

# South Willamette Rezoning Impact Study

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For Friends of Eugene

By

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## Background

The City of Eugene is proposing to rezone an area around South Willamette Street and 29<sup>th</sup> Avenue in a broad, area-wide zoning amendment referred to as the *South Willamette Special Area Zone* or SW-SAZ. The proposal would largely upzone<sup>1</sup> an area of 123 acres with 474 properties, including 229 single-family, low-density, R-1-zoned lots. Ninety-nine of these R-1 lots would be upzoned to either a new, high-density residential zone called "Apartment/Condo" (AC), or a similarly high-density "Mixed Use" (MU) designation. One hundred and thirty single-family, R-1, lots would be upzoned to a new "Single-Family Options" (SFO) zone that allows many more housing units in compact configurations, such as rowhouses. Table 1 (below) shows a summary of the proposed zone changes and the number of lots and acres affected.

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<sup>1</sup> Upzoning increases the allowable intensity of use governed by zoning.

**Table 1****Summary of Proposed Zoning Changes by Acres and Number of Lots**

Current Zone to Proposed Zone	Total Number of	
	Lots	Total Acres
R-1 to SFO	130	21.4
R-1 to AC	94	16.5
R-1 to MU	5	0.7
R-2 to SFO	1	0.2
R-2 to AC	48	7.8
R-3 to AC	65	17.7
R-3 to MU	29	9.1
C-1 to MU	1	0.1
C-2 to MU	74	33.3
GO to MU	21	5.8
PL to PL	6	9.9
<b>Grand Total</b>	<b>474</b>	<b>122.6</b>

Source: Data from City of Eugene Planning Department in response to information request by Fodor & Associates.

The primary goal of the SW-SAZ appears to be increasing the density and residential housing capacity of the area. However, the city has no data indicating what the potential increase in housing units or commercial floor area would be. Instead the city has maintained that, since there is flexibility in the development process, they cannot determine what the potential change in density would be.

The city has also declined to provide other important information to the public about what the potential impacts of this large-scale rezoning would be. For example, the following information is unavailable:

- No data on the potential population or housing increase
- No traffic impact study
- No parking plan or study
- No affordable housing impact study
- No school impact study
- No environmental or climate impact study

However, the City has done an investment analysis to see if redevelopment will be attractive to developers.<sup>2</sup> The City's analysis indicates that redevelopment would not be financially attractive for developers and therefore changes in the

<sup>2</sup> *Redevelopment Expected to Occur as a Result of New Zoning in the South Willamette District*, February 10, 2014 by City of Eugene.

area would be very gradual. According to the City, as few as 60 new dwelling units would be added in the next 20 years. In fact, the City states:

*Even with incentives such as MUPTe, the analysis suggests that about 250 new multi-family housing units will be built in the entire district over 20 years.<sup>3</sup>*

The City Planning Department has indicated that the expansion of the MUPTe 10-year property tax exemption to the entire area is anticipated to follow the adoption of the SW-SAZ.

Regardless of the City's investment analysis, rapid changes have taken place in Eugene in the past five years and, with public subsidies, development could occur much more quickly than the City's very conservative estimate. The City has indicate that the SW-SAZ is a pilot project and is the first of 15 areas in the City identified for similar rezoning (see list in Appendix).

In addition to the lack of information about the potential impacts of the proposed rezoning, the city has not anticipated or planned for any of the public infrastructure needs that an expanded population would require. For example, the SW-SAZ contains:

- No street improvements
- No additional sidewalks
- No added bike lanes
- No additional parking
- No additional parks or open space
- No new schools or sites for school expansion
- No public facilities or improvements of any kind.

The proposed zoning changes, if adopted by the City Council, could take effect in 30 days. That means the entire zone change could take effect by the end of this year and developers could immediately begin to develop to the new densities.

The lack of any impact analysis leaves area residents with many unanswered questions about how this proposal will affect existing neighborhoods and businesses in and around the plan area. This study, funded by area residents, is an effort to provide some of the missing information. It is not intended to be a

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<sup>3</sup> Source: South Willamette Special Area Zone, "Quick Look" Summary, Updated Aug. 1, 2015, page 3. <http://www.eugene-or.gov/index.aspx?nid=2685> MUPTe is an acronym for Multi-Unit Property Tax Exemption.

substitute for the rigorous impact analysis that city government would reasonably be expected to provide with such a large-scale land use proposal.

## Potential Density Increase

To estimate the potential residential density increase resulting from the SW-SAZ, the maximum density under current zoning is compared with the maximum density under the SW-SAZ. The difference is the additional density that the SW-SAZ would allow.

