simply requires that higher walls be further back from the adjacent neighbors. The preliminary standard has many provisions for gables, dormers, and other "intrusions" into the setback. There is also a provision, modeled on current practice, to allow additional intrusions into the sloped portion of the setback, if the affected neighbors grant permission. (The preliminary standards include draft diagrams illustrating sloped setbacks.)

Maximum building height. Maximum building height is another key standard to assure structures are compatible in scale with the area's pattern of one to two stories for primary dwellings and one story for secondary dwellings. The preliminary standard limits most dwellings – those with sloped (e.g., gabled or hipped) roofs in the front portion of a standard lot – to 30 feet high at the tallest point (not counting chimneys). Flat roofed

(continued on page 6)

Work Moves Ahead *(continued from page 5)*

dwellings in this context are limited to 20 feet. Dwellings in the rear of a lot, or on an alley-access-only or "small lot," are limited to 18 feet high. The maximum height of non-dwelling structures, including garages and accessory buildings is 15 feet.

Roof form. Almost all dwellings and most other structures in the JWN R-2 area have gabled or hipped roofs. This element is not just an important visual feature; this form of roof is an important way to appropriately place building mass to reduce negative impacts on privacy, air flow, sunlight, and viewscape of neighbors. The preliminary standards require roofs over 200 square feet to have a fairly modest slope of 8 inches rise for every twelve inches horizontally. There are provisions excepting shed roof dormers and porches. Small, one-story houses that are the only dwelling on the lot may also have roofs without the required slope as a way to facilitate both affordable housing and creative "cottage-scale" designs.

Lot coverage. These standards limit how much of a lot can be covered by structures and other built elements. This type of standard is critical to allowing natural permeation of storm water, as well as open, arable areas suitable for large-scale trees and vegetation. Past work has indicated that this is can be a complex issue to address without some form of "design review" process. Since implementing a design review process is a potential later stage in Eugene's evolution of its building standards, the preliminary standards here add only one additional factor that can be readily measured and that addresses one of the main impacts on permeable and arable surface areas. (Regarding design review, note the possibility of an "opportunity siting" category of "adjustments," discussed below.)

The current R-2 standard (which will still be required) limits structures to fifty percent of a lot's area. The preliminary standards adds another requirement that "vehicle use areas," whether paved or unpaved, including driveways, on-site parking, and turnarounds, cover no more than 20 percent of the lot.

Alley development standards. JWN members and City staff and consultants have identified alley dwellings as having substantial potential for both positive and negative impacts. The preliminary standards are intended to prevent incompatible alley development from causing further loss of adjacent neighbors' privacy and viewscape, creating an increased sense of crowding, and causing negative impacts on safety and other aspects of livability stemming from too much traffic on alleys that were built only for "utility" access. At the same time, the preliminary standards attempt to allow small-scale, affordable, well-designed housing on newly created, alley-access-only lots. The key standards that govern alley-access-only lots are maximum lot configuration, dwellings per lot, setbacks, and height limits, discussed earlier. Alley-access-only lots can be smaller than standard lots and are limited to one dwelling. In addition, any residential dwelling that takes primary access from the alley (even if it's on a lot that also abuts the street) must provide open space as a "front yard" along the alley. The standards also require at least one on-site parking space per dwelling. For standard lots, no more than one dwelling can use the alley for primary access unless the alley meets City standards for right-of-way and paving.

Small lot standards. "Small lots" have an intended purpose similar to alley-access-only lots: small-scale, affordable, single-family detached dwellings. This form of housing is one of the unique elements of the JWN R-2 area and provides a housing type that isn't typically found in other, more homogenous neighborhoods. The preliminary standards seek to avoid the limited number of small lots that exist in the JWN R-2 from being consumed for attached, multi-unit development, which can occur economically on, and is better suited to, larger lots. As with alley-access-only lots, the key standards for "small lots" are lot configuration, dwellings per lot, setbacks, and height limits.

Front entry, garage, and driveway standards. A well-established principle is that the design of residential development can greatly influence the degree of connection between residents' private living spaces in dwellings and yards with the public space on sidewalks and streets. A stronger connection between residents and public spaces, in turn, improves both safety and the social fabric and livability of a neighborhood. The preliminary standards seek to require new development to follow the strongly-established design patterns in the JWN R-2 area that produce a high degree of connection among residents and between residents and street and sidewalk activity. In addition, extensive driveway paving next to the street and wide or multiple curb cuts diminishes the sidewalk safety and appeal for pedestrians and bicyclists.

The key standards are: requiring the primary dwelling to have a front entry that faces the street; prohibiting "snout-nosed" development, with the garage in front of the house; and limiting driveway width near the street, as well as curb cuts, to 10 feet.

