Chambers Revisited

Neighbors' Report

Updated

November 1, 2005

Produced by

Chambers Area Families for Healthy Neighborhoods

CAFHN

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www.cnrNeighbors.org

"… increase the stability and quality of older residential neighborhoods …."

— EUGENE/SPRINGFIELD METRO AREA GENERAL PLAN

"Prevent erosion of the neighborhood's residential character."

— WESTSIDE NEIGHBORHOOD PLAN

"All redevelopment and infill should respect the scale and character of the neighborhood …."

— NODAL DEVELOPMENT IN EUGENE
(Eugene Planning and Development Department publication)

KEY RESIDENTIAL LAND USE GOALS AND POLICIES[1]

Eugene/Springfield Metro Area General Plan

A.13 Increase overall residential density in the metropolitan area by creating more opportunities for effectively-designed in-fill, redevelopment, and mixed use while considering the impacts of increased residential density on historic, existing, and future neighborhoods.

A.25 Conserve the metropolitan area's supply of existing affordable housing and increase the stability and quality of older residential neighborhoods, through measures such as revitalization; code enforcement; appropriate zoning; rehabilitation programs; relocation of existing structures; traffic calming; parking requirements; or public safety considerations. These actions should support planned densities in these areas.

Westside Neighborhood Plan

Westside Neighborhood Plan Goals

- Protect and improve the residential quality of the neighborhood.
- Ensure that new development is in scale and harmony with the existing neighborhood character.

Westside Neighborhood Plan Policies

- Prevent erosion of the neighborhood's residential character.
- Identify and encourage preservation of significant cultural resources and unique features of the neighborhood including buildings, sites, structures, objects, street trees, and landscape features.
- The City shall encourage actions that will preserve existing residential structures, including rehabilitation, block planning, and shared housing.

Jefferson/Far West Refinement Plan

- Recognize the potential for planning at the block level and promote actions that will increase the ability of residents and property owners to participate in decisions which affect their individual blocks.
- Encourage the involvement of citizens in land use decisions that may affect them.
- … In an effort to allow additional residential units and yet maintain the character of the area, the City shall encourage block planning, infilling, and shared housing.
- Support "grass roots" planning efforts.

[1] Note: See Appendix B for a comprehensive list of relevant residential land use polices.

SUMMARY OF
"EAST TRADITIONAL NEIGHBORHOOD" (ETN) CHARACTER[2]

- Residents
  - Share a sense of enjoyment of, and commitment to, their neighbors and the "homeyness" of ETN's typical dwellings and yards.
  - Long-term and/or settled in for an extended period.
- Streets, alleys, blocks, and sidewalks:
  - Streets and alleys are laid out in a grid pattern.
  - Parking strip and actively-used sidewalks.
  - Unsurfaced alleys used primarily for utilitarian access.
  - Fairly small block sizes with 15-20 lots per block
  - Original build-out of 7-9 dwellings per net acre.
- Lot shapes and sizes fall predominantly into two categories:
  - Roughly square lots, from about 50'x50' to about 60'x60'.
  - Rectangular lots, from about 50'x100' to about 60'x160'.
- Dwellings are predominantly single-family structures, with the following characteristics:
  - One primary dwelling per lot. Some lots have a "granny cottage" secondary dwelling.
  - Front of house is typically within about 15' to 25' feet of the sidewalk
  - Primary dwelling height: One or 1½ stories; less than 22' high.
  - Architectural style:
    - Many houses have elements of (mid-scale) Craftsman, bungalow, or cottage style.
    - Roofs: Gabled, cascaded roofs, many with dormers.
    - Clearly-defined entrances, commonly with front porches of various sizes
    - Most 1½ story houses and many 1 story dwellings have eaves and significant other protrusions, articulation, and trim.
    - Painted clapboard siding is common.
    - Double-hung windows are common; many older houses have divided lights.
  - Secondary structures (e.g., garages and cottages) are one story or less (less than 15').
  - Narrow driveways running on the side of the lot, and small to medium sized garages with a front plane that's behind the main front plane of the house.

[2] Note: See page 13 for a details on the elements and patterns that define the ETN character. The ETN is the same area that's covered by the S-C/R-2 development standards in the proposed Chambers Special Area Zone.

- Interrelationships:
  - Many houses are close beside one another, separated only by a narrow driveway or less. 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.
  - 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.
  - Most rectangular lots have private backyards with lawns, gardens, or landscaping. In this area, a house's residents have a general sense of spatial openness, relative insulation from immediate street noise, and a fair degree of privacy from other neighbors viewing backyard activities.
- Cumulatively there's an extensive amount of natural vegetation and wildlife.
  - Many lots have vegetable and flower gardens and/or extensive, informal landscaping.
  - Numerous large "heritage" trees and many medium-sized trees.
  - Extensive wild birdlife and small mammals (e.g., squirrels, raccoons, and bats)

The elements listed above interrelate in important, sometimes subtle, ways to create the ETN's special character. The people, the spatial elements of the neighborhood, the implicit interrelationships among adjacent properties, and the natural elements are the most important determinants of this character.

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SUMMARY OF INFILL IMPACTS[3]

Functional impacts on immediate neighbors

P1. Views into adjacent dwelling intrude on privacy.

P2. Views into adjacent backyard intrude on privacy.

V1. Excessive wall adjacent to existing dwelling.

V2. Excessive wall adjacent to existing backyard.

L1. Excessive exterior area lighting.

L2. Sunlight obstruction.

N1. Excessive noise from building-related equipment.

N2. Excessive noise from parking and/or driveway traffic adjacent to existing dwelling or backyard.

T1. Parking or excessive driveway surface in front of structure (i.e., between structure and street), or excessive curb cut.

T2. Excessive, poorly located, and/or poorly screened on-site parking.

T3. Excessive alley traffic due to alley-access parking for multi-unit infill.

Appearance or aesthetic impacts

SG1. House or apartments adjacent to street aren't oriented towards street.

SG2. "Snout-nosed" (garage in front) dwellings.

SG3. Apartment with open garage (carport) underneath, facing street or adjacent dwelling.

SG4. Parking (or excessive driveway surface) in front of dwelling structure.

SG5. Excessive impervious surfaces.

SG6. Infill on alleys doesn't meet appropriate aesthetic standards.

SS1. Excessive scale or mass.

SS2. Incompatible overall "style".

SS3. Excessively plain wall facing street or adjacent to existing dwelling.

SS4. Incompatible setback to street.

SS5. Inadequate landscaping.

SS6. Removal of existing mature trees.

General impacts on neighborhood

NG1. Too many multi-family structures added to block with predominantly single-family houses.

NG2. Excessive impervious surfaces.

NG3. Demolition or removal of existing dwellings.

[3] Note: See Section IV (page 21) for a details on infill impacts.

SELECTED LAND USE DATA[4]

- Basic statistics for Chambers Revisited (CR) R-2 area east of Chambers Street
  - Number of R-2 lots: 265
  - Area: 1,767,398 square feet or approximately 40.57 acres
  - Blocks: 14 physical blocks, 11 of which are entirely zoned R-2
  - Blocks with alleys: 6
  - Total current dwelling units: 503
  - Current overall density: 12.4 dwelling units/acre (du/na)
  - Current overall density for S-C/R-2 subarea (East Traditional Neighborhood): 9.7
  - Current Eugene policy for minimum mixed-use (nodal) development density: 12 du/na
- Lot size ranges (in square feet)
  - 2,250 or less: 4 (two are small, landlocked lots)
  - 2,251 to 4,500: 53
  - 4,501 to 9,600: 195
  - 9,601 to 13,500: 8
  - 13,501 to 18,000: 3
  - 18,001 or more: 2 (Springtree Apartments and Eugene Hearing & Speech Center)
- Dwelling units per lot (261 developable lots)
  - Vacant: 2
  - Single-family (one unit): 182
  - 2 units: 47
  - 3 units: 20
  - 4 units: 7
  - 5 units: 1
  - 6 units: 1 (double lot)
  - 128 units: 1 (Springtree Apartments)
- Most common lot shape and dimensions:
  - Rectangular between 5,000 sf (50' x 100') and 9,600 sf (60' x 160') – 48%
- Most common length of street frontage (developable lots):
  - 50' to 60' – 51%
- Number of lots by available access:
  - One street: 156
  - Corner lot (two streets): 50
  - Street and alley: 43
  - Alley only: 13

[4] Note: See Section V (page 29) for details on the land use analysis

- Design of established structures (original pre-war and post-war development):
  - Percentage of dwellings with sloped roofs (gabled or hipped): 100%
  - Typical roof slope: 8:12 to 10:12
  - Number of roofs with slope less than 6:12 : None
  - Typical dwelling height *to top of roof*: 20' to 22' (pre-war houses, less for post-war)
  - Height of tallest dwellings, *to top of roof*: 27'
  - Typical dimensions of primary dwelling "footprint": 30' x 35'-45' (or less)
  - Typical setback of primary dwelling from street-side lot boundary to main front wall: 15' to 25'
  - Minimum setback of primary dwelling: 13'
  - Typical secondary building height: 15' or less
  - Number of secondary buildings over 18' high: None
  - Typical driveway width: 8' to 10'
  - Typical location of garage or parking: side or rear of house

- Alley development:
  - Number of single-family structures on alleys: 19
  - Number of multi-unit (two or more) structures on alleys: 5
  - Number of multi-unit structures on alleys with compatible design and no major negative impacts: None

- Compatibility and impacts of infill developments with three or more units on a lot
  - Number of infill lots (excluding Springtree Apartment complex) with three or more units on the lot: 29
  - Number of original pre- and post-war developments: 2
  - Number of original developments with compatible design and no major negative impacts: 2 (100%)
  - Number of non-original developments with major negative impacts: 19
  - Number of three-or-more-unit infill developments comprised solely of duplexes, triplex, or four-plex structure: 14
  - Number of these developments with compatible design and no major negative impacts: None
  - Overall net gain in dwellings compared to development at two dwellings per lot: 36 dwellings.

- Compatibility and impacts of developments with two-story duplexes, triplexes, and four-plexes.
  - Number of lots (excluding Springtree Apartment complex) with two-story duplexes, triplexes, and four-plexes: 17
  - Number of these developments with compatible design and no major negative impacts: None

POTENTIAL MEDIUM- TO HIGH-DENSITY DEVELOPMENT[5]

Tax lot map	Tax lot	Zone	Acres	Potential Units	Description
17043612	13501	GO	0.090	2	Vacant (parking)
17043612	13600	GO	0.110	2	Vacant (parking)
17043612	14100	C-2	0.290	9	Vacant
17043612	14700	GO	0.320	5	Vacant garage and parking
17043612	14701	GO	0.350	5	Vacant (parking)
17043612	15700	C-2	0.205	6	Retail (partial lot)
17043612	16100	C-2	0.830	24	Old Post Office
17043612	17600	C-2	0.310	9	Vacant used car lot
17043612	19100	C-2	0.910	26	Bank (excess parking)
17043613	18701	C-2	0.510	15	Parking
17043613	18702	C-2	0.790	23	Cmrc. Parking
17043623	1700	C-2	0.874	25	Old Waremart parking lot
17043624	2100	C-2	0.170	5	Trailer office
17043624	2300	GO	0.120	2	Excess parking
17043624	11300	C-2	0.270	8	Cigarette Store
17043624	11900	C-2	0.086	3	House/retail
17043624	12000	C-2	0.120	4	Parking
17043624	12100	C-2	0.050	2	Parking
17043624	12701	C-2	0.250	7	Used car lot
17043624	12800	C-2	0.170	5	Locksmith
17043624	12801	C-2	0.170	5	Speedy Glass
17043624	12900	C-2	0.120	4	Vacant
17043624	12900	C-2	0.120	4	Vacant
17043624	13200	C-2	0.130	4	Vacant
17043624	13200	C-2	0.130	4	Vacant
17043631	600	C-2	0.202	6	Parking
17043631	1900	C-2	0.190	6	Small house as office
17043631	2100	C-2	0.180	6	Battery store
17043631	2200	C-2	0.070	2	Tin office bldg
17043631	2500	R-3	0.300	17	Tin shed
17043631	2600	R-3	0.310	18	Tin shed
17043631	3200	C-2	0.420	12	StVdP and parking
17043631	3802	C-2	0.200	6	Vacant
17043642	6300	C-2	0.220	7	Parking
17043642	6501	GO	1.090	16	Elks/Eagle Lodge
17043642	6502	R-4	1.530	172	Scottish Rite hall
Total	**36 lots**		**12.21**	**476**	**39 du/na**

[5] Note: See page 56 for a details on this list of potential residential development sites.

Contents

I. INTRODUCTION

What this report contains

This report discusses issues related to residential infill and redevelopment in the area encompassed by the "Chambers Revisited" (CR) project in Eugene, Oregon. The CR project area is in west Eugene and roughly bounded by Polk Street, West 13th Avenue, Garfield Street, and West 7th Avenue. (See Appendix A for a map of the CR project area.)

(As of the date of this report, the Eugene City Council is considering a proposal to establish the "Chambers Special Area (S-C) Zone" that would encompass the CR project area.)

Following the introductory material in Section I, we provide in Section II a brief recap and analysis of Eugene's land use policies that are intended to protect the character of existing residential neighborhoods, such as those within the CR project area.

Next, in Section III, we provide a close look at the three distinct residential neighborhood areas within the CR project area. For the largest of these areas, we provide a detailed description of the elements and patterns that define the neighborhood's character.

In Section IV, we provide residents' perspectives on the impacts of new houses, duplexes, and apartments built in this neighborhood. We list specific poor siting and/or bad design practices that impinge on residents' privacy, safety, enjoyment of their homes, yards, and streets, or that erode and destabilize the neighborhood character that makes this area an attractive place to live for a diverse group of people.

Section V provides detailed data on the current land use and development in the R-2 zoned area east of Chambers Street. This data provides an empirical basis for both the narrative description of infill impacts presented in the preceding section and for the density analysis that follows in Section VII.

In this version of the report, Section VI is a short discussion of the proposed "Chambers Special Area (S-C) Zone" development standards that apply to the S-C/R-2 subarea. The proposed code is available from the City of Eugene Planning and Development department and is posted on the CAFHN Web site (www.cnrNeighbors.org).

Section VII provides an analysis of projected residential density under the proposed Chambers Special Area Zone standards.

Concluding sections and appendices provide additional resources and supporting information.