### Residential Density

Different types of housing have different capacities. For this analysis, single-family dwelling units are counted as one Standard Housing Unit, or SHU. Multi-family housing units and secondary housing units are typically smaller, with a smaller occupancy, and are counted as 60% of an SHU, or 0.6 SHU.

### Existing Single-family Residential

All existing R-1 zoned lots are assumed to have a capacity of one single-family dwelling, or one SHU. In addition, some of these lots may be suitable for secondary dwelling units of up to 800 square feet. It is assumed that up to 30 percent of these lots could potentially add secondary dwelling units. Adding 0.6 SHU to 30% of R-1 lots results in an average density per lot equal to 1.18 SHU. There are 229 R-1 zoned single-family lots on 39 acres within the SW-SAZ boundary.

### Proposed Single-family Residential

The proposed Single-Family Options (SFO) zoning includes two categories: regular SFO, and SFO with rowhouses allowed (SFO/RA). Based on the conceptual diagrams prepared by the city, the regular SFO has a capacity of 2 to 3 homes per typical lot with dimensions of 60 feet by 120 feet.<sup>4</sup> For this analysis, it is assumed that the new capacity would be an average of 2.5 SHU per lot.

The SFO/RA zone would allow more density with attached rowhouses. The draft zoning and the conceptual diagrams indicate that SFO/RA would allow from

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<sup>4</sup> Conceptual diagrams were prepared for "Redevelopment Expected to Occur as a Result of New Zoning in the South Willamette District," by City of Eugene, February 10, 2014.

three to seven dwellings per lot and up to nine units for a double lot. For this analysis it is assumed that the new capacity would be an average of 3.5 SHU per lot.

### **Existing Multi-family Residential**

There are currently 35 acres of multifamily-zoned land within the SW-SAZ boundary. These consist of 8 acres of R-2, Medium-Density Residential and 27 acres of R-3, Limited High-Density Residential. There is currently no R-4, High-Density Residential land in the zone.

R-2-zoned land has a maximum development capacity of 28 dwelling units per acre and a maximum height of 35 feet, or three stories. The Cascade Manor is currently constructing a three-story apartment building at 61 W 29<sup>th</sup> Place with 30 units and 60 bedrooms located on 1.22 acres. This is a density of 24.6 units per acre. Therefore, it is assumed that the maximum density for R-2 is realizable, and this is used as the potential for existing density.

The current 27 acres of R-3 zoning has a maximum height of 50 feet, or five stories, and a maximum density of 56 units per acre. This is the potential used for existing density in the R-3 zone.

### **Proposed Multi-family Residential**

Under the proposed SW-SAZ, multi-family residential zoning would be expanded from a total of 35 acres to 91 acres. These new zones include the high-density Apartment/Condo (AC) zone, which is mostly five stories, but limited to 3 stories in some areas. The AC zone allows somewhat larger buildings than the existing R-3 zone. There is also an AC zone with Rowhouse Character (AC/RC) which has street-facing entrances for individual units and is supposed to be visually similar to rowhouses. The height and density limits for the AC/RC zone are technically the same as for the AC zone, however, it appears that from a practical perspective, they may be generally limited to three stories and be roughly comparable to existing R-2 zoning. Therefore, a density of 28 units per acre is used for the AC/RC zone.

The Mixed Use (MU) zone allows buildings ranging from 5 to 7 stories in height, but also allows bonus heights up to 2 additional stories (total of 7 to 9 stories). This zone replaces existing C-2 Community Commercial and GO General Office zones and allows residential uses on all stories. This zone establishes no

maximum residential density, but maximum density is assumed to be the same as for the AC zone for the purpose of this analysis.

## Commercial Property

The existing 33 acres of commercially-zoned property in the area is almost exclusively C-2, Community Commercial. Most of this commercial property is located directly along Willamette Street from 24<sup>th</sup> Avenue south to 29<sup>th</sup> Avenue and includes the entire Woodfield Station site.

Because the C-2 zone allows buildings up to 120 feet tall (10 stories) with zero setback from the property line, this zoning has been viewed by some neighbors as one of the potential problems in the South Willamette area. However, the actual construction of 10-story buildings in the near future is highly unlikely for a number of reasons.

First, many of these commercial properties are located next to residential areas, including single-family homes. The current code protects residential areas by limiting adjacent commercial development within 50 feet to the same height as the residential zone.<sup>5</sup> For commercial located next to single-family homes, the commercial development would have the same height limitation as the R-1 zone and be limited to 30 feet in height. This appears to preclude high-rise development on many of the commercial properties in the area.