Adjustments to standards

State regulations generally require development standards to be "clear and objective," which means no discretion is left to the official reviewing development applications. The preliminary standards are intended to meet that requirement. A limitation of clear and objective standards is that they may not allow the most appropriate handling of special cases, where the intent of the standards can be clearly met or exceeded by a development that may not meet one or more of the clear and objective standards.

To address this aspect of the standards, the preliminary standards include possible "adjustments" to some of the standards based on special conditions, which may involve some discretion. An adjustment is really just an alternative standard. State regulations allow such alternatives, as long as there's a clear and objective standard in place, as well. As an example, the preliminary standards include a possible adjustment allowing a dwelling's roof pitch to be less than required by the basic, clear and objective standard, as long as the roof pitch is no less than the median pitch of the residential dwellings on lots within 300 feet of the subject lot.

An additional approach that may be considered with the preliminary standards is to allow adjustments for "opportunity sites." Essentially this would require approval of a specific development design by some established group(s) and/or individual(s). For example, additional dwellings on a lot or reduced setback requirements might be permitted (within established limits), as long as the development's design was approved by the JWN Executive Board and the Planning Director as meeting or exceeding the purposes of the adjusted standards. This will be an important topic during JWN members' discussion of the infill compatibility standards.

There are many other elements in the preliminary standards. Please take the opportunity to look them over and join with other JWN members to help formulate a final set of proposed standards.

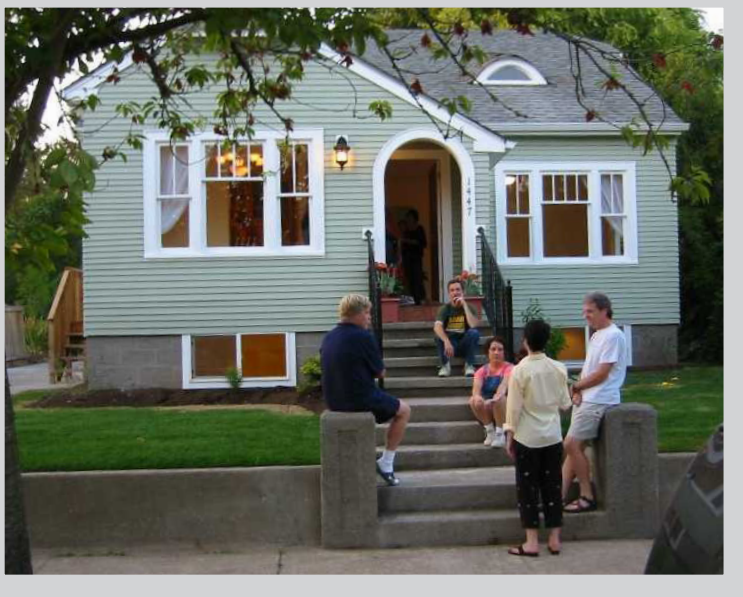
How to participate in the JWN Infill Compatibility Standards Process

- Visit the JWN Web site at jwneugene.org/infillstds and read the background information and preliminary standards.
- Take the JWN infill survey at jwneugene.org/survey .
- Come to the JWN General Meeting on Tuesday, January 13 to get an update on the JWN ICS process.
- (See meeting info on page 1.)
- Participate in the JWN PlanJam Workshop #2 on January 24 (See article on page 7.)
- Come to the JWN General Meeting on Tuesday, February 10 to deliberate and vote on a proposed set of standards.
- Contact the JWN Chair to get additional information or provide comments or suggestions. (See contact info on page 7.)

"Smart Growth" from the Eugene Downtown Area Housing Policy Analysis

"Eugene's older neighborhoods, with their historic houses and tree-lined streets help to trace Eugene's built history and define the character of our city. Many of our historic neighborhoods represent exactly the sort of development that cities acrossthe nation are now trying to promote as 'smart growth.'

The New Urbanism approach to urban design takes as its model the pattern of development found in our historic neighborhoods. Promoting this compact, pedestrian-friendly development is part of Eugene's growth management goals."



How does one keep from "growing old inside"? Surely only in community. The only way to make friends with time is to stay friends with people…. Taking community seriously not only gives us the companionship we need, it also relieves us of the notion that we are indispensable. -- Robert McAfee Brown

JEFFERSON WESTSIDE NEIGHBORS PLANJAM / WORKSHOP #2

January 24, 2009
Chavez Elementary School
1510 West 14th Avenue
8:30 a.m. to 12:30 p.m.

