

# Walnut Station Specific Area Plan

July 2010





# Acknowledgements

In May 2005, the City of Eugene, in cooperation with the University of Oregon and the State of Oregon, initiated a planning process for Walnut Station Mixed Use Center. Since that time, several other agencies, consultant project teams, stakeholders and community members have been added to the team that resulted in this plan. There was significant involvement from the Technical Advisory Committee and a Stakeholders Group including representatives from the University of Oregon, The Chamber of Commerce, the Fairmount Neighborhood Association, and the City of Eugene. The effort of local participants was aided by the work of several professional consultants. The participation of inter-departmental City of Eugene staff, staff from other agencies, consultant teams and countless volunteer hours represented by community members was crucial to the successful outcome of the project. Project participants included the following organizations, agencies and individuals:

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# Chapter 1- Introduction

## Overview

The Walnut Station Specific Area Plan sets a new direction for future development in the Walnut Station area. It focuses on shaping the public realm (generally streets, sidewalks, and open space), through an integration of land use and transportation planning and infrastructure investments. The Plan seeks to implement several growth management strategies that call for compatible infill, higher density living opportunities, and mixed use development within Eugene's Urban Growth Boundary.

The Plan development process relied heavily on an iterative and varied public participation process and brought together property owners, residents, staff, consultants and numerous other stakeholders to develop a shared vision and a plan to implement the vision. This vision seeks to transform this area with great potential from its current, primarily automobile oriented state, to a vibrant, pedestrian friendly mixed use neighborhood. New approaches in both land use and transportation planning have been employed to meet the intent of this project.



*Walnut Station Planning Area Boundary*

## Walnut Station Planning Area

Walnut Station is a transit station at the intersection of Walnut Street and Franklin Boulevard, located along the regional Bus Rapid Transit (BRT) line called EmX. This mass transit corridor connects the downtowns of Eugene and Springfield and is currently being expanded to connect to RiverBend Hospital and the Gateway district in Springfield. The study area includes parcels that are generally within one quarter mile of the Walnut and Agate EmX stations.

The Walnut Station planning area is a largely commercial area at the eastern edge of the City of Eugene near Interstate 5, the University of Oregon campus, the Willamette River, and the Fairmount neighborhood. Factors contributing to the area's selection for establishment as a mixed use center include its location on EmX, existing development pressures and redevelopment potential, and proximity to the University of Oregon. The area straddles Franklin Boulevard, an arterial street that serves as a major gateway to the City of Eugene and the University of Oregon. The well established Fairmount neighborhood on the south side of 15<sup>th</sup> Avenue currently abuts the area with no transitional zoning. Protection of this neighborhood and provisions for a graceful transition from the commercial area on the north side of 15<sup>th</sup> Avenue to the historic character of the Fairmount neighborhood on the south side of 15<sup>th</sup> Avenue was also a significant factor in the designation of the Walnut Station planning area.



*15th Avenue looking west*

## Mixed Use Development Context

Mixed use development was formerly referred to as “nodal development” in TransPlan; the Transportation System Plan for Eugene and Springfield. In 1995, the TransPlan Land Use Measures Task Force developed design concepts and strategies to implement a transportation-efficient land use pattern within the Eugene-Springfield Metro Area. Mixed use development is a key component of Eugene’s strategy for integrating land use and transportation and meeting growth management objectives adopted by the City Council in 1998. The Walnut Station area was among those identified as a location within which the mixed use development concepts could apply.

Mixed use development promotes community sustainability and incorporates many features of the “Smart Growth” planning movement. These features include greater pedestrian orientation, an interconnected street network, accommodation of all modes of travel, a positive relationship between buildings and streets, more emphasis on building design, and more efficient use of land. If properly planned and developed, these centers can mature into high quality neighborhoods

that enjoy a mix of activities, more transportation options, convenient shopping and services, and urban amenities. Mixed use centers can reduce the reliance on automobile travel and the need for costly street improvements in outlying areas, slow the expansion of the Urban Growth Boundary (UGB) onto nearby agricultural and forest lands, and provide a greater variety of housing types within neighborhoods.