Taller buildings require costlier concrete or steel construction. Taller building would also require more parking than could be accommodated with surface parking, so expensive structured parking would be needed. Also, most of the commercial lots in this area are small and do not appear to be suitable for large buildings. As shown in Figure 1, only two of the 74 C-2 lots are larger than an acre in size, and most lots are less than one-quarter of an acre. It seems highly unlikely that buildings along Willamette Street would be developed beyond the five to seven stories proposed in the SW-SAZ (seven to nine stories in the Woodfield Station site).

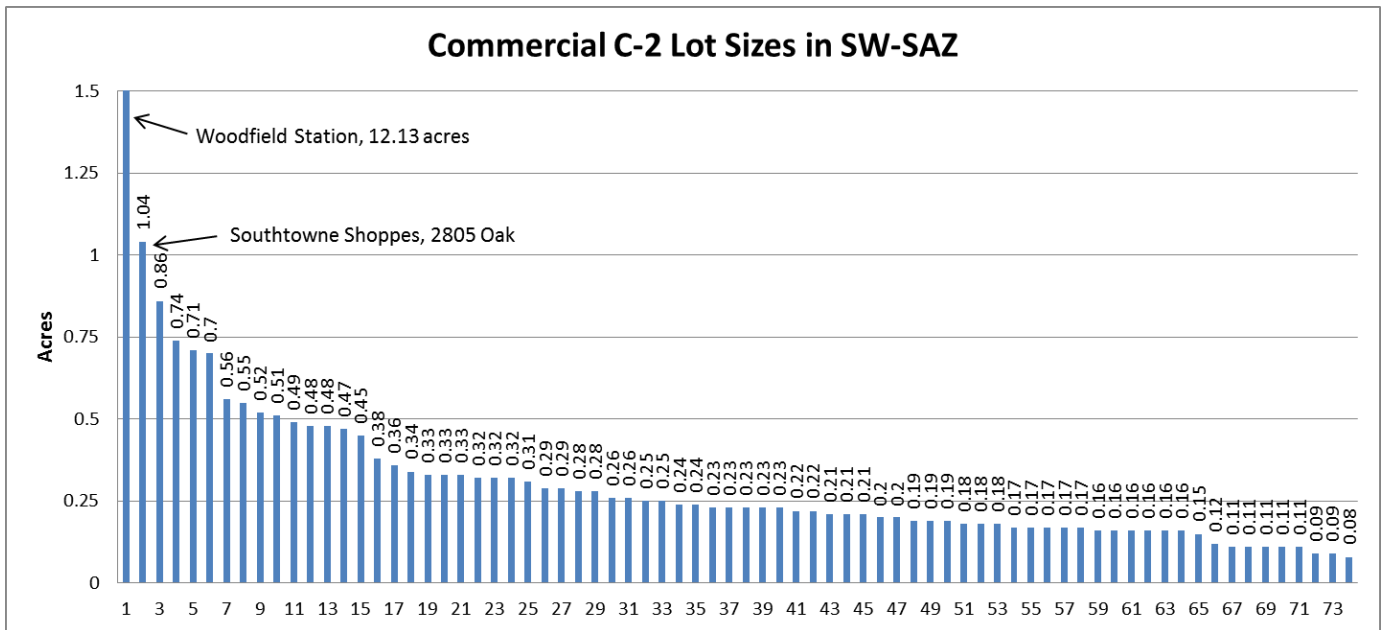
The proposed rezoning increases the potential commercial land area from 33 acres of C-2 zoning to 49 acres of MU zoning by expanding commercial zoning both north and south of the existing limits. At the same time, the rezoning reduces the maximum building heights and allows for residential uses. Therefore,

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<sup>5</sup> Reference EC 9.2170(3)(b)

it is difficult to determine whether the proposed rezoning would increase or decrease the ultimate amount of commercial floor area developed the area. For the purpose of this analysis, it is assumed that potential commercial floor area in the proposed zone would remain about the same as is currently allowed.

**Figure 1**



**Public Land**

The Willard School site on the northeast corner of 29<sup>th</sup> Avenue and Lincoln Street is 10 acres in size and zoned PL, Public Land. The site is owned by the 4J School District and the city is not proposing to change the zoning at this time. However, the city has clearly indicated its intention to have medium and high-density housing on the entire site. By including their intentions in the Concept Plan and, more specifically, in the SW-SAZ code language (EC 9.3848) and Building Height Regulating Plan (Figure 9.3854(2)), the city is laying the groundwork for this property conversion in the plan.