Agenda Summary

The detailed agenda and draft of preliminary standards are available on-line at: jwneugene.org/planjam2

8:30 a.m. – Registration

8:45 a.m. – Welcome; introduction to the workshop

9:00 a.m. – Background & foundations
Brief recap of: infill compatibility standards issues and work to date; description of the JWN R-2 "heritage" area covered by standards; catalog of negative impacts from incompatible infill

9:30 a.m. – Definitions; lot configuration; lot coverage

10:00 a.m. – BREAK

10:15 a.m. – Maximum dwellings per lot

10:45 a.m. – Setbacks and maximum building height

11:15 a.m. – Alley & "small lot" development standards

11:35 a.m. – Roof form, front entry, garage, and driveway standards

11:55 a.m. – Adjustments to standards, opportunity siting

12:20 p.m. – Workshop evaluation & next steps

12:30 p.m. – End of workshop

Please RSVP letting us know if you plan to attend so we can plan handouts and refreshments:

On-line at: jwneugene.org/planjam2
E-mail: Chair@jwneugene.org
Phone: 343-4309

Participation guidelines

All JWN members can participate in the discussions and input. (JWN members are individuals who live or own property in the JWN or who are the principal in a business located in the JWN.)

Non-JWN members are welcome to attend as observers. (We ask non-JWN members to identify themselves and not engage in discussions, Q&A, etc. so as not to impinge on JWN members' opportunity to participate.)

All participants and observers will be asked to provide contact and other information. This information will not be shared outside the JWN Executive Board and other individuals working on the JWN infill compatibility standards process.

JWN residents and park volunteers planted over 500 native plants at Charnel Mulligan Park in November. More planting to come!

Join your neighbors in developing infill standards for JWN

On Saturday, January 24th residents from throughout the Jefferson and Westside neighborhoods will meet to continue working on proposed infill standards for parts of the JWN.

Residents who attended PlanJam #1 explored the positive characteristics of the neighborhood, the impacts of incompatible infill and identified areas for infill standards. Participants in PlanJam #2 will build on that work by looking at specific standards that address the most significant impacts of incompatible infill such as setbacks, height, number of dwellings per lot, etc. (See the agenda summary on this page.)

It's not necessary to have attended PlanJam #1 in order to attend PlanJam #2. The workshop agenda includes time to provide background and describe the foundations for infill standards. Helpful information about the work JWN residents have done up until now can be found on the JWN Web site at jwneugene.org/infillstds.

We look forward to seeing you at PlanJam #2. If you have questions about the workshop, please contact the Chair. (See page 1 for contact information.)

See you at PlanJam #2!

Lend a hand...

Give a little time and talent and gain a lot in return. Great neighborhoods happen because people who live in them care.

Come join your neighbors and help maintain the Jefferson and Westside neighborhoods as safe, vital places to live.

Some of the volunteer spots that are available include: help with events (picnic, neighborhood clean-up, National Night Out), attorney, publication distribution, working on land use issues, Web wizard, fund raiser, outreach activist, business relations developer.

For a description of these and other volunteer openings, please see: jwneugene.org/volunteer or contact the Chair (info to the left).