Notes on this version of the report

This is an updated version of the "Chambers Revisited Neighbors' Report" and has been submitted to the City Council for consideration during deliberations on the proposed "Chambers Special Area (S-C) Zone." This version of the report consolidates the following previously issued documents:

- "Interim CNR Neighbors' Report" (February 14, 2005)[6]
- "CNR Preliminary Land Use and Development Analysis – R-2 Zoned Lots East of Chambers St." (April 12, 2005)
- "CAFHN Proposed S-C/R-2 Subarea Development Standards" (June 28, 2005)
- "S-C Chambers Special Area Zone Potential Density Analysis" (June 28, 2005)
- "Chambers Revisited Neighbors' Report" (July 18, 2005)

The major update in this version of the report was to remove the infill standards originally proposed by CAFHN in Section VI of the July 18 report and to replace that content with a brief discussion of the standards included in the proposed "Chambers Special Area (S-C) Zone." The S-C standards are consistent with the original CAFHN proposals and are fully supported by CAFHN.

Why you may want to read this report

If you are a **resident** of Eugene and have concerns about the City's policy of increasing residential density by promoting infill and redevelopment in established neighborhoods, this report may help clarify some of your concerns and provide some potential solutions. You'll also find a good introduction to the official land use policies that are supposed to guide Eugene's zoning regulations and development processes in existing neighborhoods.

If you are a **developer** or have other interest in constructing a new house or apartment in an established neighborhood, this report may help you understand some of the neighbors' concerns. The report also discusses some principles and standards that may help you improve the siting and design of a new residential structure located in an established neighborhood.

If you are a **City Councilor**, **Planning Commissioner**, or **City of Eugene staff**, this report will help you understand concerns neighbors have over poorly sited and designed infill and redevelopment. This report also presents what is, to our knowledge, the first detailed description of the elements and patterns that define the "character" of a traditional, close-in, residential neighborhood.

[6] Initial documents referred to the project as the "Chambers Node Revisited" project, abbreviated "CNR." The project is now officially known as the "Chambers Revisited" project, abbreviated "CR."

In addition, the proposed S-C development standards that are based in large part on recommendations in the previous version of this report provide specific design and siting standards to prevent or mitigate the negative impact of infill and redevelopment. Although this report and the S-C development standards focus on the CR project area, many of the concerns and solutions will apply to other established Eugene neighborhoods, as well.

Wherever your interests lie, we also recommend your read the Guest Viewpoint, "Eugene zoning laws sacrifice livability," published in the July 10, 2005 edition of The Register-Guard and available at www.cnrNeighbors.org. This essay presents the fundamental rationale that underlies much of this report's recommendations: protecting established neighborhoods is essential to compact growth and a healthy urban core.

The people who wrote this report

This report is a collaborative product of over thirty households in the CR project area who have contributed hundreds of hours toward the project. Most of the participants live east of Chambers Street in the larger Westside neighborhood.

Many of the neighbors who helped create this report participated in one or more of the three "Neighborhood Meetings" that were conducted by City staff and consultants, including the Visual Preference Survey (VPS) and the discussion of the VPS results at the third meeting.[7] Neighbors also actively participated in the City-led "Residential Focus Group" in March 2005 and the "Public Design Review" meeting in April 2005.

Since the CR project "kickoff" meeting in September 2004, neighbors have had many discussions among themselves, including via an ongoing Yahoo! e-mail discussion group, numerous group meetings in residents' living rooms, a group walking tour of the project area, a design standards educational "boot camp," and numerous sidewalk and telephone conversations.

In early 2005, we formed an organization known as **Chambers Area Families for Healthy Neighborhoods** (CAFHN, pronounced "caffeine"). CAFHN maintains an independent Web site (www.cnrNeighbors.org) with information on the CR project and our organization's work. We encourage you to visit this site and especially take the visual tour of "Good, Bad, and Ugly Infill in Eugene" to see local examples of what this report describes.

Neighbors who belong to CAFHN represent diverse interests, backgrounds, and areas of expertise. Among our group are many families who own and live in their houses. We also have several long-term and newer neighbors who rent houses and apartments in the neighborhood. Our group includes people who have a secondary rental unit on the same property where they live, as well as people who own separate rental properties. We also have several families that are local real estate

[7] Results of the VPS are available on the City's Mixed-Use Development Web site. See "Resources" in Section IX of this report.

investors or who have provided financing to area home owners or residential developers. The different roles CAFHN members play with respect to CR area residential property helped us produce a report reflecting a variety of perspectives, not just those of owner/occupants.

CAFHN members include professional architects and planners, as well as researchers in several disciplines. One of our members works professionally on policy and processes to protect urban historical areas. At least five CAFHN members have served as officers of the City-chartered neighborhood associations that encompass neighborhood areas within CR. One CAFHN member served on the 1986 Planning Team that wrote the **Westside Neighborhood Plan**, which is the official local refinement plan covering the CR area east of Chambers Street. Another CAFHN member is a current Lane County Planning Commissioner. Our members include an architect, an economics professor, and a local banker, as well. In writing this report, CAFHN members have thus been able to apply a broad range of professional knowledge and experience, extensive neighborhood involvement over a two decade period, and substantial experience with civic planning processes.

Why we wrote this report

Many homeowners and other residents of the CR project area have had longstanding concerns about the harm that poorly sited and designed infill causes our neighborhood. Our most important goals in producing this report are:

- Document the official City of Eugene land use policies that require protection of existing neighborhoods' character.
- Identify the elements and patterns that define the character of residential neighborhoods within the CR area.
- Identify harmful infill impacts that erode or destabilize neighborhood character.
- Help develop – and get adopted – effective standards to protect the neighborhood character against further erosion and destabilization by poor quality infill and redevelopment.

Our involvement in the CR project, and our work on this report, are based on our taking in good faith the City's representation that this project provides an opportunity for residents to contribute to the adoption of quality standards for residential and commercial infill and redevelopment.[8]

We've undertaken a substantial effort to carry out our research and forge an organization that can present well-thought-out recommendations representing the

[8] According to the Eugene Planning & Development Department's July 26, 2004 project "Briefing Statement," the CR project "*will develop residential and commercial infill and redevelopment standards and guidelines that promote quality infill and redevelopment projects in the Chambers Node.*"

The project work plan submitted for the Oregon Department of Transportation (ODOT) funding stated as one of the project goal's: "*Produce a set of residential infill and redevelopment standards that & promotes maintenance of the residential character of the Study Area."*

interests of families that live in the CR project area. We think our efforts represent informed public involvement at its best, and we hope City officials will respect and heed our observations and recommendations.

Additional background

The City of Eugene has a broad policy to promote higher-density residential development within the Urban Growth Boundary (UGB). As discussed in the next section of this report, the City has also adopted explicit policies to protect the character of existing residential neighborhoods, including those within the CR project area. Unfortunately, over the past twenty or so years, the City has done a great deal to allow and require greater density, but has done almost nothing to protect neighborhood character.

As part of the attempt to increase density, the City has previously taken several actions in the CR project area, including zoning changes (e.g., from R-1 to R-2 and R-3). The City has also significantly increased the number of units required and allowed on R-2 lots, which is the designation for a large section of the CR project area that was historically a single-family residential neighborhood. In addition, various City planning activities have considered sections of the CR project area that are currently zoned R-1 as potential areas for increased density (i.e., by changing the zoning).

As a result of increased densities allowed (and required in many cases) in established single-family sections of the CR project area, additional houses and apartments have been added to lots that were originally occupied by a single home. A few of these additions have been attractive, appropriately-scaled, well-sited dwellings that enhance the neighborhood.

Unfortunately, however, most infill structures in this area have been sited and built in ways that erode the neighborhood character and degrade existing residents' privacy, safety, and peaceful enjoyment of their own homes and streets. For many years, residents in the CR project area have tried unsuccessfully to get the City to help protect their neighborhoods from the impacts of poorly-sited, badly-designed, and overbuilt infill.

Beginning in the late 1990s, the City has also attempted to promote denser development by establishing mixed-use residential centers (aka "MUCs" or "nodes") that are compact, pedestrian-friendly, and well-served by public transportation. The City is now in the process of its third attempt (i.e., the current "Chambers Revisited" project) to further nodal development in the area around the intersection of West 11th Avenue and Chambers Street. During each of these three attempts, neighbors have strongly expressed their concerns over the harmful impact of poorly sited and designed infill. Neighbors have voiced similar concerns about potential redevelopment of both residential and non-residential parts of the CR project area.

As the CR project was launched, city staff repeatedly emphasized to CR residents that this project was meant to help address residents' long-standing concerns by developing – and proposing for adoption by City Council – effective infill and redevelopment siting and design standards

Residents are determined that, at long last, some steps will be taken to implement protections for our established neighborhoods.

The proposed "Chambers Special Area (S-C) Zone"

On September 26, 2005, the Eugene Planning Commission voted to recommend the City Council adopt an ordinance establishing the "Chambers Special Area (s-C) Zone." The S-C zone includes three subareas, including the S-C/R-1 and S-C/R-2 residential subareas and the S-C/C-2 commercial subarea. The proposed ordinance would establish residential development standards that, among other things, would help protect established neighborhoods from the harmful impacts of inappropriate infill.

CAFHN fully supports the proposed standards, which incorporate many of the recommendations made by residents and presented in the previous version of this report.

The City Council will hold a public hearing on November 14, 2005 and is scheduled to take action at their December 12, 2005 meeting.

II. RESIDENTIAL NEIGHBORHOOD LAND USE GOALS, POLICIES, AND DEVELOPMENT PRINCIPLES

From the outset, we want to make clear we're not seeking to have new land use policies adopted. Our goal is to see the City implement policies that have *already been adopted* to protect our residential neighborhoods from further erosion and destabilization. This action is long overdue.

Eugene City Council has adopted a number of official policies that are intended to protect the character of established (especially older) residential neighborhoods. These policies are stated in the **Eugene/Springfield Metro Area General Plan**, as well as in the two local refinement plans that cover the CR project area: **Westside Neighborhood Plan** and **Jefferson/Far West Refinement Plan**. (The relevant policies are listed in Appendix B.)

A thorough reading of these planning documents leaves no doubt that Eugene has a clear policy to increase overall residential density (that is within the UGB), and just as clear a policy to *not* achieve increased density by eroding or destabilizing existing residential neighborhoods.

Eugene/Springfield Metropolitan Plan Policies

The clearest expressions of this dual intent can be found in the following two policies:

- A.13 Increase overall residential density in the metropolitan area by creating more opportunities for effectively-designed in-fill, redevelopment, and mixed use while considering the impacts of increased residential density on historic, existing, and future neighborhoods.
- A.25 Conserve the metropolitan area's supply of existing affordable housing and increase the stability and quality of older residential neighborhoods, through measures such as revitalization; code enforcement; appropriate zoning; rehabilitation programs; relocation of existing structures; traffic calming; parking requirements; or public safety considerations. These actions should support planned densities in these areas.

Policy A.13 specifically states that "overall" density is to be increased and does *not* state or imply that density should be increased in every Eugene area or existing neighborhood. Policy A.13 furthermore qualifies the pursuit of higher density with the requirement to protect existing neighborhoods. Policy A.25 goes even further and requires that the stability of older residential neighborhoods be *increased* – not just maintained.

There's no irreconcilable conflict between increasing Eugene's overall density and the stability of its older neighborhoods at the same time. Obviously, one approach is to pursue sufficiently higher density in new, "greenfield" residential development where existing neighborhoods will not be affected. Closer to the city center, carefully-planned, higher-density residential development can be targeted

for specific locations where the impact of such development will not erode or destabilize existing residential neighborhoods. Recent and planned apartment developments in Eugene's downtown commercial district (e.g., the Aurora apartments at 100 W. 11th Ave.) illustrate this approach.

On July 20, 2005, the Eugene City Council explicitly endorsed this targeted approach by adopting a motion that directs the city manager to incorporate "opportunity siting" as the *primary* strategy for achieving density targets in Mixed Use Zoning Districts. The adopted motion describes opportunity siting as follows:

> *"a mechanism that protects the health and stability of existing neighborhoods by focusing density on targeted parcels of vacant or redevelopable property. Opportunity siting identifies specific sites with potential for medium, high, or very-high density residential development and provides upzoning as an incentive for complying with design standards. It is combined with strategies to protect existing residential areas such as; down zoning; exclusion from the MUZD boundaries; and/or limiting conversion to non-residential uses. Instead of blanket zoning that permits multiple units on all MUZD residential parcels; density is obtained by selective projects developed compatibly at very high densities. This maintains the character and fabric of the existing neighborhood while providing a variety of housing types to serve different populations, and increasing the overall net density of the area.*

This is exactly the approach supported by residents of the CR project area. Specifically within the CR project area, there are numerous underutilized areas in the commercial strips along W. 11th Ave. and Garfield Street that are suitable for redevelopment as well-designed apartments, condominiums, townhouses, or row houses. (See page 56 for a table of such properties.)

Such development could achieve a significant increase in density in the CR area without destabilizing existing residential neighborhoods. And, whereas infill in CR residential areas probably cannot add sufficient residents to support major transformation of businesses along CR commercial corridors to *pedestrian-oriented* businesses, thoughtfully planned medium- to high-density residential development in the commercial zones might enable the type of mixed use development the CR project is intended to promote.

As residents who already "walk the talk" about compact, close-in living, we support "smart growth" – growing up, not out. But truly "smart" development won't squander the established neighborhoods that provide Eugene's rare examples of successful pedestrian-friendly, transportation-efficient lifestyle.

Local Refinement Plan Goals and Policies

Almost two decades ago (1986), Westside residents listed as the very first policy in the local refinement plan for their area:

Prevent erosion of the neighborhood's residential character.

This statement was formally adopted as City policy by the City Council, and residents have remained unwavering in their desire that the City live up to the requirements of this policy in their land use regulations and processes.

Unfortunately, the City has done nothing to further this policy in the Westside and instead has changed the R-2 zone's development standards to allow infill densities and scale that contribute significantly to the erosion of the neighborhood's residential character. The affected area includes the CR residential neighborhood east of Chambers Street. (We describe this neighborhood's character in detail in a later section.)

The Jefferson/Far West Refinement Plan, which covers the CR area west of Chambers Street is less explicit in its policies, but the policies for the "North Low-Density Residential Area" and "Central Low-Density Residential Area" state that the City shall "maintain" (for the North) or "recognize" (for the South) the "residential character of the area." Policies for both areas state they are "low-density," which has been reflected in the R-1 zone for these areas. The City has left intact the R-1 zone's limit of one dwelling on a lot (and duplexes on corner lots), which has provided relatively effective protection against erosion of these neighborhoods' character by infill.

TransPlan Policies

According to the Eugene Planning and Development Department (PDD) publication, "Chambers Area Nodal Development Pilot Project Existing Conditions Report Update" (July 2004), TransPlan policy for mixed-used nodes (such as the Chambers Node) requires an "average density that is within the medium-density range for residential uses", which is 10-20 units per gross acre. According to PDD staff, City Council has established a minimum overall density requirement of at least 12 dwelling units per net acre (du/na) for mixed use centers.