The current PL zoning would allow schools, parks, and community gardens, but not residential development. The proposed conceptual layout would have about 75% of the site be used for rowhouses (SFO/RA) with a maximum density of 20 units per acre. The remainder would be high-density AC, Apartment/Condo with a potential density of 56 units per acre.

## Density Estimate

The potential density increase is based on the difference in the maximum potential residential development between the existing zoning and the proposed zoning in the SW-SAZ. Note that this is not a comparison with current use and density, but rather with potential density under the two scenarios.

The potential increase in dwelling units is estimated for each zoning category under both scenarios. As described previously, for impact analysis purposes, a single-family dwelling (attached or detached) is treated as a standard housing unit (SHU). Multi-family dwellings are likely to be smaller and are assumed to have 60% of the occupancy of a single-family dwelling, or 0.6 SHU. Since new dwelling units are likely to be occupied by newcomers from around the country, national average occupancy rates for new homes are used to estimate occupants.

Potential residential density in the current single-family zones are estimated based on lots, since the existing lot configuration will limit redevelopment options. Density increases in areas zoned for multi-family housing are based on total acreage in each zone.<sup>6</sup> The results, summarized in Table 2 below, show that 3,358 additional dwelling units would be allowed under the SW-SAZ. This equates to a population increase of 5,488 people. This is more than the current population of Veneta, Creswell, or Oakridge.

**Table 2**  
**Summary of Potential Density Increase from SW-SAZ**

	Single-family Units	Multifamily Units	Total Dwelling Units	Equivalent SHU	Occupants per SHU	Occupants
Current Potential	270	1,728	1,998	1,307	2.59	3,385
Proposed SW-SAZ Potential	382	4,688	5,070	3,194	2.59	8,274
Willard School Site	148	138	287	231	2.59	599
<b>Net Increase</b>	<b>260</b>	<b>3,099</b>	<b>3,358</b>	<b>2,119</b>	<b>2.59</b>	<b>5,488</b>

Notes: Net increase includes Willard School site. See Appendices for calculation details. Occupants per SHU based on *American Housing Survey* for new single-family homes built in previous four years.

<sup>6</sup> This is a fairly crude assessment method. A more-precise method would involve a lot-by-lot analysis of development potential, which was beyond the scope of the study.