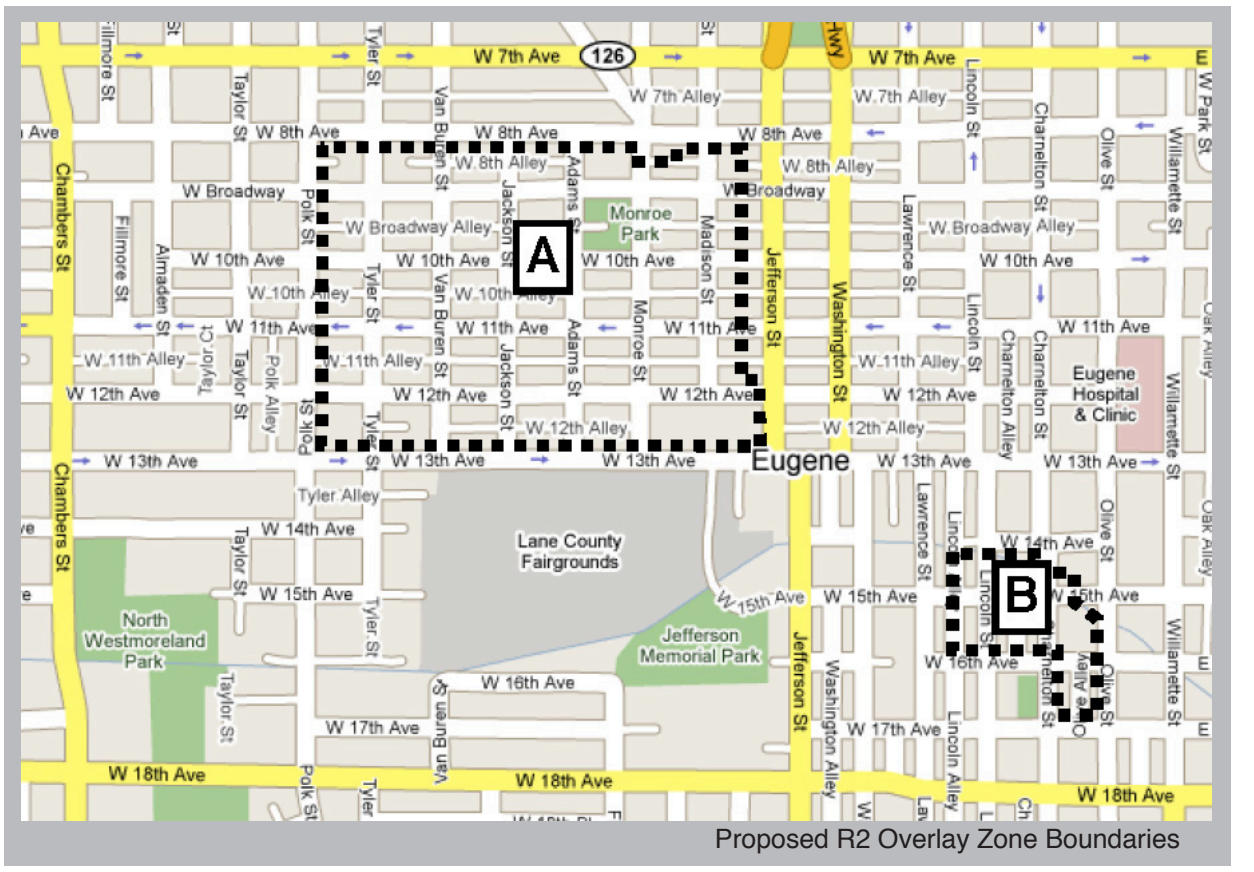
Remember, YOU are the Jefferson Westside Neighbors!

It's a new year for Eugene... are you wondering about city government? parks? the budget? sustainability? diversity? homelessness? public safety? planning?

Well, so are we!

So don't miss this opportunity to join your neighbors for a lively question and answer session with Eugene's City Manager, Jon Ruiz.

JWN General Membership Meeting
Tuesday, January 13th
First United Methodist Church
1376 Olive Street
7:00 p.m. to 9:00 p.m.
(see page 1 for a detailed agenda)



Proposed R2 Overlay Zone Boundaries

Find out how you can help develop infill standards for the JWN!
Open NOW...

Jefferson Westside Neighbors Executive Board

Chair:
Rene Kane 343-4309
renekane@comcast.net
Vice-chair: Ilona Koleszar
Treasurer: Garrick Mishaga
Secretary: rotating
At-large Board Members:
Aimee Code, Carol DeFazio, Cialin Mills-Ostvald
Angela Rooney, Garrick Mishaga Jr.
Newsletter Editor: Rene Kane

JWN meeting minutes, financial information, bylaws, and additional information are available on the JWN Web site at jwneugene.org or by contacting the chair.

JWN newsletter policy

This is the official newsletter of the Jefferson Westside Neighbors. The newsletter Editor, in conjunction with the JWN Board, is responsible for all content, subject to City approval in City-funded issues. (This issue was printed with City of Eugene funds.) Articles with bylines reflect the opinion of the authors and not necessarily that of the JWN Board, the neighborhood association, or City staff or public officials. We welcome submissions of all types, including articles and letters. All submissions are subject to editing or shortening for publication. All submissions must be accompanied by the author's name, home address, and phone number or e-mail address. (We do not publish authors' addresses, phone numbers, or e-mail addresses unless requested by the author.) To submit an article or letter, or for more information, please contact Rene Kane, JWN newsletter editor.at rkane@comcast.net, or 343-4309.

E-mail or printed?

Choose how you receive JWN news: Receive your JWN newsletters and announcements via email OR receive printed copies by US mail. **You choose.** Just let us know which you prefer by e-mailing or calling Rene Kane, JWN chair at renekane@comcast.net or 343-4309.

Neighborhood News

The Official Newsletter of Jefferson Westside Neighbors

Learn about important issues that affect you and where you live! Want to know about developing effective infill standards for the Jefferson Westside Neighborhood? Want to know more about neighborhood events, safety. planning and land use?
Open NOW...

Jefferson Westside Neighbors
c/o: Neighborhood Services
99 West 10th Avenue
Eugene OR 97401

PRESORTED STANDARD
US POSTAGE PAID
EUGENE, OR 97401
PERMIT NO. 377