The "S-C Chambers Special Area Zone Potential Density Analysis" section of the report presents CAFHN's research and analysis on current land use and potential density in the CR project area. This analysis shows that under the infill development standards proposed by CAFHN, the potential density for the CR project area is in the range of 22-25 du/na, well above state and city targets for MUCs.[9]

[9] A recent analysis by the Lane Council Of Governments (LCOG) concluded that the CR area from W. 12th Avenue north (an earlier CR boundary that was later adjusted to the north side of W. 13th Ave) has an overall density of 12.22 du/na.

Eugene Mixed-Use Residential Development Principles

The PDD publication, "Mixed-Use Development in Eugene – Design Principles for More Livable Neighborhoods," states:

> *"Public acceptance of mixed-use development requires that we address the compatibility of new residential development with existing development to assure privacy, safety and visual coherence."*

This sound principle recognizes that mixed-use development, and the higher density that may accompany it, require effective protections for existing residential areas. This principle also implicitly acknowledges that any strategy to increase density will ultimately fail if it damages a healthy established neighborhood.

Another relevant PDD publication, "Nodal Development in Eugene," states:

> *"All redevelopment and infill should respect the scale and character of the neighborhood, and site plans should integrate existing uses if possible."*

Reviewing Eugene's area and local goals, policies, and development principles, one can't help but wonder: Why has Eugene implemented development standards in the land use code (e.g., Eugene Code Chapter 9) that almost entirely neglect the protection of existing neighborhoods, despite the many places in which this policy is stated?

Answering that question is beyond our knowledge. Our response to the current lack of protection for CR neighborhoods is to try to establish a path for Eugene that will prevent further erosion and destabilization of its irreplaceable close-in, residential neighborhoods.

Policies to protect healthy neighborhoods close to the urban center recognize the importance of these neighborhoods to the entire city. When neighborhoods around the city's core thrive, they provide the people and activity that are essential for a vibrant city center both day and evening. Healthy close-in neighborhoods also greatly improve the appeal of the city center and help draw in residents who live farther out for work, shopping, and cultural events.

In contrast, when close-in neighborhoods are destabilized and spiral into decay, the damage is two-fold. Economically-mobile families in the neighborhood move further out to find new, more pleasant residential areas – thus *exacerbating* sprawl.[10] And, decaying urban neighborhoods become costly public safety burdens and a substantial drag on revitalization of the downtown core.

The first step along a path to protect the residential areas within the CR project area is to understand them and to develop a concrete description of the elements

[10] Ironically, the current poorly designed and overbuilt infill being developed in Westside and other close-in neighborhoods may be *increasing*, rather than reducing, pressure for development towards or beyond the UGB.

and patterns that define these neighborhoods' "character." Only with a deep understanding of the CR neighborhood character, and the threats to it, can we create development standards that will truly protect this character. The next section of this report addresses that requirement.

III. UNDERSTANDING "NEIGHBORHOOD CHARACTER" IN THE CR PROJECT AREA

The CR project area was somewhat "mechanically" determined as an area north of West 13th Avenue from within which any point could be reached by about a 15 minute walk from the intersection of West 11th Avenue and Chambers Street. (This intersection was picked as a center point because it's considered a likely public transportation center and is surrounded by both residential and commercial properties.)

The overall CR project area is not perceived by residents or businesses as a single "neighborhood," and different parts of the resulting CR project area have very different characteristics. The dissimilarities among residential areas, in particular, must be taken into account to understand the current and potential impacts of infill and redevelopment.

The Three CR Residential Neighborhoods

Within the CR project area, there are three distinct, single-family residential areas (see the map in Appendix A):

- "East Traditional Neighborhood" (ETN)[11]

  East of Chambers Avenue, roughly from the south side of West 8th Avenue to the irregular edge that jogs along West 11th, 12th, and 13th Avenues. This part of the CR project area is roughly a 4-block by 4-block area.

  This area has always been part of the "Westside" neighborhood that lies between downtown and Chambers Street. Despite being zoned (or, some might say mis-zoned) mostly as R-2, overall this area still retains its unmistakable character as a "traditional," compact, single-family neighborhood originally built up during the 1920s through 1940s.

  Many houses are one- to one-and-a-half[12] story structures with a Craftsman-influenced design and strong orientation towards the street, including porches in front and garages set back on the side of the house or completely behind the house. A number of blocks have east-west alleys that provide access to the rear of properties and, more recently, to residential infill along the alleys.

  The houses are generally close to one another on a side-by-side dimension, and share a fairly consistent setback and depth. Many houses also have moderate-sized back yards adjacent to one another, typically separated by hedges or fences three to six feet high. This siting pattern provides outdoor areas that are relatively private and yet open (i.e., not walled-in by adjacent buildings), even within the relatively compact layout of the neighborhood.

[11] This area is identical to the S-C/R-2 subarea in the proposed Chambers Special Area Zone.

[12] In a typical Westside one-and-a-half story house, the second story is encompassed by a sloped roof. Small dormers are commonly found on these houses, as well. By contrast a full two-story house has all or most of the roof above the ceiling of the second story.

Other than the east side of Chambers Street and one block of West 11th Avenue, this area has no internal or adjacent commercial property. The area is almost completely built out, with few vacant lots remaining. Because the area is mostly zoned R-2, it has been subject to a significant number of infill projects, including single- and multi-unit apartments built on the back of lots behind an existing house.

In the "Identifying the 'East Traditional Neighborhood' character" section, below, we provide a more detailed description of the elements and patterns that define the ETN's character.

- "Northwest Single-Family Neighborhood"[13]

  West of Chambers Avenue to the east side of Hayes Street, from the south side of West Broadway to the north side of West 10th Avenue.

  This part of the CR project area is roughly a 2-block by 2½-block area. Houses in this area are generally smaller and more modest than those east of Chambers Street. Some of them have a "cottage" design with Craftsman-derivative features, while others are more spartan designs typical of the 1950s and later.

  Lots in this area are significantly smaller than lots east of Chambers Street, being much shallower because of the smaller north-south dimension of blocks in this area. There are marginally-maintained (in some cases, obstructed), east-west alleys that run through this area, but there is no residential development and very little existing access (e.g., to garages) off these alleys.

  Because this residential area is zoned R-1 and the lots are very small, there is almost no infill except for one or two garages that have been converted to single-unit apartments. The potential for significant infill is very limited on the small lots given the current R-1 zoning. However, this small collection of houses is surrounded by commercially zoned property that might potentially be redeveloped as medium- to high-density apartments in the future. In the past, residents have expressed fears that large apartments will be built right next to the single-family areas or that the City will attempt to change the R-1 designation to R-2, which could lead to some houses being demolished and replaced with apartments.

- "Southwest Single-Family Neighborhood"[14]

  West of Chambers Avenue, from the south side of West 12th Avenue to the north side of West 13th Avenue.

  This part of the CR project area is roughly a 1-block by 3-block area. Houses in this area are a mix of housing types, most fairly modest in size and including some traditional and some contemporary styles. There are also a notable number of substandard and/or very poorly maintained houses in the

[13] Most of this area is included in the S-C/R-1 subarea in the proposed Chambers Special Area Zone.
[14] The portion of this area currently zoned R-1 is included in the S-C/R-1 subarea in the proposed Chambers Special Area Zone. About half this neighborhood is not included in any Chambers Special Area Zone subarea.

mix. The lots in this area vary in size, with a few lots that are significantly larger than those typically found in the other two residential areas.

There are north-south alleys between West 12th and West 13th that provide rear access to lots on Grant, Hayes, and Garfield Streets. Other than one alley apartment, there appears to be little, if any, infill. About sixty per cent of this area is currently zoned R-1 and the rest is zoned R-2.

Adjoining these single-family areas and separating them from one another are local collector or through streets – including West 8th, 11th (west of Chambers) and 13th Avenues and Chambers and Garfield Streets. These streets are developed with a combination of single-family homes, multi-unit apartments, and commercial development.

Although residents of the three areas described above share many concerns, each area has its own particular neighborhood character and priorities. For example, the two areas west of Chambers Street have more adjacent commercial properties and also have a greater likelihood for future development of medium- to large-scale apartments on commercial property or (potentially) rezoned residential property. Consequently, residents of these areas have a significant and immediate stake in standards that apply to commercial and high-density development. Residents in these areas are also concerned with rezoning R-1 areas to higher density designations.

In contrast, the single-family area east of Chambers Street, which covers over twice the size of the other two single-family areas combined, has little immediate threat from commercial or high-density development under current zoning and availability of vacant land. This area has, however, already experienced significant infill and has the potential for more. Much of the current infill is viewed by residents as having degraded adjacent properties and eroded the character of the area as a whole. With continuing pressure to add more infill, residents in this area are keenly focused on residential infill standards.

The next section provides a more detailed look at this area's character.

Identifying the "East Traditional Neighborhood" Character

The "East Traditional Neighborhood" (ETN) is the major part of the R-2 zoned area that lies east of Chambers Street in the Chambers Revisited project area.

Residents of this area frequently cite the "neighborhood character" as the most important reason they choose to live here. Preventing the erosion of the ETN's neighborhood character is a high priority for neighbors and has been part of official Eugene City land use policy since the *Westside Neighborhood Plan* Was approved by City Council in 1987. A number of Metro Plan policies (see the "Residential Neighborhood Land Use Goals and Policies" section, above), also support protection of neighborhood character against incompatible development. For example, Metro Plan policy A.25 specifically states:

"… increase the stability and quality of older residential neighborhoods…"

But what *is* the ETN neighborhood "character"? The most important thing to observe is that our neighborhood character 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

The neighborhood character cannot be fully described, or well-understood, by just describing the structures. And preserving particular architectural elements, such as gabled roofs and porches, is far from sufficient to maintain stability and prevent erosion of the ETN neighborhood character.

Residents of this area have identified the following elements and patterns that define the ETN neighborhood "character."

Positive patterns: Defining the ETN neighborhood character

- Residents
  - The character of the ETN is largely driven by residents with a sense of enjoyment of, and commitment to, their neighbors and the "homeyness" of ETN's typical dwellings and yards.
  - Many ETN 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.
  - It's important to understand the ETN character is *not* reflective of an intensely "metro" lifestyle where residents are more transient and minimally engaged with one another.

The physical characteristics of the ETN, which we describe 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.
  - Most streets have a parking strip with the sidewalk between the parking strip and lot.
  - There is a generally continuous sidewalk network that's actively used by residents walking about the neighborhood and to and from nearby services (e.g., at Blair Island, Downtown, W. 18th Ave & Chambers Street).

- 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.
- Alleys are unsurfaced and are primarily used for utilitarian access to the rear of mid-block lots.
- Block sizes are fairly small (roughly 300'x400' or slightly larger) with 15-20 lots per block.
- The original (and still characteristic) build-out was about 7-9 dwellings per net acre.

- Lot shapes and sizes fall predominantly into two categories[15]:
  - Roughly square lots, from about 50'x50' to about 60'x60'.
  - Rectangular lots, from about 50'x100' to about 60'x160'.
- Dwellings are predominantly single-family structures, with the following characteristics:
  - One primary dwelling per lot. Some lots have a "granny cottage" secondary dwelling.
  - Placement on lot:
    - The main front plane of house is typically within about 15' to 25' feet of the sidewalk.
    - On rectangular lots, the width (i.e., lesser dimension) of the lot is the "front."
  - Primary dwelling height: One or 1½ stories. Typical 1½ story houses are less than 22' high. There are no traditional houses (other than the historical Victorian on the corner of 10th Ave. and Taylor Street) over 27' high.
  - Architectural style:
    - Many houses have elements of (mid-scale) Craftsman, bungalow, or cottage style.
    - Roofs: Gabled roofs, frequently with dormers (especially on 1½ story houses). Many houses have small wings or porches with lower roofs than the main part of the dwelling, forming a roof "cascade".
    - Clearly-defined entrances, commonly with front porches of various sizes
    - Most 1½ story houses and many 1 story dwellings have eaves and significant other protrusions, articulation, and trim.
    - Painted clapboard siding is common.

[15] Note that CAFHN has produced a complete inventory and analysis of lot shapes, sizes, and street/alley access for parcels within the ETN, which is presented in Section V "Land Use and Development Analysis – R-2 Lots East of Chambers Street."

        - Double-hung windows are common; many older houses have divided lights in the upper sash.
    - Secondary structures (e.g., garages and cottages)
        - Height: One story or less (less than 15').
        - Shed or gabled roofs. Shed roofs are most commonly found on small, older, one-car garages under 10' high.
    - Narrow driveways running on the side of the lot, and small to medium sized garages with a front plane that's behind the main front plane of the house.

- Most houses and lots reflect the following interrelationships:
    - Many houses are close beside one another, often separated only by a narrow driveway or less. 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.
    - 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.
    - Most rectangular lots have private backyards with lawns, gardens, or landscaping. In this area, a house's residents have a general sense of spatial openness, relative insulation from immediate street noise, and a fair degree of privacy from other neighbors viewing backyard activities.

- Gardens, vegetation, and wildlife

  Although the area doesn't have any single, large open space, cumulatively there's an extensive amount of natural vegetation and wildlife. Living in most areas of the ETN gives a sense of being in touch with Nature.

    - 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 is one of the most significant elements of this neighborhood's appeal.
    - There is 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 are regular visitors in summer evenings.

The elements listed above interrelate in important, sometimes subtle, ways to create the ETN's special character. The people, the spatial elements of the

neighborhood, the implicit interrelationships among adjacent properties, and the natural elements are the most important determinants of this character.

Anti-Patterns[16]: Development that conflicts with ETN neighborhood character

It can also help understand the ETN neighborhood character by considering elements and patterns that destabilize and erode the neighborhood's character. The following list isn't a comprehensive catalog of all anti-patterns, but represents some of the most common or egregious. We've listed addresses of sample developments in or near the ETN that illustrate each anti-pattern.

The development examples are also intended to serve as "test cases" against which proposed design standards can be evaluated. Proposed standards must prohibit similar types of development if the standards are to be effective in protecting against further erosion of the ETN neighborhood character.

- Structures and parking lot in the core of blocks without alleys.
  - Apartments at 1333 W. 10th Ave.
  - Apartments at 1429 and 1431 W. Broadway.
- Excessive number of dwellings with alley access on a single block.
  - 1400 block of W. 11th Alley
- Excessive portion of block developed as duplexes, apartments, and/or degraded rental houses.
  - Apartment complex at SE corner of Chambers St. and W. 8th Ave.
  - 7 duplexes around 8th Place and east side of Chambers, occupies over 25% of the block.
  - Duplexes and degraded houses occupying almost all the block on the north side of the 1400 block of W. 12th Ave.
  - Triplexes occupying a half block at 1079/1089/1099 Taylor Street
- Private enclave with no relation to street or block pattern
  - Eco Village off 1500 block of W. Broadway.
- Excessively large structure in back part of rectangular lot.
  - Duplexes on S side of W. 11th Alley.
  - Triplex at 1475/1477/1479 W. 11th Alley
  - Apartments at 1333 W. 10th Ave.
  - Apartments at 1429 and 1431 W. Broadway.