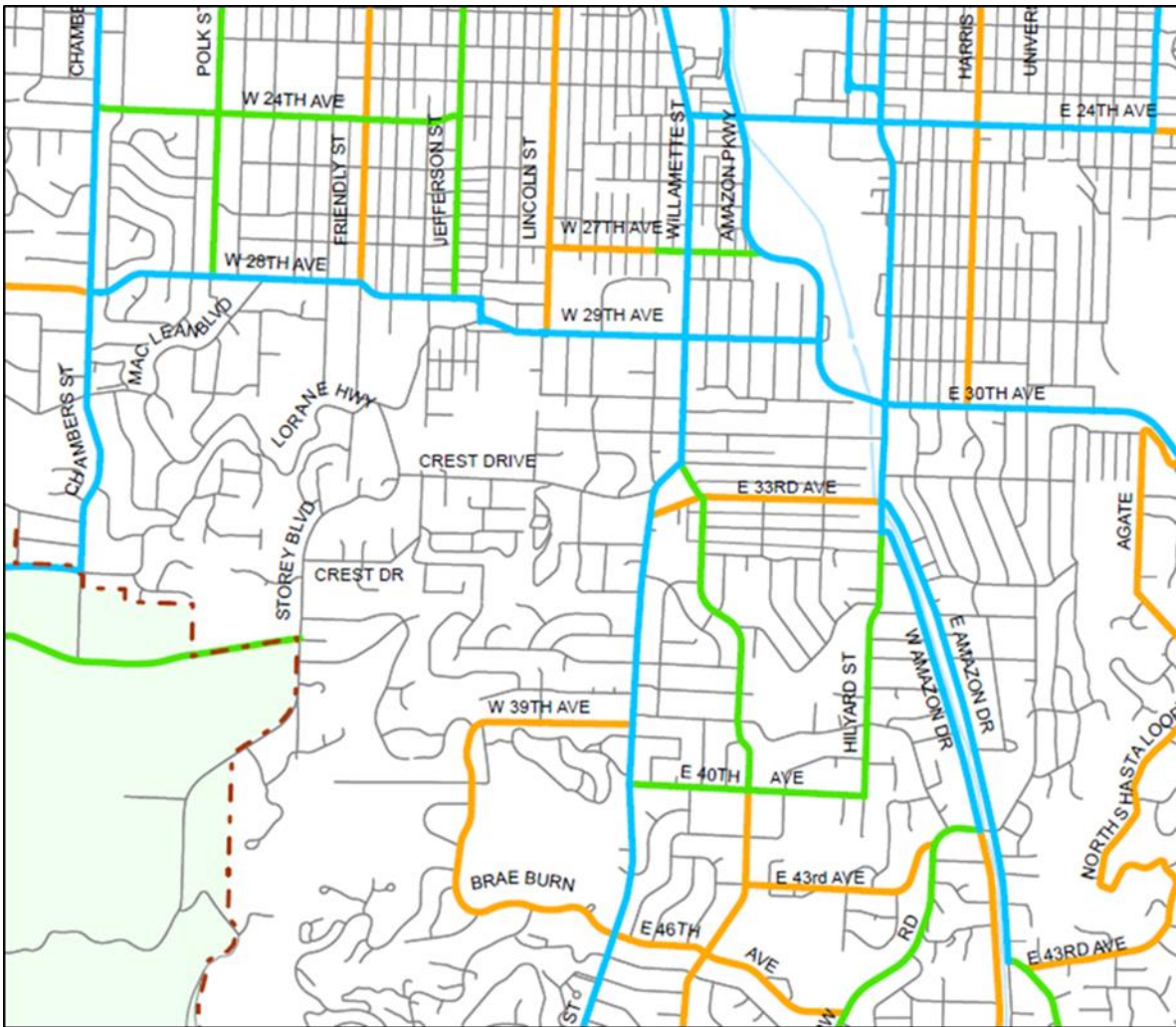
## Traffic Impact

As with the density estimate, this section evaluates the potential traffic increase due to the SW-SAZ based on the difference in the maximum density between the two scenarios. Additional density and traffic will result under the current zoning due to infill and redevelopment, and this is not included in the analysis.

### Existing Conditions

Many of the major streets in South Eugene are already at or near capacity. North-south travel for a large area depends highly on just two streets: Willamette Street and Hilyard Street. Amazon Parkway provides some north-south mobility, but is limited by its termination at 19<sup>th</sup> Avenue. If Willamette Street is at capacity, people use Hilyard Street. If both reach capacity, people will move onto neighborhood streets like Lincoln Street, Jefferson Street, and Harris Street, or even exit the area on 30<sup>th</sup> to reach I-5. East-west travel depends heavily on 29<sup>th</sup> Avenue. If 29<sup>th</sup> Avenue is at capacity, there is no alternative route until 18<sup>th</sup> Avenue. There are essentially very limited travel options for South Eugene residents. Heavy congestion on South Willamette may even force people to seek alternative destinations, such as taking I-5 to shop in North Eugene.

**Figure 2: Excerpt from Eugene Street Classification Map**



Limited existing traffic data was available for this analysis. The *South Willamette Street Improvement Plan* contains some detailed data on conditions existing along this corridor in 2012.<sup>7</sup> As shown in Table 3, below, the Willamette and 29<sup>th</sup> intersection was already at an overall level of service (LOS) of “D,” which is the lowest level that meets city standards.<sup>8</sup>

<sup>7</sup> South Willamette Street Improvement Plan Appendix October 2013, page 27/370, Table 3: Existing Intersection Operations. See: <http://www.eugene-or.gov/swillamettetstreet>

<sup>8</sup> Level-of-Service or LOS is a mobility measure that is similar to academic grades. LOS “D” is the lowest grade passing current standards.

**Table 3: Existing Intersection Operations (based on 2012 traffic data)**

Intersection	Operating Standard	Existing A.M. Peak Hour			Existing P.M. Peak Hour		
		Delay	LOS	V/C	Delay	LOS	V/C
<b>Signalized</b>							
Willamette Street/24 <sup>th</sup> Avenue	LOS D	9.5	A	0.52 (0.53)	13.9	B	0.61 (0.74)
Willamette Street/25 <sup>th</sup> Avenue	LOS D	4.0	A	0.34 (0.36)	9.3	A	0.39 (0.49)
Willamette Street/27 <sup>th</sup> Avenue	LOS D	7.7	A	0.34 (0.39)	8.4	A	0.45 (0.46)
Willamette Street/29 <sup>th</sup> Avenue	LOS D	29.9	C	0.82 (0.82)	41.3	D	0.83 (0.85)
Willamette Street/32 <sup>nd</sup> Avenue	LOS D	26.4	C	0.97 (0.97)	10.5	B	0.67 (0.73)
<b>Unsignalized</b>							
Willamette Street/Willamette Plaza Driveway	N/A	0.7	A/B	0.29	3.4	A/C	0.44
<u>Signalized Intersections:</u> LOS = Level of Service of Intersection V/C = Volume-to-Capacity Ratio of Intersection (Critical Movement)				<u>Unsignalized Intersections:</u> LOS = Level of Service of Major Street/Minor Street V/C = Volume-to-Capacity Ratio of Worst Movement			

The following field observations were reported as part of the traffic analysis for the *South Willamette Street Improvement Plan*:

Field observations were performed during the p.m. peak conditions at the study intersections. Extensive queuing was observed on the southbound approach to the Willamette Street/29th Avenue intersection which resulted in multiple cycle failures. It was also observed that the northbound left-turn movement experienced long queues that did not clear during each cycle.

The detailed reporting of the Willamette Street/29th Avenue intersection shows that many aspect of the intersection were already failing three years ago (2012). For example, the eastbound left turn on 29<sup>th</sup> was at LOS E, as was the westbound left turn. Three of the four through lanes were at LOS D.

### SW-SAZ Traffic Impacts

In 2013, Americans drove an average of 9,442 miles per year per capita, or about 26 miles per day.<sup>9</sup> Assuming average travel behavior, the 5,488 potential additional residents resulting from the SW-SAZ would generate an additional 143,000 vehicle miles of travel (VMT) per day. However, studies show that urban

<sup>9</sup> Transportation Energy Databook, by Oak Ridge National Laboratory, Chapter 8, Table 8.2.

residents living closer to the urban core have lower travel demand, so that actual vehicle miles could be less than half of the average travel figure.

Each single-family dwelling generates 1.01 peak-hour trips.<sup>10</sup> With the equivalent of 2,119 single-family dwellings (SHU), 2,140 vehicles would be added to peak-hour travel in South Eugene. The current peak-hour traffic count for Willamette Street south of 30<sup>th</sup> Avenue is 1125 vehicles.<sup>11</sup> If 30 percent of the additional peak-hour trips generated by the SW-SAZ used Willamette Street, 642 more trips would be added. This would be a 57 percent increase in peak-hour traffic. Clearly, the Willamette Street and 29<sup>th</sup> Avenue intersection would be at complete failure under these conditions.

It may be reasonable to assume that travel behavior will change in the future, however, the SW-SAZ proposal does nothing to influence this behavior. Intentionally or not, the proposal appears likely to generate such intense congestion that vehicle travel will become unbearable. While traffic congestion is increasing in cities throughout the country, it is unclear why a city would actively seek to create these conditions.

## Parking Impact

Parking in the SW-SAZ area is already very limited and many residents and business owners have noted in the public record that parking problems currently exist and could be made worse by the proposed rezoning.

In addition to the fact that increasing residential density will increase the demand for parking, the proposed zoning code would also significantly reduce the parking requirements for new development. For example, current R-3 Medium-Density Residential zoning requires a minimum of 1.5 parking spaces per three-bedroom dwelling unit. The proposed zoning would require only 0.5 parking spaces per three-bedroom unit for both the Mixed Use (MU) and Apartment/Condo (AC) zones. This is a two-thirds reduction in parking requirements from 1.5 to 0.5 spaces.

Given that vehicle ownership is about 800 vehicles per 1000 people in the US,<sup>12</sup> a

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<sup>10</sup> ITE Trip Generation Manual, 8th Edition.

<sup>11</sup> Based on a City traffic count on 4/29/15 (Tuesday) for peak hour of 5-6pm.

<sup>12</sup> According to Transportation Energy Databook, by Oak Ridge National Laboratory, Chapter 8, Table 8.1, there were 0.80 vehicles per capita in the US in 2013.

three-bedroom unit with three occupants would have about 2.4 cars on average. This is almost five times more than the minimum parking required in the proposed zoning and could result in significant unmet parking demand. Currently, on-street parking makes up for any deficiencies in on-site (off-street) parking.

Based on the potential population increase of 5,488 people, there would be a need for 4,390 parking spaces for residential development. Even if developers voluntarily build twice the required parking in the SW-SAZ, there would still be a need for several thousand on-street parking spaces to serve the new residential development. However, on-street parking is already heavily used on most streets in the proposed zone. This means that on-street parking would be consumed within the zone and potentially extend for many blocks beyond the boundary of the proposed SW-SAZ. Many homeowners in the area would find that their on-street parking was no longer available, similar to the situation for single-family residential areas near the University of Oregon.