[16] The concept of design "patterns" was introduced to the architecture field in 1977 by Christopher Alexander's book ***A Pattern Language***, and the idea of patterns was subsequently adopted widely in the software engineering field. Software engineers have since recognized that identifying common "anti-patterns" – bad solutions to given problems – is also an important aid to designing good software. The concept of anti-patterns can serve a similar purpose in land use planning and architectural design.

- Apartment living space over open carport (living is disconnected from street-level).
  - Apartment complex at SE corner of Chambers St. and W. 8th Ave.
  - Triplex at 1475/1477/1479 W. 11th Alley
- Two-story apartments with large, vertical walls over 25' without slopes or gables.
  - Duplexes on south side of W. 11th Alley.
  - Triplex at 1475/1477/1479 W. 11th Alley
  - Duplex at 1021/1025 Almaden Street
- Apartments with snout-nosed garages.
  - Duplex at 1021/1025 Almaden Street
- Parking or turnaround between house and sidewalk
  - House at 1480 W. 11th Ave.
  - Duplex at 1021/1025 Almaden Street
  - Triplex at 1079/1089/1099 Taylor Street
- Excessive paved area
  - Apartments at 1333 W. 10th Ave.
  - Apartments at 1429 and 1431 W. Broadway.
  - Apartment complex at SE corner of Chambers St. and W. 8th Ave.
- Substantially out-of-character architectural style (partial list)
  - Duplex at 1021/1025 Almaden Street
  - Triplex at 1079/1089/1099 Taylor Street
  - Apartments at 1333 W. 10th Ave.
  - Apartments at 1429 W. Broadway.
  - Apartment complex at SE corner of Chambers St. and W. 8th Ave.
  - Duplexes on S side of W. 11th Alley.
  - Triplex at 1475/1477/1479 W. 11th Alley
  - Some dwellings in Eco Village off 1500 block of W. Broadway.

IV. INFILL IMPACTS

This section focuses on the impact of infill[17] – building an additional house or apartment on a lot with an existing residential structure or on a lot that's adjoined by lots with existing residential structures. For reasons explained in the previous section, much of the discussion of infill relates to the East Traditional Neighborhood, the R-2 zoned, single-family residential area east of Chambers Street.

General observations on infill in the CR project area

The best way to appreciate the impact of infill in the CR project area is to walk around the ETN, as described above. A good starting point is the block bounded by W. 11th and W. 12th Aves. and Taylor and Almaden Streets.

Several things stand out:

- Many of the infill projects with two or more units have degraded adjacent properties and have been incompatible with the overall character of the neighborhood. The impacts of infill apartments in this category stem from in their poor siting, design, and/or construction quality.
- *All* of the infill developments with four or more units (total) on a lot have degraded adjacent properties and have been incompatible with the overall character of the neighborhood.
- *None* of the two-story, multi-unit apartments provides an example of appropriately designed and sited infill. The lot configurations in this area make it virtually impossible 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. There are also few, if any, undeveloped sites where a two-story, multi-unit apartment could be designed with a mass and scale that would be compatible with adjoining properties.
- The cumulative impact of several inappropriate infill projects on the same block significantly destabilizes the block. There are at least five blocks in the ETN that show moderate to severe destabilization due to this cumulative effect.
- Although the negative impacts of infill have been substantial, the total number of additional units added by infill is relatively small when considered in the context of Eugene's overall population growth.

  An implication of this observation is that infill that adds one to four units behind some existing houses in a very small area of Eugene is *not* going to

[17] In the context of CR residential areas, the term "redevelopment" just means infill after destruction of an existing dwelling. Thus, the discussion here applies equally well to "redevelopment" practices.

have a significant quantitative impact on Eugene's growth patterns, specifically on reducing sprawl.

Sadly, the evidence in the ETN is that most infill, other than small-scale, single-unit cottages and garage or attic conversions, is poorly sited, badly-designed, and/or overbuilt. The result is significant erosion of the neighborhood character and destabilization of the area. (The "Infill compatibility and impacts" section on page 43 provides more quantitative details on infill impacts.)

So, while considering the specific negative impacts of poorly sited and designed infill we describe next, keep in mind that infill as it has occurred in the CR project area has not demonstrated a level of benefit that warrants the observable degradation caused to our healthy, close-in, compact, single-family neighborhoods.

List of impacts

The following sections look at impacts from the perspective of current residents and homeowners. We describe many of these impacts with concise statements of how a poorly sited or designed infill house or apartment 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.

For some easily-recognized impacts we provide only a brief description. For others, we provide longer explanations, examples, or comments from neighbors. A few items are repeated in more than one category because they have multiple kinds of impacts (e.g., functional and aesthetic).

For each impact category or item, we cross reference the December 6, 2004 "Visual Design Preferences Survey Results Memorandum" produced by the CR project consultants. We use "See VPS" to identify these references, and each reference indicates one of the seven categories used in the survey:

1. Mass & Scale
2. Relationship to Neighbors
3. Parking and Garages
4. Alleys
5. Relationship to Street and Building Façade
6. Landscape and Pedestrian Realm
7. Commercial

For some VPS references, we also provide comments. We haven't attempted to integrate all observations the consultants reported, and both documents are valuable to gain a full understanding of neighbors' concerns.

Functional impacts on immediate neighbors

This category covers direct impacts of a structure and its associated driveway/ garage/parking on adjoining properties. Impacts include loss of privacy, restricting views, blocking the sun, car noise, etc. Whereas the next section of this report covers primarily aesthetic concerns, this category addresses tangible effects on neighbors, such as the loss of view or sunlight.

Reduced privacy impacts (P)

See VPS: 2 – Relationship to Neighbors

P1. Views into adjacent dwelling. New infill creates close, direct view into room(s) of an existing dwelling that are typically unscreened in this neighborhood's development pattern.

Example: There is an existing house on a short lot facing a cross street (e.g., at 945 Almaden Street). The rear of this house is close to the back lot line and is where the dining room is located. Prior to any infill development, this dining room faced a 5' hedge which bordered the side of the backyard for a single-family house on a perpendicular, intersecting street (e.g., on W. 11th Avenue).

A two-story infill apartment was added to the back of adjoining lot (e.g., the triplex at 1475/1477/1479 W. 11th Alley) such that the side of the new structure is close to the rear lot line of the existing house. Windows in the second story (and possibly first story) of this side of the new apartment building provide direct views into the dining room of the existing house.

Notes: The proximity, height, and slope of both the existing and new structures' adjacent walls, roofs, and dormers are factors that affect this type of impact. Window placements in both structures are also factors.

P2. Views into adjacent backyard. New infill creates close, direct view into the backyard of an existing home.

Example. See example P1 for basic pattern, except existing house has backyard (rather than a room of the house) adjoining the side of the new two-story apartment.

Notes: The proximity, height, and slope of the new structure's adjacent wall, roof, and dormer(s) are factors that affect this type of impact. Window placement in the new structure structures is also a factor.

Reduced view impacts (V)

See VPS: 2 – Relationship to Neighbors.
Note, however, the VPS memo doesn't specifically discuss these two important impacts.

V1. Excessive wall adjacent to existing dwelling. New infill places excessively high wall too close to rooms of an existing dwelling from which people typically look out for full or partial view in this neighborhood's development pattern.

Example: See example P1 for basic pattern, except this impact occurs whether or not the new apartment's two-story wall has windows. Prior to the construction of the new structure's two-story wall, the view from the existing house's dining room would have been a partial view, i.e., above a hedge. However, this type of partial view (which is common in the CR project area) is an important aspect of the prevalent housing pattern in this compactly developed neighborhood that provides privacy while avoiding a "walled-in" feeling. A two-story wall that is close enough to significantly restrict such a view substantially degrades the visual experience of the residents in the existing house.

Notes: The proximity, height, and slope of both the existing and new structures' adjacent walls and roofs are factors that affect this impact.

V2. Excessive wall adjacent to existing backyard. New infill places excessively high wall too close to backyard of an existing backyard.

Example. See example V1 for basic pattern, except existing house has backyard adjoining side of new two-story apartment. The "walling in" effect applies to the residents' activity in their yard, rather than to their views from the interior of the house, as in V1.

Notes: See V1.

Excessive artificial light or reduced sunlight impacts (L)

L1. Excessive exterior area lighting. New infill has exterior lighting (e.g., spotlights) that cast excessive light into an existing dwelling's windows or yard.

See VPS: (this impact wasn't included)

L2. Sunlight obstruction. New infill has proximity and height that excessively reduces sunlight reaching an existing dwelling's windows or yard. New obstruction may be on east or west, as well as south, side of existing dwelling's windows or yard.

Example: See P1 and V1. In these examples, a two-story wall built to the east of the existing house would almost completely block morning sun that is generally available to mid-block houses on the east side of one of the north-south running "president" streets in the CR area.

Note: The existing siting pattern of the immediate neighborhood provides an important comparative reference point. In the CR project area, typical houses on the numbered "avenues" face either north or south with yards in the rear of the house. Typical houses on the "presidents" streets face east or west, also with yards in the rear. There are typical solar exposure patterns associated with each of these compass orientations and whether a house is on a corner or mid-block lot.

See VPS: 2 – Relationship to Neighbors.
Note, however, the VPS memo doesn't discuss this specific impact.

Excessive noise impacts (N)

N1. Excessive noise from building-related equipment. New infill has exterior machinery or venting (e.g., heat pump, A/C compressor, gas furnace powered vent) that emits excessive noise nearby an existing dwelling's windows or yard.

See VPS: (this impact wasn't included)

N2. Excessive noise from parking and/or driveway traffic adjacent to existing dwelling or backyard. Vehicle traffic associated with new infill creates excessive noise for cars driving or parking on property.

Note: See also T1.

See VPS: 3 – Parking and Garages.
Note, however, the VPS memo doesn't discuss this specific impact.

Traffic, parking, and pedestrian safety impacts (T)

See VPS: 3 – Parking and Garages and 6 – Landscape and Pedestrian Realm
Note, however, the VPS memo doesn't fully cover the impacts listed here and omits T3 altogether.

T1. Parking or excessive driveway surface in front of structure (i.e., between structure and street), or excessive curb cut. These practices degrade pedestrian safety and the walking appeal of the affected side of the block.

T2. Excessive, poorly located, and/or poorly screened on-site parking. When an excessive amount of a property is used for parking, or the parking is poorly located and/or inadequately screened, it degrades adjacent properties' immediate surroundings.

See also VPS: 5 – Relationship to Street and Building Façade.

T3. Excessive alley traffic due to alley-access parking for multi-unit infill. The cumulative effect of multiple units on a single alley block can lead to excessive alley traffic, which creates noise, dust, and pedestrian safety impacts.

Note: As identified in T1, parking should be in the rear or setback to the side of single-family and multi-family infill. However, multi-unit apartments that have alley-access parking can lead to excessive alley traffic. Mitigating this impact can be accomplished in some cases by driveway access to interior parking. (But note N2.) In other cases, the best solution may be to limit the number of multi-family garage and parking spaces accessible from each alley block

Appearance or aesthetic impacts

This category covers the aesthetic or "style" characteristics of a structure and associated driveway/garage/parking, particularly in relationship to the surrounding structures. This includes things like placement of the dwelling and garage on the lot, roof styles, relationship to the street, setbacks, etc. Most of this type of consideration is purely a question of: "Does this structure fit in with the area visually."

The external appearance of a building and it's surrounding landscaping and driveway (or parking) are important both in how they please the eye of neighbors and in how they contribute to the hard-to-define "feeling" residents and visitors have about a neighborhood. In the Westside, the prevalent "traditional" single-family homes, with their generally modest size, sloping roofs, front porches, and a clear orientation to the sidewalk and street evoke the sense that this is a neighborhood where a regular part of your life includes walking and connecting with neighbors on the sidewalk, on your porch, or standing in your adjacent front yards.

In addition to encouraging pedestrian activity, the street orientation of this neighborhood's traditional character also enhances community safety. This benefit arises from the well-established role of "eyes on the street" in discouraging criminal activity.

Appearance – Generally applicable; related to neighborhood-wide character (SG)

See VPS: 3 – Parking and Garages and 5 – Relationship to Street and Building Façade.
Note, however, the VPS memo doesn't include the SG5 impact.

SG1. House or apartments adjacent to street aren't oriented towards street. New infill entrance(s) don't face the street; no visible front door(s); inappropriate front façade(s); etc.

Note: Several of the following items are related to this impact.

SG2. "Snout-nosed" (garage in front) dwellings.

SG3. Apartment with open garage (carport) underneath, facing street or adjacent dwelling.

SG4. Parking (or excessive driveway surface) in front of dwelling structure.

Note: See also SG2, T1, and T2.

There is an inherent problem in managing an excessively high zoning requirement for off-street parking as more units are added. The solution should <u>not</u> be to tradeoff the concerns among these related items. Instead, appropriate solutions should recognize that reducing off-street parking and/or permissible infill may be necessary.

SG5. Excessive impervious surfaces. New infill covers too much of the site with its footprint, pavement, and other impervious surfaces.

An excessive cumulative footprint of buildings, parking, and driveways can prevent adequate private (and publicly visible) green space and fall short of the amount of uncovered ground that a *mature* shade tree needs in order to thrive.

SG6. Infill on alleys doesn't meet appropriate aesthetic standards. New houses or apartments facing or accessed from the alley fail to meet relevant design standards e.g., orientation to the alley as a "lane," landscaping, etc.

See VPS: See also 4 – Alleys.

Appearance – Related to site-specific or block-specific character (SS)

SS1. Excessive scale or mass. New infill is too high, too wide, too large, or inappropriately organizes the mass for site or setting.

Notes: VPS results indicated a preference for:

- Multi-unit apartments should be smaller-scaled clustered buildings with identifiable entrances.
- Modest and non-repetitive mass and scale.

See VPS: 1 – Mass & Scale.

SS2. Incompatible overall "style". New infill has grossly incompatible style for site or setting.

Style elements that may be involved:

- Siding
- Roof line
- Articulation of walls
- Etc. (See prior section on ETN character.)

Example: A geodesic dome between two typical Craftsman-style houses.

See VPS: 5 – Relationship to Street and Building Façade.
Note: The VPS results don't discuss this impact in much depth, although it's one of the impacts frequently mentioned by residents.

SS3. Excessively plain wall facing street or adjacent to existing dwelling. New infill places excessively plain wall facing the street or an existing dwelling.

See VPS: 5 – Relationship to Street and Building Façade.
Note: The VPS results discuss blank side walls, but didn't include this impact in any conclusion or objective.

SS4. Incompatible setback to street. New infill front is setback too close or too far from street in relation to residences on the same block.

See VPS: 5 – Relationship to Street and Building Façade.
Note: The VPS results don't cover setbacks.

SS5. Inadequate landscaping.

Vegetation can soften some of the larger expanses of building and should present a "green" face to the neighbors. However, using landscaping as a screen should *not* be considered an excuse to allow substandard building design."

There is a cumulative, positive effect of private, but publicly visible, greenery on a neighborhood. By contrast, excessive reduction of greenery, through the cumulative effect of individual infill, degrades the neighborhood.

Note: See also SG5.

See VPS: 6 – Landscape and Pedestrian Realm

SS6. Removal of existing mature trees.

See VPS: (this impact wasn't included)

General impacts on neighborhood

This category concerns the individual and cumulative impacts on the "nature" of a block or the neighborhood as a whole. The concept of a cumulative impact can best be illustrated with an example. Suppose you live on a typical ETN street with eight or so single family houses on each side of the street. Replace one of those houses with an exceptionally well-designed four-unit apartment complex and the block may retain the general character of single-family, mostly owner-occupied residences. But, replace four of the houses on the same block with multi-unit apartments and the block will inevitably "tip" to the point where the now fragmented single-family owner/occupants no longer have the same sense of immediate community.

Despite this being a difficult design element to quantify, it's crucial to deal with because the cumulative effects of multi-family infill can dramatically destabilize the neighborhood even if each individual apartment meets minimum siting and design standards.

Eugene's land use policies recognize the importance of cumulative effects, as evidenced by the fact that both the Westside Neighborhood Plan and the Jefferson/Far West Refinement Plan have explicit policies that call for block level planning.

Neighborhood impacts (NG)

See VPS: (none of these impacts were included)

NG1. Too many multi-family structures added to a block with predominantly single-family houses. Cumulatively, there is excessive infill that is not traditional, single-family, street oriented housing.

Note: Different types of infill contribute at different magnitudes to cumulative effects. For example, on a single block, two lots with four-unit apartments have much more impact on the neighborhood character than four lots with a single-family house on the street and a small, single-unit "granny cottage" in back.

NG2. Excessive impervious surfaces. Cumulatively, infill covers too much additional land with impervious surfaces leading to excessive storm water runoff.

Note: See also SS5.

NG3. Demolition or removal of existing dwellings. Existing, compatible dwelling(s) are demolished or removed and not replaced with dwelling(s) of similar scale and use (e.g., single-family).

V. LAND USE AND DEVELOPMENT ANALYSIS R-2 LOTS EAST OF CHAMBERS STREET

Introduction

This report presents data and basic analysis on the R-2 zoned lots that are east of Chambers Street in the Chambers Revisited (CR) project area. Appendix A shows a map of the R-2 area that's covered by this study.

The initial list of R-2 zoned tax lots was provided by Planning & Development Department (PDD) staff. Lot boundaries and dimensions, from which lot areas were calculated, were obtained from tax lot maps provided on the State of Oregon "Geospatial Enterprise Office" Web site at http://www.ormap.org/index.cfm?opt=mapsonline .[18]

Volunteers from the CAFHN organization collected all other data by direct observation for each lot. Volunteers recorded the street address and current number of dwellings for all lots.

For lots with more than one dwelling and lots with a single-family house that appeared to be infill, the following information was also recorded:

- Structure type (e.g., duplex)
- Number of stories (1, 1½, or 2)
- Where on the lot structures are located
- Location of on-site parking
- Compatibility with typical neighborhood development
- Negative impacts

Negative impacts were coded according to the system summarized in the previous section of this report.

Digital photographs were taken of many sites and representative samples can also be found on the CAFHN Web site.

Summary visual surveys were also conducted by walking the study area. This method was used to determine such things as typical and maximum roof heights, roof forms, presence of sidewalks and on-street parking, etc.

[18] Data provided by PDD also included lot size in 1/100ths of an acre and the number of existing dwelling units on each lot. We cross-checked the City-provided data against the data from tax lot maps and from direct observation by CAFHN volunteers and found a significant number of errors in the City-provided data. We believe this report is based on the most accurate data that's available.

We provided the staff and consultants on the CR project team with a comprehensive list of all R-2 lots east of Chambers Street and identified all the discrepancies in the lot size and current dwelling units data.

CAFHN's data and Excel spreadsheet are available by request to any interested party, including Planning Commissioners, Planning Division staff, or members of the public. We welcome any corrections or suggestions regarding the data or our analysis. Contact the CAFHN Steering Committee at CAFHNSteeringCommittee@CNRneighbors.org . Please notify us at this e-mail address above of any errors that are found.

Blocks, lots, and area

The Chambers Revisited (CR) project area east of Chambers Street comprises 14 physical blocks with 265 R-2 lots. The total area of these lots is 1,767,398 square feet or approximately 40.57 acres.

Lots are distributed among the blocks as shown in the following table. The top figure is the number of lots, and the bottom figure is the total square feet of the R-2 lots on that block.

R-2 LOTS AND SQUARE FEET PER BLOCK (265 LOTS TOTAL)

North–South	West-East			
	1600s	1500s	1400s	1300s
Between W. 8th Ave. & W. Broadway	22 lots / 155,557 sf		20 / 119,387	16 / 97,600
Between W. Broadway & W. 10th Ave.	21 / 121,773	29 / 145,332	26 / 133,994	19 / 112,679
Between W. 10th Ave. & W. 11th Ave.			18 / 128,714	15 / 107,816
Between W. 11th Ave. & W. 12th Ave.	17 / 98,560		21 / 125,440	17 / 104,269
Between W. 12th Ave. & W. 13th Ave.	7 / 210,079			17 / 106,837

Of the 14 blocks, 11 comprise solely R-2 lots.

The other three blocks (shown with partial shading in the table above) comprise a mixture of R-2 lots and lots with R3, C1, C2, or GO zoning. These three blocks all have Chambers Street as their western boundary, and all non-R-2 lots in these blocks are in the western portion of the respective block.

Streets, sidewalks, and on-street parking

Eleven streets form the area's boundaries or traverse through the area. The following table identifies the major boundary streets for the study area and categorizes each street's traffic impact on the R-2 lots that face the street.

	Boundary Streets	**Traffic impact**
East-West Streets		
W. 8th Avenue	Northern	Medium
W. Broadway		Low
W. 10th Avenue		Low
W. 11th Avenue		High
W. 12th Avenue		Low
W. 13th Avenue	Southern	High
North-South Streets		
Polk Street	Eastern	Medium
Taylor Street		Low
Almaden Street		Low
Filmore Street		Very Low
Chambers Street	Western	Very High

Almost all blocks have sidewalks with a parking strip containing grass and trees between the sidewalk and the street. The exceptions are listed below:

- Entire east side of Chambers Street (5 blocks, 3 that have R-2 lots) – sidewalk is immediately adjacent to curb.
- All of Filmore Street (2 blocks) – narrow sidewalk is adjacent to street surface (no curb).
- W. Broadway between Almaden and Chambers Streets (2 blocks) – no sidewalk except half a block on south side immediately east of Chambers Street.
- Approximately 80' of north side of 12th Ave. immediately east of Almaden – no sidewalk.

Other than on Chambers Street, the sections without sidewalks and/or parking strips are generally still "pedestrian friendly." For example, although Filmore Street has no parking strip, there is so little traffic on these two blocks that there's almost no noise intrusion or concern for safety.

All streets, except Chambers Street, allow on-street parking on both sides. These parking areas are occupied in the approximate range of 25% to 75%. On high-impact streets (such as W. 11th Ave.), on-street parking provides a substantial buffer to pedestrians on the sidewalk. This on-street parking is an essential

element in maintaining the "pedestrian-friendly" quality of W. 8th, 11th, and 13th Aves., and Polk Street. In contrast, the sidewalk along the east side of Chambers Street puts pedestrians within a few feet of constant, fast-moving traffic which creates an inhospitable pedestrian environment.

Lot development

Most lots are developed individually, as single-family houses or with two to four units in different configurations (e.g., duplex, house with a detached dwelling unit, etc.).

However, there are four unique and atypical developments:

- **Eugene Hearing & Speech Center, 1050 W. 12th Ave.** is a medical clinic occupying the second largest R-2 lot in the area (53,720 sf). This lot is not likely to be redeveloped as residential in the foreseeable future. It lies to the north and west of the large Springtree Apartment complex (see next item) and south of the established traditional residential area. The property is well maintained and provides a stable adjacent development to the residential neighborhood.
- **Springtree Apartments**, 1475 W. 13th Ave. This is a 128-unit multi-family apartment complex on the largest R-2 lot in the area (125,658 sf). A set of about ten 2-story buildings contains 4 to 24 units each. There is no other development in the CR R-2 area that has a similar scale and configuration. The development lies south and west of the established "traditional" residential area. Although this development isn't truly part of the established traditional residential neighborhood, the development is well maintained and well buffered on the sides adjacent to the residential neighborhood. As such, it provides a stable transition from the mostly single-family neighborhood to the non-residential areas to the south and west. Evidence that Springtree doesn't have a negative impact on the traditional neighborhood can be seen in the three houses in "healthy" condition on lots adjacent to the Springtree's eastern boundary.
- **An 18-unit, triplex apartment development** on the south side of the 1600 block of
  W. Broadway, just east of Chambers Street. This complex was built on 6 lots (45,212 sf) that had their boundaries "gerrymandered" (including 8.33' street frontage for three lots) to create a large, totally-paved vehicle circulation area in the center of the development. The apartments are all triplexes with living space above open carports that face on the paved interior area. There is no orientation to W. Broadway nor any relationship to the surrounding residential neighborhood. There is no other development in the CR R-2 area that has a similar scale and configuration as this development.
- **The "Eco Village"** on the north side of the 1500-1600 block of W. Broadway; encompassing approximately 60% of the frontage west of Almaden Street. This complex spans five adjacent lots (37,297 sf) two of which have also been

"gerrymandered" to allow atypical development. There appear to be eight or nine dwelling structures with an undetermined number of dwelling units. There is one traditional (pre-war) house facing Almaden Street. All the other structures are oriented to an interior vehicle circulation, parking, and open space area. Three of the structures are very large, new buildings, one of which is almost three stories high. There are also three or four small, older dwellings that appear in relatively poor condition. There is also a new straw bale house. This development has essentially no orientation to the street (other than the original house on Almaden) and is atypical of any other part of the CR project area.

The table below summarizes the current development on R-2 lots into broad categories. A more detailed analysis is presented later.

General category of development	Number of lots	Area (sq ft)
Medical clinic	1	53,720
Large apartment complexes (Springtree Apts. and triplex development on W. Broadway (see above)	7	170,870
Eco Village	5	37,297
Vacant, landlocked (no access) lots	3	3,314
Vacant, not yet developed lots	2	12,387
Individually-developed lots (single-family, duplex, etc.)	247	1,489,810
Total	**265**	**1,767,398**

One of the important implications of the data in the table above is that the 247 individually-developed lots are a good starting point for determining the "character" of the residential neighborhood in this area. As explained later in this report, some of these lots have been recently developed in ways that are noticeably out of character with most of the original pre- and post-war development in the area.

Lot size and shape

The following table shows the distribution of lots by their square footage:

Lot size (sq. ft.)	Number of lots	Notes
1,000 or less	2	• Two small, landlocked lots (14 sf and 550 sf)
1,001 – 2,250	2	• Two single-family homes, one on an alley lot
2,251 – 4,500	53	
4,501 – 6,000	99	
6,001 – 8,000	64	
8,001 – 8,400	3	
8,401 – 8,800	10	
8,801 – 9,200	17	
9,201 – 9,600	2	
9,601 – 9,800	1	
9,801 – 10,000	0	
10,001 – 13,500	7	
13,501 – 18,000	3	• 50’ x 301’ lot at 832/842/842½ Almaden St. (Three houses; 4 dwelling units.) • Panhandle lot at 941 Almaden St. (Single family house) • Double lot at NW corner of W. 12th Ave. and Taylor St. (Three duplexes; 6 dwelling units.)
18,001 or more	2	• Eugene Hearing & Speech Center • Springtree Apartments
Total	265	

The graph in Appendix C depicts the distribution of lots by size.

The lots in the R-2 study area are almost all rectangular, although a number of them have slight irregularities, such as a small jog in one boundary. The following table provides a broad categorization of lot shape.

Lot shape	Number of lots	Notes
Rectangular	257	
Panhandle	1	• Single-family house at 941 Almaden St.
Large “L”	1	• Springtree Apartments
Irregular	6	• 3 in triplex development on W. Broadway • 2 in Eco Village • 1 has 4-unit development at 1333 W. 10th Ave.
Total	265	

The 257 generally rectangular lots can be categorized further as approximately a "square" or a (non-square) "rectangle." In this neighborhood, many of the lots are "rectangles" that run lengthwise from the street to an alley or to the rear boundary of another lot on the opposite side of the block. For our categorization, a lot was considered a more-or-less "square" if its longer dimension was less than 1½ times its shorter dimension. Reasonable allowances were made for lots that had jogs in a boundary. The overall breakdown is:

- "Square" lots: 55
- "Rectangle" lots: 202

These categorizations can be further subdivided according to lot size.

	Small	**Standard**	**Large**	**Total**
"Square"	2	29	24	55
"Rectangle"	73	123	6	202
Total	75	152	30	257

For this table:

- "Standard" square lots were those between 2,500 sf (50' x 50') and 5,400 sf (60' x 90').
- "Standard" rectangle lots were those between 5,000 sf (50' x 100') and 9,600 sf (60' x 160').
- "Small" and "large" lots of each type are those lots that fall on either side of the "standard" range for the respective lot shape.

Standard rectangular lots and large lots of either shape are very important elements of this neighborhood's character. These lots are where many larger trees are found on the *interior* of the blocks, adding significantly to the "greenscape" of the neighborhood. The mostly undeveloped backyards of these lots also provide the viewscape and sense of "breathing room" in the backs of houses – including houses on *adjacent* lots.

Consequently, maintaining the rough distribution of lot shapes and sizes is an important factor in maintaining the neighborhood stability, as well.

Street and Alley Access

Lots that face one or more streets have a range of frontage lengths, as shown in the following table.