Commercial parking requirements in the proposed SW-SAZ are considerably lower than current standards. The city is proposing a simple requirement of one space per 660 square feet of floor area for all non-residential uses. This is much lower than the use-specific parking requirements in current code (EC Table 9.6410) that would apply to current C-2, Community Commercial and GO, General Office zones. These require one space for every 330 square feet of floor area for general office use, and 330 to 660 square feet for common retail uses.

The 39 acres of existing commercial and general office zoning would be expanded by about 26% to 49 acres of mixed-use zoning. Since mixed-use zoning is specifically designed to accommodate more residential development, it is not clear that the proposed zoning changes would result in more commercial development than is currently allowed. Therefore, parking demand generated by commercial development is not expected to be influenced strongly by the proposal. However, the reduced supply requirements could generate additional parking problems for businesses in the area.

## **Affordable Housing Impact**

Currently the area within the proposed SW-SAZ boundary has a wide range of housing types and prices and includes some of the most-affordable housing in Eugene in the form of both apartments and single-family homes.

The Lane County Tax Assessor's office provides summary statistics for the City of Eugene. The median Real Market Value (RMV) for a single-family home in Eugene for the 2014 tax year was \$237,766. According to the Assessor, this data includes only single family homes and excludes vacant lots, duplexes, and properties with secondary dwellings. In order to compare this average with home values in the proposed SW-SAZ, a similar data file was created and filtered to obtain 2014 RMV data for only single-family homes. The median value (RMV) of homes in the proposed SW-SAZ boundary was \$195,418. This indicates that homes are valued about \$42,000 less than for the City of Eugene as a whole, and that they tend to be among the most-affordable in the City.

It is impossible to say what the affordability of the new residential development occurring under the SW-SAZ would be. However, it appears likely that developers would seek to obtain higher rents from these developments.<sup>13</sup> This is partly because redevelopment requires including both the cost of the new building and lost value of the existing build that is demolished. The result is that housing costs would be likely to increase. It is also likely that some high-end condos will be built. Middle class and "workforce housing" may be one of the casualties of the SW-SAZ. It also seems likely that ownership of homes and apartments will tend to shift away from local owners and towards corporate and out-of-state ownership.

## Schools Impact

The proposed additional residential units in the South Willamette area will result in addition school children requiring additional school capacity. The SW-SAZ does not anticipate or plan for any new schools or potential sites for future schools.

On average, each new dwelling unit added to an area adds to school enrollment. National, rather than local demographics, are used to reflect newcomers moving into the area from other areas around the country. According to the 2010 Census, 17.5% of the population are school-aged (5-17 years old). Of the 5,488 additional people the SW-SAZ would add to the South Willamette area, 960 would be school-age children. Based on the National Center for Education Statistics, 10% of school children will attend non-public schools. Therefore, 90% of all students, or

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<sup>13</sup> The City's redevelopment analysis (cited earlier) indicates that higher rents will be necessary for redevelopment to occur.

864 students will be added to the public schools system. Based on an average cost of about \$65,000/student to construct new classroom capacity, the SW-SAZ will generate a need for about \$56 million in new school construction costs.<sup>14</sup>

**Table 4**

<b>Additional Public School Children from SW-SAZ</b>	
Metric	Value
Percent of Population Age 5-17	17.5%
Population Increase from SW-SAZ	5,488
School-age Children from SW-SAZ	960
Percent of Students Attending Public Schools	90%
<b>Additional Public School Students</b>	<b>864</b>
Source: Age data from 2010 US Census.	

To accommodate 864 additional students, at least one new elementary school would be required (350 students is typical capacity), a new or significantly expanded middle school, and a significant high school expansion.

## Other Impacts

The scope of this analysis was limited by time and resources to an initial analysis of some of the main impact categories. It does not address all the potentially significant impact areas. Other potential impacts are worth mentioning:

- Lost solar access for solar energy and gardening (a 5-story building 65-feet tall would cast a shadow 170 feet to the north during winter; a 3-story building 45-feet tall would cast a shadow 108 feet);
- Tall buildings would generate visual impacts and block views of Spencer Butte and the ridgeline;
- Noise from increased construction and traffic;
- Environmental impacts including climate change impacts, tree removal, and wildlife habitat;
- Parks and recreational facility impacts due to crowding of existing facilities.
- Property value impacts for local homeowners;
- Impacts to local businesses due to parking and access limitations;

<sup>14</sup> Source: Based on data from *Comparison of Renovation and New Construction; Eugene School District Long Range Plan*, by Pivot Architecture for the 4J School District, February 6, 2013.