Range in feet	Number of lots with minimum frontage in range	Notes
Landlocked (no street frontage)	3	
Alley lots (no street frontage)	13	
Less than 45 feet	12	
45 to 49	46	
50 to 60	147	
61 to 75	24	
76 to 100	16	
101 to 150	2	Double lot on corner of W. 12th Ave. and Taylor Street (3 original duplexes)
Over 150	2	Springtree Apartments and Eugene Hearing & Speech Center
Total	265	

Range in feet	Number of lots with maximum frontage in range	Notes
Landlocked (no street frontage)	3	
Alley lots (no street frontage)	13	
Less than 45	11	
45-49	37	
50 to 60	125	
61 to 75	20	
76 to 100	32	
101 to 150	17	
Over 150	7	Springtree Apartments and Eugene Hearing & Speech Center
Total	265	

Six of the 14 CR blocks east of Chambers Street have alleys, as shown in the following table.

ALLEYS				
North–South	West-East 1600s	1500s	1400s	1300s
Between W. 8th Ave. & W. Broadway				
Between W. Broadway & W. 10th Ave.				
Between W. 10th Ave. & W. 11th Ave.			E-W Alley W. 10th Alley	E-W Alley W. 10th Alley
Between W. 11th Ave. & W. 12th Ave.	E-W Alley W. 11th Alley		Alley W. 11th Alley Taylor Court	N-S Alley Polk Alley
Between W. 12th Ave. & W. 13th Ave.				N-S Alley Polk Alley

The two blocks immediately north of W. 11th Ave. have gravel east-west alleys (W. 10th Alley), as does the 1500/1600 block between 11th and 12th Aves (W. 11th Alley).

The 1400 block between W. 11th and 12th Aves. has T-shaped alleys, with a paved north-south alley running between W. 11th and 12th Aves (Taylor Court), and a gravel east-west alley running from Almaden St. until it intersects with the Taylor Court (W. 11th Alley). The east side of Taylor Court has four traditional, single-family homes facing the alley as if it were a regular street.[19]

The two 1300s blocks between W. 11th and 13th Aves. have gravel north-south alleys (Polk Alley). One of these, the 1300 block between W. 11th and 12th Aves., has a vacated partial alley from Taylor St. to the north-south alley. Although this partial alley is shown on tax lot maps, it's completely covered with landscaping from adjacent lots.

[19] Two of these houses were moved onto their lots when Monroe Park was cleared.

The following table categorizes lots by the type of street and/or alley access available.

Access	Number of lots
One street	156
Corner lot	50
Street and alley	43
Alley only	13
Landlocked	3
Total	265

Alley development

Alleys in this area have not been widely developed with dwellings or other structures. For lots with street and alley access, the alley is generally used for utility access, not for primary access to a dwelling or garage, which is typically via a driveway off the street.

The four houses on the east side of Taylor Court are an exception to the typical alley pattern. This portion of Taylor Court is paved and developed more like a "lane," with the four houses facing the alley as if on a standard street.

For lots with alley access, the following table shows the number of structures and dwellings accessed from the alley.

Access	Number of structures on alley	Number of single-family structures on alley	Number of dwelling units in multi-unit structures on alley	Total dwelling units on alley
Street and alley	11	8	9	17
Alley only	13	11	4	15
Total	24	19	13	32

There are 19 single-family dwellings facing on an alley, three duplexes, one triplex, and one 4-plex.

All five alley developments with multi-unit structures have severe negative impacts on adjacent properties.[20] *In the entire R-2 area, there are no examples of compatible alley developments with two or more dwelling units.* (See the "Assessing compatibility and impacts" section later in this report for a discussion of how we evaluated impacts.)

[20] These structures are located as follows: 1 duplex at 1143/1145 Polk Alley, 2 duplexes and a triplex in the 1400 block of W. 11th Alley, and a 4-plex at 1577 W. 11th Alley.

Structures

Almost all lots were originally developed with a single-family house and, in many cases, a small garage.

There are a few lots where the original structure was a one-story, side-by-side duplex. During the two main phases of development in this area (pre- and post-war), only two lots appear to have been developed with three or more dwellings. These two developments are:

- The set of three one-story, small-scale duplexes on the double lot on the NW corner of W. 12th Ave. and Taylor St.
- A duplex and separate single unit, both one-story and small-scale, on the SE corner of W. Broadway and Filmore St.

Note that both these developments are on corner lots. The three duplexes at W. 12th Ave. and Taylor St. are on a double lot, and their appearance and impact is comparable to three units on a standard lot.

Almost all the original secondary structures were built as single-car garages. A few of the original garages were two-car. Some of the original garages have now been converted to dwellings.

There appear to be only one or two examples where a detached "cottage" was built behind a house during the original pre- and post-war development. (The other current examples of detached, single-family, secondary dwellings appear to have been added in the 1970s or later.)

All established dwelling structures have sloped roofs (gabled or hipped). Almost all have a roof pitch between 8/12 and 10/12. There are a few dwellings with pitches up to 12/12 and one or two with steeper roof; but none under 6/12.

The typical pre-war houses are "bungalow" style with a maximum height *from grade to the ridgeline* of 20' to 22'. There are several (no more than five) traditional houses that are higher, but none are higher than 27' to the ridgeline.[21] Typical post-war houses are all less than 22' high.

Typical secondary structures (almost all of which were originally garages) are 15' high or less. There are no original secondary structures higher than 18'.

The footprint of pre-war houses is typically 30' or less across the gable end (the short dimension on hip-roofed houses), and 35' to 45' (or less) along the longer dimension. Post-war houses generally have shorter dimensions.

Typical houses have their main front plane 15' to 25' from the street-side lot boundary. There are approximately five houses with a setback of 13' to 15'. There are a small number of original houses with more than a 25' setback, and in all cases, these have yards in front (i.e., not parking, garages, or secondary structures).

[21] The historic "Chambers House" is an atypical Victorian-style house that was moved from a different part of Eugene and is higher than 27'.)

Driveways, parking, and garages

Almost all original, developed lots without alley access have a driveway on the side of the lot, running beside the house. When there is an attached or separate garage, it's typically setback from the main front plane of the house at least 10' (sometimes much more, even 20' or more) for pre-war houses. Many post-war houses have a similar setback; although there are a few that have lesser setbacks, including some that have a zero setback. Whether setback or not, almost all attached garages are small, one-car garages.

Most lots with both street and alley access have a similar configuration of a driveway off the main street. (A few such lots have their only vehicle access from the alley.) When there's a garage, it's typically setback from the front of the house or in the rear of the lot.

Most driveways were originally scaled for one car, and almost all have a maximum width under 10'. Many pre-war driveways are still at their original width of 8'.

Dwelling units and density

There are a total of 503 dwelling units in the R-2 area. The resulting density is 12.4 dwelling units/net acre (du/na). The overall density is 12.8 du/na if the Eugene Hearing & Speech Center is excluded.

The following table provides a breakdown by several subareas:

Area	Dwelling Units	Size (acres)	Overall Density (du/na)
East Traditional Neighborhood (ETN)	312	32.10	9.7
R-2 w/o Springtree Apts. And Eugene Hearing & Speech	375	36.46	10.3
R-2 w/o Eugene Hearing & Speech	503	39.34	12.8
All R-2 lots east of Chambers St.	503	40.57	12.4

The first row shows statistics for the East Traditional Neighborhood (ETN), which is the integral part of the R-2 area that for the most part retains its historic, single-family character. See Appendix A for the area encompassed by the ETN. The next three rows show the effect of adding additional R-2 areas to the analysis.

Note that the Eugene Hearing & Speech Center occupies 1.2 acres, but is completely developed with a medical clinic. Because this property is unlikely to be redeveloped for residential use in the foreseeable future, it's most appropriate

to exclude it from any density analysis used to assess impacts of infill development standards.

The following table shows the current number of dwelling units and density for each block:

R-2 DWELLINGS & DENSITY (DWELLING UNITS/NET ACRE)				
North–South	West-East 1600s	1500s	1400s	1300s
Between W. 8th Ave. & W. Broadway	40 dwellings 11.2 du/na		28 10.2	19 8.5
Between W. Broadway & W. 10th Ave.	36 12.9	36 10.8	27 8.8	24 9.3
Between W. 10th Ave. & W. 11th Ave.			30 10.2	23 9.3
Between W. 11th Ave. & W. 12th Ave.	30 13.3		36 12.5	18 7.5
Between W. 12th Ave. & W. 13th Ave.	136 37.9[22]			20 8.2

[22] This doesn't include the Eugene Hearing & Speech Center lot, which has no dwelling units. If that lot's area is included, the block's overall R-2 density is 28.2 du/na.

Number of dwelling units on a lot

Most lots have one or two dwelling units on them, as shown in the following table.

Dwelling units on lot	Number of lots	Total units	Notes
0 Medical clinic	1	0	Eugene Hearing & Speech Center
0 Vacant, no access	3	0	Small, landlocked lots
0 Vacant, developable	2	0	
1 Single-family	182	182	
2	47	94	
3	20	60	
4	7	28	
5	1	5	
6	1	6	3 duplexes on double lot at NW corner of W. 12th Ave. and Taylor St.
128	1	128	Springtree Apartments
Total	**265**	**503**	

Of the 265 total lots, there are 252 that have small-scale residential development. The other 13 units comprise: Eugene Hearing & Speech Center (1), vacant lots (5), Springtree Apartments (1) and the 18-unit apartment complex on the SE corner of W. Broadway and Chambers Street (6).

Of the 252 lots, 229 (91%) have one or two units; 14 (6%) have three units; and 8 (3%) have four or five units. The one six-unit development is on a double lot and more closely compares in intensity of lot usage to an adjacent pair of 3-unit developments.

Infill compatibility and impacts

For each lot with infill development, volunteers recorded elements of the structures' appearance, compatibility, and negative impacts on adjacent and nearby properties.

Compatibility

Although dwelling structures in the R-2 study area have several types of architectural style, there are common design patterns both for the structures themselves and their placement on the lot and in relation to adjacent structures.

The basic "compatible" pattern is a 1- to 1½-story dwelling facing the street (or alley) with a relatively narrow driveway and possibly a small garage setback or in the rear of the house. Characteristic dwellings also have a consistent range of height and mass, which is configured to avoid excessive vertical walls close to the street or adjacent properties. For a more extensive description of characteristic development, see the "Identifying the 'East Traditional Neighborhood' Character" section earlier in this report.

Other than on the Eco Village site, the R-2 study area doesn't have any examples of well-designed structures that are significantly different in style than the characteristic pre- and post-war houses. Consequently, our analysis didn't present the challenge of how to characterize a well-designed house that was a radically different style than one of the characteristic styles found in the ETN.

In fact, the most common reason for characterizing an infill development as "highly incompatible" was because the design or placement of structure(s) was noticeably too high, too large, too plain, lacked any orientation to the street, or a variety of other obvious deficiencies in height, mass and scale, basic design, placement on the lot, or other factor.

Impacts

To assess an infill development's overall negative impact (if any), we identified specific impacts from the list presented earlier in this report. Again, while in theory any judgment of impact is to some degree subjective, it was rarely necessary to make fine distinctions. Most frequently, an infill project's negative impacts were all too obvious.

Although we recorded individual impacts for all infill developments, we tried to avoid nitpicking when summarizing the overall impact of an infill development. In this report, we use the term "substantial impact" for those developments that have multiple negative impacts that are clearly recognizable and which would likely to be of concern to most adjacent residents.

We use the term "severe impact" for those infill developments that are so bad they are likely to prevent many prospective buyers who want to live in the

neighborhood from considering adjacent properties. Looked at another way, infill with "severe impacts" are the type that drive good neighbors away.

For readers interested in calibrating our assessments more closely, the following addresses provide a sampling of infill developments that are characterized as having "severe impacts":

- Triplex apartment complex at SE corner of Chambers St. and W. 8th Ave.
- House and 4-plex at 1570 W. 11th Ave and 1577 W. 11th Alley
- Triplex at 1475/1477/1479 W. 11th Alley
- Triplex at 1079/1089/1099 Taylor St.
- Duplex at 1680/1690 Broadway Place
- Duplex at 1021/1025 Almaden Street
- Duplex at 1450/1460 W. 11th Alley
- Duplex at 1465/1467 W. 12th Ave.
- Duplex at 1143/1145 Polk Alley
- 2½-story dwelling in Eco Village off 1500 block of W. Broadway.

Infill compatibility and impacts – Three or more units

The following table categorizes the 29 lots that have been developed with three or more units.

Description	Number of lots	Total units	Compatibility and impacts
All original development	2	9	• A double corner lot with three 1-story duplexes; parking in the rear on the alley. • A large corner lot with one 1-story duplex and a small one-story, single-family house; parking behind the duplex. Both developments are compatible with the neighborhood character and have minimal impact
Original single-family house plus "new" infill structures	4	15	All four of these developments have highly incompatible duplexes (2), triplex, or 4-plex infill with severe impacts.
Original duplex plus "new" infill structure	1	3	One-story duplex with small one-story house added on alley. Marginal compatibility, minimal impact.
Converted original house	4	12	Four houses converted to triplexes. • Two have badly designed, incompatible expansions of the original house. • Two or three of them appear to lack required on-site parking, and to not meet

Description	Number of lots	Total units	Compatibility and impacts
			City "Multi-Family" code, which would produce a substantial impact if corrected. • The one with legal parking occupies a unique lot on the corner of W. 13th Ave. and Taylor St. with only one adjacent residential lot, so impacts are minimal in this location.
Converted original house plus "new" infill structures	4	15	All four of these developments have incompatible structures and substantial or severe impacts.
All "new" development	12	38	• Three lots on W. 12th Ave. have similar sets of recent 1-story triplexes that are compatible in scale, but not in design. The developments have substantial impacts, especially from on-site parking. • The triplex apartment development on W. Broadway just east of Chambers Street has six completely incompatible 2-story triplexes with carports underneath with substantial impacts on adjacent properties and the nearby residential area. • The other developments are a pair of duplexes, one triplex, and one fourplex that are all highly incompatible and have severe impacts.
Eco Village redevelopment	2	6	• The highly incompatible Eco Village "enclave" with substantial impacts.
Total	**29**	**98**	

Note that the two original, small-scale duplex developments fit the character of the neighborhood and by themselves have minimal impact, especially since there appear to have originally been no other lots in the R-2 study area that were developed with more than two units.

In contrast, subsequent infill that resulted in three or more units on a lot has almost all been very much out of character and has had substantial to severe negative impacts on adjacent properties and the encompassing block.

Infill compatibility and impacts – Type of dwelling structures

The following table tallies and categorizes the dwelling structures found on R-2 lots.

Number of dwelling units in structure	Type of structure	Number of structures	Total units	Notes
1 unit	Single-family conventional house or cottage (not infill)	198	198	
	Single-family conventional house or cottage (infill)	16	16	
	Single-family detached garage conversion	3	3	
	Single-family attached garage conversion	3	3	
	Single-family other attached unit	1	1	
	Single-family atypical infill unit	1	1	Eco Village straw bale house
1 unit	**SUBTOTAL**	223	223	
2 units	Standard duplex	30	60	
	House with upstairs apartment	3	6	
	House with basement apartment	1	2	
	Single-family house + attached garage conversion	4	8	
	Other type of house conversion/extension	9	18	
2 units	**SUBTOTAL**	47	94	
3 units	Standard triplex	11	33	
	Other type of house conversion/extension	5	15	
3 units	**SUBTOTAL**	16	48	
4 units	Standard 4-plex	1	4	
	Other 4-plex	1	4	Dilapidated "barn-like" structure at 1577 W. 11th Alley
4 units	**SUBTOTAL**	2	8	

Number of dwelling units in structure	Type of structure	Number of structures	Total units	Notes
Unknown (est. 1-4 units)	Large infill structures	3	3	Eco Village (each structure tallied as single dwelling unit)
Unknown	**SUBTOTAL**	3	3	(estimated)
Excluding Springtree Apts. and Eugene Hearing & Speech Center	**TOTAL**	**290**	**375**	
Springtree Apartments	8-unit to 24-unit apartment buildings	10 (approx.)	128	
Non-residential	Medical clinic	1	0	Eugene Hearing & Speech Center
All R-2	**TOTAL**	**301**	**503**	

The table and discussion in the previous section addressed the compatibility and impacts of lots with three or more units. It's also informative to look at the compatibility and impacts of by the type of structure.

We analyzed the 20 duplexes that are the only structure on the lot. These stand-alone duplexes have the following characteristics:

- All but possibly three of the duplexes appear to be infill added after the neighborhood was originally developed.
- 12 are highly incompatible, and 4 are somewhat incompatible, with the neighborhood character.
- 4 have severe negative impacts, and 12 have substantial negative impacts.
- 10 are in poorly maintained condition.

There are ten duplexes on lots with three or more units total. Four of these are original structures, and the rest are infill. Of these six, none are compatible and five have severe negative impacts.

Another way to analyze infill is to look at two-story structures (not including house conversions) with two or more units. There are 17 such structures: eight duplexes, seven triplexes, and two fourplexes. All these structures are highly incompatible with the neighborhood character and have severe negative impacts.

If one were to point to the single category of infill that's had the most destabilizing effect on the neighborhood, it would be two-story, multi-unit developments.

Overall, there are very few examples in the CR R-2 area east of Chambers Street of infill – other than attached or detached single-family units and house conversions – that's been done in a way that's compatible with the neighborhood and has minimal negative impacts.

A second look at infill

This research suggests that, in the study area, Eugene's infill policy over the past two decades or so has failed to produce substantial benefit in reducing pressure for sprawl, yet has had substantial negative impacts and destabilized previously healthy functioning of parts of this pedestrian-friendly, close-in residential neighborhood.

This area was originally built up primarily as single-family homes with some duplexes and additional units. From 1948 to 1962, the R-2 ("Two-Family Residential District") zoning for this area reflected that pattern and allowed only two dwellings per lot. The result was a number of second-floor apartments, small attached and detached units, and small-scale, compatible duplexes. This approach produced higher densities than in R-1 zones, but had little impact on the stability of the neighborhood. The natural "carrying capacity" of this neighborhood's street and lot pattern was well-suited for many lots to have two dwellings of modest scale.

Although the R-2 definition and development standards were revised in the next twenty years, the allowable densities (down to 2,650 square feet per dwelling) effectively still limited most ETN lots to 1 or 2 units. About 30 lots could have 3 units and about 10 lots could have 4 or more units.

In 1982, a major shift in the R-2 purpose and standards began the dramatic increase in the number of units allowed on lots in this neighborhood and the onset of relatively recent "infill." In short, this dramatic change in zoning was predicated on an untested theory that simply increasing – across the board – the number of dwellings allowed per lot in this single-family neighborhood would relieve the pressure for sprawl.

We've now quantified the result of that approach in the CR R-2 study area. The effect can be seen by looking at the 27 lots that have been developed with infill that resulted in 3 or more dwelling units on the lot. (Converted houses are also included in this group.) The impact from these developments is starkly different than the impact of the 200 or so lots that have been historically developed with one or two dwellings.

The cost has been high. Of the 27 lots, 19 of them have severe negative impacts on adjacent properties, and 6 of them have substantial negative impacts.

The "benefit" has been low – only 36 more dwelling units than the approximately 330 that would exist if these infill developments had been limited to two units per lot.

Looking at these statistics, we should ask whether the destruction of this (and other) neighborhoods, whose development patterns have served well for over 75 years, is going to save Eugene from sprawl. And whether the price we're paying is worth what we're getting in return.

VI. PROPOSED S-C/R-2 SUBAREA DEVELOPMENT STANDARDS

This section presents CAFHN's objectives for development standards that cover the S-C/R-2 subarea of the proposed "Chambers Special Area (S-C) Zone." This area is identical to the "East Traditional Neighborhood" introduced earlier in this report.

In the previous version of this report, we presented a detailed proposal for development standards. These standards were formulated by extensive participation among residents and by reviewing ideas presented by consultants working on the CR project team. We made an effort to recommend just those "core" standards that were essential to protect the stability and character of the ETN neighborhood.

Planning Division staff subsequently worked with CAFHN representatives to create proposed standards for the S-C/R-2 subarea that incorporate many of CAFHN's recommendations. CAFHN has formally endorsed the resulting S-C zone proposal, including the S-C/R-2 development standards.

In the current version of this report, we've removed our original standards proposal, but have retained the objectives that motivated the original proposal and which the proposed S-C/R-2 development standards support.

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1. Dwelling units per lot

Objectives

- Allow increases in existing density levels *consistent with protection of the neighborhood character and stability*.
- Encourage:
  - Future development to be compatible with the neighborhood character, including scale and intensity of development.
  - Home ownership.
  - Detached dwellings.
  - Healthy greenscape and "urban forest."
  - Pedestrian-friendly streets and sidewalks.
- Limit the number of dwellings per lot to levels that:
  - Avoid substantial negative impacts on established residents and tenants.
  - Avoid excessive traffic on the neighborhood streets and alleys.
  - Preserve sufficient arable surfaces, both on the street and in the interior of blocks, to support a healthy greenscape, including large trees that constitute the established "urban forest."
- Inhibit wholesale transformation of blocks from the current harmonious mixture of owner-occupied homes and compatible rentals to a mass of multi-unit apartments.

2. Setbacks

Objectives

- Encourage massing of higher parts of a structure further away from adjacent properties.
- Discourage large walls that "loom" over adjacent homes and yards.
- Protect privacy of adjacent properties.
- Encourage structures' visual appearance that's compatible with existing structures in the ETN (S-C/R-2 subarea).

General notes: CAFHN's original setback proposal was based on the following basic concepts:

- Structures should generally have less mass the higher you go, and the higher parts of structures should be further away from adjacent properties.
- Setbacks should allow larger dwelling structure(s) in the front of a lot with street access, and only smaller structure(s) elsewhere (including on alley-access-only lots).
- Structures in the rear of a lot or on alley-access-only lots should locate higher walls further from adjacent properties than is required for a dwelling in the front of a lot facing the street.
- Setbacks for a dwelling adjacent to the street should allow typical gable-roofed structures to be oriented with the gables either facing the side of the lot (ridgeline parallel to the street) or facing the front and rear (ridgeline perpendicular to the street). This element of the standard should not result in a "loophole" that can be exploited to build out-of-scale structures.

3. Maximum building height

Objectives

- Encourage current prevailing building heights in the neighborhood.
- Prevent excessively high structures, especially adjacent to backyards.

4. Roof form

Objectives

- Prevent flat, mansard, and other main roof forms that are out of character with the universal use of sloped roofs in established S-C/R-2 structures.
- Encourage massing of higher parts of a structure further away from adjacent properties.

5. Lot standards

Objectives

- Prevent significant loss of characteristic rectangular lots (i.e., in the range of 50'– 60' wide and 120'– 160' deep). These provide interior open space and greenscape that are crucial elements of the neighborhood character.
- Maintain lots' characteristic rectangular (or square) shape, dimensions, frontage, and size.
- Encourage home ownership for partitioned lots, especially new alley-access-only lots.
- Other than new alley-only-access lots limited to one dwelling unit, prevent lot partitions, aggregations, and lot line adjustments that are intended primarily to increase the number of dwelling units allowed on the affected lot(s) before changes.

6. Lot coverage and vehicle-oriented surfaces

Objectives

- Measure lot coverage for structures accurately
- Preserve adequate arable greenscape area, including supporting large trees.
- Preserve adequate permeable surface area for ground-filtering rain water.
- Encourage compatibility with typical existing ETN (S-C/R-2 subarea) development, which has minimal lot surfaces covered by driveways, on-site parking, and turnarounds, etc.
- Prevent excessive vehicle-oriented surface area.

7. Other

Objectives

- Generally promote development that is harmonious with existing development and that minimizes negative impacts, as identified in Section IV of this report.

VII. CHAMBERS SPECIAL AREA (S-C) ZONE POTENTIAL DENSITY ANALYSIS

Introduction

This section presents data and basic analysis on the lots in the proposed "Chambers Special Area (S-C) Zone," which is identical to the "Chambers Revisited" project area. For a map of the area that's covered by this study, see Appendix A.

The initial list of tax lots was provided by Planning & Development Department (PDD) staff. Lot boundaries and dimensions, from which R-2 lot areas were calculated, were obtained from tax lot maps provided on the State of Oregon "Geospatial Enterprise Office" Web site at http://www.ormap.org/index.cfm?opt=mapsonline.

Volunteers from the Chambers Area Families for Healthy Neighborhoods (CAFHN) organization collected all other data by direct observation for all of the R-2 lots and many of the other lots.

CAFHN's data and Excel spreadsheet are available by request to any interested party, including Planning Commissioners, Planning Division staff, or members of the public. We welcome any corrections or suggestions regarding the data or our analysis. Contact the CAFHN Steering Committee at CAFHNSteeringCommittee@CNRneighbors.org . Please notify us at this e-mail address above of any errors that are found.

Basic data

The proposed S-C zone has 574 parcels with a total area of approximately 109 acres or approximately 4.75 million square feet.

The distribution of parcels by zone designation is shown in the following table:

Zone	Number of lots	Total acres
C-1	3	0.85
C-2	97	25.13
C-2 & I-2	1	0.73
C-4	8	1.47
GO	12	3.10
I-2	23	11.10
P-L	2	0.70
R-1	111	15.08
R-2	279	43.22
R-2/S-H	1	0.26
R-3	36	6.24
R-4	1	1.53
Total	574	109.41

The following zones allow residential development:

- R-1
- R-2
- R-3
- R-4
- C-1
- C-2
- GO

The other zones do not allow residential development, and are excluded from all potential residential density analyses. It should be kept in mind, however, that some of the C-4 and I-2 parcels might in the future be rezoned to allow substantial high-density residential redevelopment.

Potential density

Potential densities were calculated for several areas:

A. The S-C/R-2 subarea. This is the area with proposed limits on the number of dwellings on a lot.

B. All R-2 zoned lots (including the one R-2/S-H lot) in the S-C zone

C. All "residential" zoned lots (including R-1, R-2, R-2/S-H, R-3, and R-4 zoned lots) in the S-C zone

D. Several combinations of all "residential" lots plus subsets of "commercial" zoned lots that allow residential development (including C-1, C-2, and GO)

Projected Potential Residential Density in Chambers Special Area (S-C) Zone

Area	Description	Lots	Net Acres	Projected Potential Dwelling Units	Density du/na
A.	**S-C/R-2 subarea**	236	32.10	482	15.0
B-1.	**All R-2 (including R-2/S-H)**	280	42.25	874	20.7
B-2.	**All R-2, Except Berean Church and Eugene Speech & Hearing Center**	271	40.33	777	19.3
C-1.	**All "residential" (R-1, R-2, R-2/S-H, R-3, R-4)**	428	66.33	1,621	24.4
C-2.	**All "residential" Except Berean Church and Eugene Speech & Hearing Center, and Masonic Lodge**	418	61.65	1,352	21.9
D-1.	**All "residential" and "commercial" (R-1, R-2, R-2/S-H, R-3, R-4 and C-1, C-2, GO)**	540	95.41	2,449	25.7
D-2.	**Selected "residential" and "commercial"**	435	66.59	1,502	22.6

The potential density for the S-C/R-2 subarea (also known as the East Traditional Neighborhood or ETN) is 15.0 du/na. This means there's the potential for a 55 percent increase in density over the current 9.72 du/na (312 existing dwelling units).

In calculating the potential density for this area, the potential units for each individual lot was the greater of number of units allowed by the proposed maximum density for the S-C/R-2 subarea (see EC 9.3065 (3) (a)) or the number of existing dwellings, as confirmed by on-the-ground inspection of the lot. The potential dwelling units also includes 31 units that can be added on alley-access-only lots, which are allowed under the proposed S-C/R-2 standards (see EC 9.3065 (3) (h) 4).

The projected potential units do *not* include additional units that could be added by permitted lot partitions other than for alley-access-only lots. If these were taken into account, the potential density would be slightly higher.

The potential units for all R-2 lots is 20.7 du/na. We also looked at the projections when the lots occupied by the Berean Church and the Eugene Speech & Hearing Center were excluded, since these are unlikely to be redeveloped as residential in the near future. The potential density was 19.3 du/na.

The potential units for all residentially zoned lots is 24.4 du/na. Excluding the Berean Church, Eugene Speech & Hearing Center, and the Masonic Lodge on the one R-4 lot, the potential density is 21.9 du/na.

The potential units for all residential and commercial zones that allow residential development is 25.7 du/na. This projection was calculated using a maximum allowable density of 14 du/na for the C-1 and GO zones and 28 du/na for the C-2 zone.

Looking at a more selected set of potentially developable commercially-zoned properties, and excluding the residential lots identified earlier, we project a potential density of 22.6 du/na. The identification of which lots to include in any analysis is unavoidably subjective, but the potential densities would almost certainly be above 20 du/na, regardless of which commercial properties are included. The resulting potential densities are likely in any case to be substantially above relevant benchmarks for assessing the impact of the proposed EC 9.3065 (3) (h) 4. standard.

The table on the following page identifies R-3, R-4, GO, and C-2 lots with a high potential for redevelopment as medium- to high-density residential or mixed commercial/residential use. In addition to being zoned to allow residential use, these parcels are vacant, used for excess parking (not necessary to serve an adjacent business), had very low-value infrastructure, or had an infrastructure and current use that could reasonably be developed as residential.

We identified these lots from a street-level observation; so there may be barriers to redeveloping some of them that weren't observable from our inspection. Nevertheless, it's encouraging that there so many parcels with the potential for redevelopment and that redevelopment of these parcels could add a large number of dwelling units. The location of these potential dwelling units would be ideal to support commercial revitalization in the CR area, especially along W. 11th Ave. Well-designed apartments, condominiums, or townhouses on many of the sites would also have a *stabilizing* influence on the adjacent residential neighborhoods.