- Potential impact of an EmX line on Willamette Street;
- Potential impact of lost tax revenues due to extending MUPTE 10 year tax exemption to SW-SAZ redevelopment;
- Fiscal impact analysis comparing potential property tax revenues with the costs of providing additional facilities and services.

## Conclusions

The SW-SAZ could result in an increase of 3,358 additional dwelling units beyond what current zoning would allow. This equates to an added population of about 5,488 people. This population increase would be equivalent to adding more than the current population of Veneta, Creswell, or Oakridge to the South Willamette area.

The SW-SAZ would potentially add 2,140 vehicles to peak-hour travel in South Eugene. Based on reasonable and conservative assumptions, this would result in a 57 percent increase in peak-hour traffic using Willamette Street, and likely result in the complete failure of the Willamette Street and 29th Avenue intersection.

Proposed parking requirements in the SW-SAZ are reduced significantly from current code. Parking would be reduced from 1.5 spaces per three-bedroom apartment, to 0.5 spaces. Redevelopment could generate a demand for an estimated 4,390 new parking spaces. It is reasonable to assume that several thousand on-street parking spaces will be required to make up for the on-site parking deficiencies.

The proposed SW-SAZ area currently has a wide range of housing types and prices and includes some of the most-affordable housing in Eugene in the form of both apartments and single-family homes. Median single-family home values in this area are \$42,000 lower than for the City of Eugene as a whole. Redevelopment will require higher rents to be profitable, and developers may build to the higher end of the market.

Based on typical demographics, 960 school-age children could be added to the area as a result of the SW-SAZ. Assuming 864 (90%) of these children attend public schools, this would require building at least one new elementary school and expanding middle school and high school capacities to accommodate these added students. No new school sites are identified or available in the SW-SAZ.



Clearly, these impacts are very significant and would affect the livability and functionality of the area. Impacts such as traffic and parking would extend far beyond the SW-SAZ and would affect residents and businesses throughout South Eugene. This preliminary impact analysis shows that the impacts of this zoning action would be substantial, and that impact studies should be an essential part of all major planning and land use decisions. ◇

## Appendices

Table A1: Comparison of Zoning Classifications by Acreage

Table A2: Comparison of Zoning Classifications by Lots

List of Areas in Eugene Identified by City for Potential Rezoning

SW-SAZ Building Heights Map (Figure 9.3854(2))

Current Zoning Map

Proposed SW-SAZ Zoning Map

Table A1

**Comparison of Zoning Classifications and Densities by Acreage**

Proposed Zones	Proposed Overlay	Current Zones							Proposed Zone Totals (acres)	Proposed Max Density, Units/Acre	Total Proposed Capacity, MF Units	Total Proposed Capacity, SHU
		C-1	C-2	GO	PL	R-1	R-2	R-3				
AC	none					9.34	5.43	12.46	27.22	56	1,524	915
	RC					7.14	2.36	5.25	14.74	28	413	248
MU	AF		11.38			0.09		0.65	12.12	56	679	407
	none	0.15	21.94	5.78		0.64		8.50	37.00	56	2,072	1,243
PL	none				9.89				9.89	0	0	0
SFO	none					12.95			12.95	14	NA	193
	RA					8.41	0.21		8.63	20	NA	189
Current Zone Totals		0.15	33.32	5.78	9.89	38.57	8.00	26.85	122.56		4,688	<b>3,194</b> SHU
Min Units Per Acre						NA	10	20			5,070	DU
Max Units Per Acre						NA	28	56				
Current Capacity, Housing Units		0	0	0	0	270	224	1,504	<b>1,998</b>	DU		
									<b>1,307</b>	SHU		

Notes: Density estimated for AC/RC zone, since no height or density is specified in SW-SAZ.

Table A2

### Comparison of Zoning Classifications by Lots

Proposed Zone	Proposed Overlay	Current Zones							Proposed Zone Totals (lots)	Est Average Capacity per Lot	Total Proposed Capacity, SHU
		C-1	C-2	GO	PL	R-1	R-2	R-3			
AC	none					53		28	36	117	
	RC					41		20	29	90	
MU	none	1	33	21		4			28	87	
	AF		41			1			1	43	
PL	none				6					6	
SFO	none					77				77	2.5
	RA					53		1		54	3.5
Current Zone Totals		1	74	21	6	229		49	94	474	
Current Capacity per Lot									1.18		
Total Capacity									270		

Notes: Densities are assumed to be limited in proposed SFO by existing lot layouts. Otherwise density could be higher.

[Remaining Appendices are in a separate file to keep file size down.]