Chambers Special Area (S-C) Zone
Potential sites for medium- to high-density residential development

Tax lot map	Tax lot	Zone	Acres	Potential Units	Description
17043612	13501	GO	0.090	2	Vacant (parking)
17043612	13600	GO	0.110	2	Vacant (parking)
17043612	14100	C-2	0.290	9	Vacant
17043612	14700	GO	0.320	5	Vacant garage and parking
17043612	14701	GO	0.350	5	Vacant (parking)
17043612	15700	C-2	0.205	6	Retail (excess parking – partial lot)
17043612	16100	C-2	0.830	24	Old Post Office
17043612	17600	C-2	0.310	9	Vacant used car lot
17043612	19100	C-2	0.910	26	Bank (excess parking)
17043613	18701	C-2	0.510	15	Parking
17043613	18702	C-2	0.790	23	Cmrc. Parking
17043623	1700	C-2	0.874	25	Old Waremart parking lot
17043624	2100	C-2	0.170	5	Trailer office
17043624	2300	GO	0.120	2	Excess parking
17043624	11300	C-2	0.270	8	Cigarette Store
17043624	11900	C-2	0.086	3	House/retail
17043624	12000	C-2	0.120	4	Parking
17043624	12100	C-2	0.050	2	Parking
17043624	12701	C-2	0.250	7	Used car lot
17043624	12800	C-2	0.170	5	Locksmith
17043624	12801	C-2	0.170	5	Speedy Glass
17043624	12900	C-2	0.120	4	Vacant
17043624	12900	C-2	0.120	4	Vacant
17043624	13200	C-2	0.130	4	Vacant
17043624	13200	C-2	0.130	4	Vacant
17043631	600	C-2	0.202	6	Parking
17043631	1900	C-2	0.190	6	Small house as office
17043631	2100	C-2	0.180	6	Battery store
17043631	2200	C-2	0.070	2	Tin office bldg
17043631	2500	R-3	0.300	17	Tin shed
17043631	2600	R-3	0.310	18	Tin shed
17043631	3200	C-2	0.420	12	St Vincent dePaul and parking
17043631	3802	C-2	0.200	6	Vacant
17043642	6300	C-2	0.220	7	Parking
17043642	6501	GO	1.090	16	Elks/Eagle Lodge
17043642	6502	R-4	1.530	172	Scottish Rite hall
Total	**36 lots**		**12.21**	**476**	**39 du/na**

Potential density values for each zone

Zone	Density (du/na)
GO	14
C-2	28
R-3	56
R-4	112

Density "benchmarks"

For reference, we list below various "benchmark" values that appear in related land use policies or Eugene zoning code:

- Metro Plan Policy A.9 "Medium density" range: 14.28 to 28.56 du/na
- Eugene R-1 zone maximum density: 14 du/na
- Eugene R-2 zone density range: 10 to 28 du/na
- Eugene "Mixed Use Areas" (i.e., nodes) minimum density: 12 du/na

Conclusions

Every estimate of potential density under the proposed S-C zone standards, regardless of the area and/or zones that were analyzed, exceeds all relevant density benchmarks and satisfies all metro and local planning policies.

A realistic estimate of the potential for the density that could be achieved in a Chambers Mixed Use Center (MUC), considering redevelopment of high-potential lots, is in the range of 22 to 25 du/na.

This provides compelling hard data that there is no need to jeopardize the stability and neighborhood character of the ETN in order to meet the density objectives for an MUC in this area or to comply with Eugene and regional land use policies.

VIII. RESOURCES

Resources

- Visit the **Chambers Area Families for Healthy Neighborhoods** independent Web site:

  www.cnrNeighbors.org

- Visit the Eugene "Chambers Reconsidered" Web page at:

  www.eugene-or.gov/portal/server.pt?space=CommunityPage&cached=true&parentname=CommunityPage&parentid=3&in_hi_userid=2&control=SetCommunity&CommunityID=334&PageID=1467

  This page is accessible from the City of Eugene Web site at www.eugene-or.gov by selecting the following links:
  Planning | Mixed Use Development | Chambers Reconsidered.

IX. FEEDBACK AND ADDITIONAL INFORMATION

Contact:

Chambers Area Families for Healthy Neighborhoods
Steering Committee

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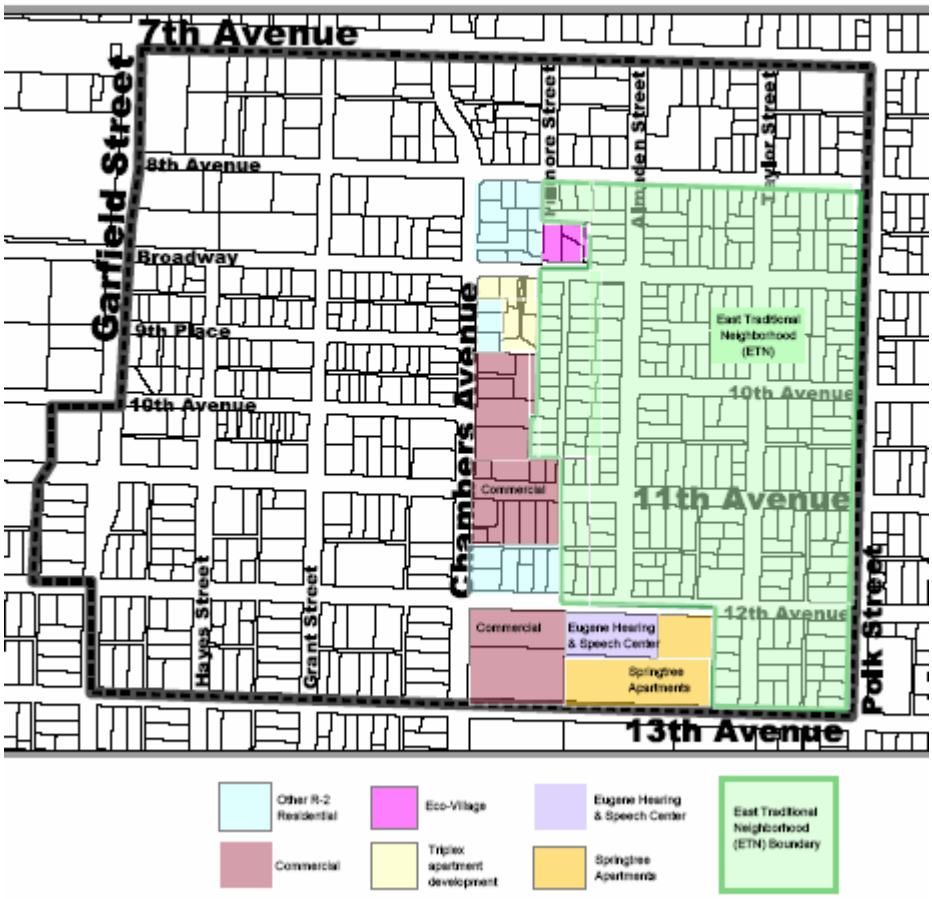
APPENDIX A. CHAMBERS REVISITED STUDY AREA

In the electronic form of this document, you can view a full-size color map by clicking here or anywhere on the map.

(URL is: www.cnrneighbors.org/documents/CNReastMap.pdf)

Appendix A. Chambers Node Revisited R-2 Study Area



APPENDIX B. LAND USE GOALS AND POLICIES

Eugene/Springfield Metro Area General Plan

The following Metro Plan "Residential Land Use and Housing Element" policies were adopted by the City of Eugene and serve as a guide for actions related to existing residential neighborhoods, such as those within the Chambers Revisited project area:

- A.13 Increase overall residential density in the metropolitan area by creating more opportunities for effectively-designed in-fill, redevelopment, and mixed use while considering the impacts of increased residential density on historic, existing, and future neighborhoods.
- A.20 Encourage home ownership of all housing types, particularly for low-income households.
- A.23 Reduce impacts of higher density residential and mixed use development on surrounding areas by considering site, landscape, and architectural design standards or guidelines in local zoning and development regulations.
- A.24 Consider adopting or modifying local zoning and redevelopment regulations to provide a discretionary design review process or clear and objective design standards, in order to address issues of compatibility, aesthetics, open space, and other community concerns.
- A.25 Conserve the metropolitan area's supply of existing affordable housing and increase the stability and quality of older residential neighborhoods, through measures such as revitalization; code enforcement; appropriate zoning; rehabilitation programs; relocation of existing structures; traffic calming; parking requirements; or public safety considerations. These actions should support planned densities in these areas.
- A.26 Pursue strategies that encourage rehabilitation of existing housing and neighborhoods.

Westside Neighborhood Plan

The **Westside Neighborhood Plan** was adopted by the City of Eugene as a local refinement plan and serves as a guide for actions related to the Chambers Revisited project area east of Chambers Street.

Westside Neighborhood Plan Goals

- Protect and improve the residential quality of the neighborhood.
- Protect the neighborhood from the negative effects of motor vehicle traffic.
- Provide public facilities and services to meet the unique needs of the neighborhood.
- Ensure that new development is in scale and harmony with the existing neighborhood character.

Westside Neighborhood Plan policies related to existing neighborhoods

- **General** [all areas]
  1. Prevent erosion of the neighborhood's residential character.
  2. Support improving existing housing and reducing the number of substandard units.
  3. Encourage the concentration of commercial activities within the core of downtown and prevent the conversion of residentially zoned properties to non-residential zoned districts within the Westside Neighborhood.
  4. Recognize the diversity of uses currently allowed in the residential, commercial, and mixed use zoning districts that exist in the Westside Neighborhood.
  5. Recognize the important role neighborhood-oriented commercial uses play in meeting the needs of those living and working in the area.
- **Neighborhood Character and Design** [all areas]
  1. Identify and encourage preservation of significant cultural resources and unique features of the neighborhood including buildings, sites, structures, objects, street trees, and landscape features.

     [The implementation elements make clear this includes rehabilitation of older structures and increasing the surface area devoted to landscaping.]
  2. Promote landscaping in the public right-of-way that will 1) mitigate the adverse effects of motor vehicle traffic, 2) provide defined entrances to the neighborhood, and 3) foster the distinctiveness of various parts of the neighborhood.
- **Central Residential Area**
  [Encompasses all of Chambers Revisited residential area east of Chambers, except north side of W. 8th Ave. All of the "East Traditional Neighborhood" area that's discussed at length in this report lies within the Central Residential Area.]
  1. The City shall continue to recognize this area as appropriate for medium-density residential development and shall discourage non-residential uses. This policy applies to all portions of the Central Residential Area, even those properties abutting major arterials such as Chambers Street and West 11th Avenue.
  2. The City shall encourage actions that will preserve existing residential structures, including rehabilitation, block planning, and shared housing.
- **Northern Residential Area**
  [The north side of W. 8th Ave. east of Chambers Street.]
  1. The City shall recognize this area as appropriate for medium density residential uses.
  2. The City shall promote residential development that will provide a transition between retail and auto-oriented activities on West 7th Avenue and lower-density residential developments south of West 8th Avenue.
  4. The City shall encourage alley access and parking to occur in rear yard areas with special landscaping and other amenities provided along West 8th Avenue.

Jefferson/Far West Refinement Plan

The **Jefferson/Far West Refinement Plan** was adopted by the City of Eugene as a local refinement plan and serves as a guide for actions related to the Chambers Revisited project area west of Chambers Street.

Jefferson/Far West Refinement Plan policies related to existing neighborhoods

- **General** [all areas]
  - 2.0 Recognize the potential for planning at the block level and promote actions that will increase the ability of residents and property owners to participate in decisions which affect their individual blocks.
  - 4.0 Encourage the involvement of citizens in land use decisions that may affect them.
- **Residential** [all areas]
  - 1.0 Encourage both public and private actions that will improve the overall appearance of the area and the condition of residential structures.
  - 2.0 Increase the opportunity for home ownership within the area.
  - 3.0 Encourage a mixture of housing densities and types to allow a diverse population group to live within the area.
- **North Low-Density Residential Area**
  [Broadway to the north side of W. 10th Ave, west of Chambers]
  - The City shall continue to recognize the area as suitable for low-density housing. Efforts shall be made to maintain and improve the existing housing stock through both public and private investments. In an effort to allow additional residential units and yet maintain the character of the area, the City shall encourage block planning, infilling, and shared housing. Access to housing units off of alleys shall be accommodated when not in conflict with other policies and goals.
- **Central Low-Density Residential Area**
  [The south side of W. 12th Ave to W. 15th Ave, west of Chambers]
  - The low-density designation recognizes existing residential development and land uses. The city shall continue to recognize the residential character of the area and provide incentives for public and private rehabilitation of rundown structures. In addition, the City shall encourage block planning, infill, and shared housing. Access to housing units off of alleys shall be accommodated when not in conflict with other policies and goals.
- **Mixed-Use/Transition Area (South of West 10th Avenue)**
  [The south side of W. 10th Ave, west of Chambers]
  - The City shall promote development that will provide a transition between retail and auto-oriented activities on West 11th Avenue and low-density residential development to the north. The City shall allow zoning that permits medium-density residential developments, and/or professional offices, yet prohibits intensive commercial activities such as drive-up uses. Site review subdistrict zoning shall be applied to this area to address the relationship of the development to the residential area to the north and the commercial area to the south. Efforts shall be made to improve the area by constructing needed sidewalks, planting

trees, and providing other amenities, and by encouraging access and parking in rear yard areas.

- The City shall recognize the need to maintain an appropriate scale of development within this area and to encourage developments that are sensitive to the adjacent park.

- **Mixed-Use/Transition Area (North of West 12th Avenue)**
  [The north side of W. 12th Ave, west of Chambers]
  - The City shall promote development that will provide a transition between retail and auto-oriented activities on West 11th Avenue and low-density residential developments. Allow zoning that permits medium-density residential developments, and/or professional offices, yet prohibits intensive commercial activities such as drive-up uses. Site review subdistrict zoning shall be applied to this area to address the relationship of the development to the residential area to the south and commercial area to the north. Efforts shall be made to create a distinctive quality in this area by such actions as sidewalk construction, landscaping, and rehabilitation of rundown structures, and by encouraging access and parking in rear yard areas.
- **Neighborhood Commons** [all areas]
  1.0 Support "grass roots" planning efforts.
  2.0 Provide opportunities for members of the community to contribute their insights concerning neighborhood life.
  3.0 Review land use application and referral processes in an effort to increase citizen participation.
  4.0 Provide safe and enjoyable access throughout the neighborhood.

APPENDIX C. CUMULATIVE DISTRIBUTION OF R-2 LOTS BY LOT SIZE