## The Walnut Station Mixed Use Opportunity

The Walnut Station area is poised to be redeveloped as a mixed use neighborhood with several supporting factors currently in place:

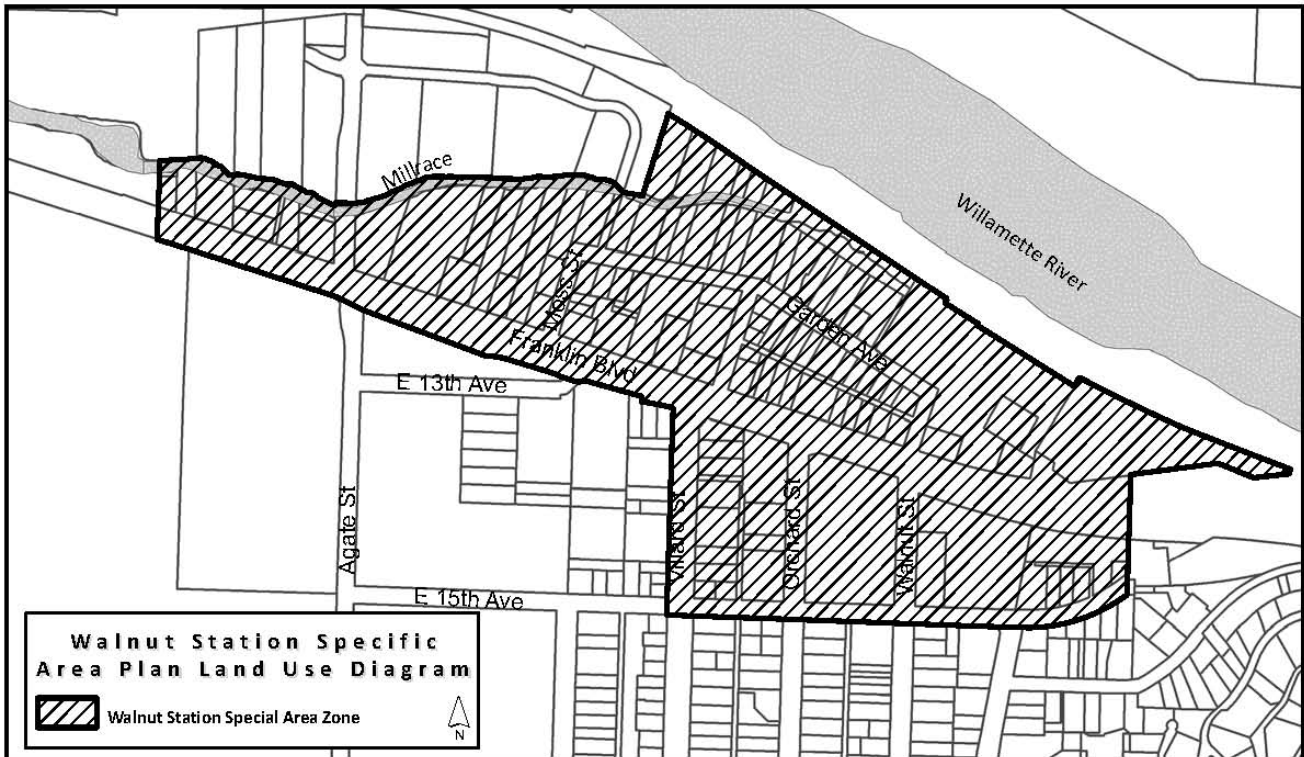
- The existing EmX transit system, which currently links the downtowns of Eugene and Springfield and provides a mass transit corridor along which mixed use development can thrive.
- The University of Oregon is adjacent to the area and has a large student population in need of housing and commercial services. The University has been a full participant in the process of planning for the future of the area.
- There is the opportunity to protect the existing Fairmount neighborhood and provide a more graceful transition to a pedestrian oriented mixed use development of the Walnut Station area rather than the current auto oriented commercial uses.
- High density development along transit corridors implements the Smart Growth concept. There are currently two high-density mixed use buildings in the building permit stage.
- Nearby residential neighborhoods adjacent to the University have seen an increased demand for high density housing; facilitating high density development in Walnut Station could alleviate development pressures in those areas.
- The Willamette River abuts the study area to the north and provides parks and open space and a natural features context for the site as well as making it a desirable place for people to live.
- The Walnut Station market study found that the demographics of the area support development of apartments and condominiums. Demand for units will come from students, faculty, or other area residents who wish to live near the Fairmount neighborhood or the University. Demand for housing will increase as the study area redevelops, when the neighborhood is able to offer more shops and services within walking distance, and once the EmX connections are further expanded to other parts of the Eugene-Springfield Metro Area.
- Many of the commercial lots on Franklin Boulevard are underutilized, offer outdated retail formats, or include buildings that are nearing the end of their life cycle. These sites offer excellent opportunities for redevelopment.



*Franklin Boulevard looking east*

# Walnut Station Specific Area Plan Land Use Diagram

To facilitate implementation of this plan and to alleviate the need for property owners to rezone individual properties at the time of redevelopment, the City initiated the change in zoning for all the Walnut Station area properties to S-WS Walnut Station Special Area Zone at the time this plan and relevant implementing ordinances were adopted. As shown on the Land Use Diagram, all land within this plan is designated as S-WS Walnut Station Special Area Zone. If this diagram conflicts with other refinement plan land use diagrams, the Walnut Station Specific Area Plan diagram shall control



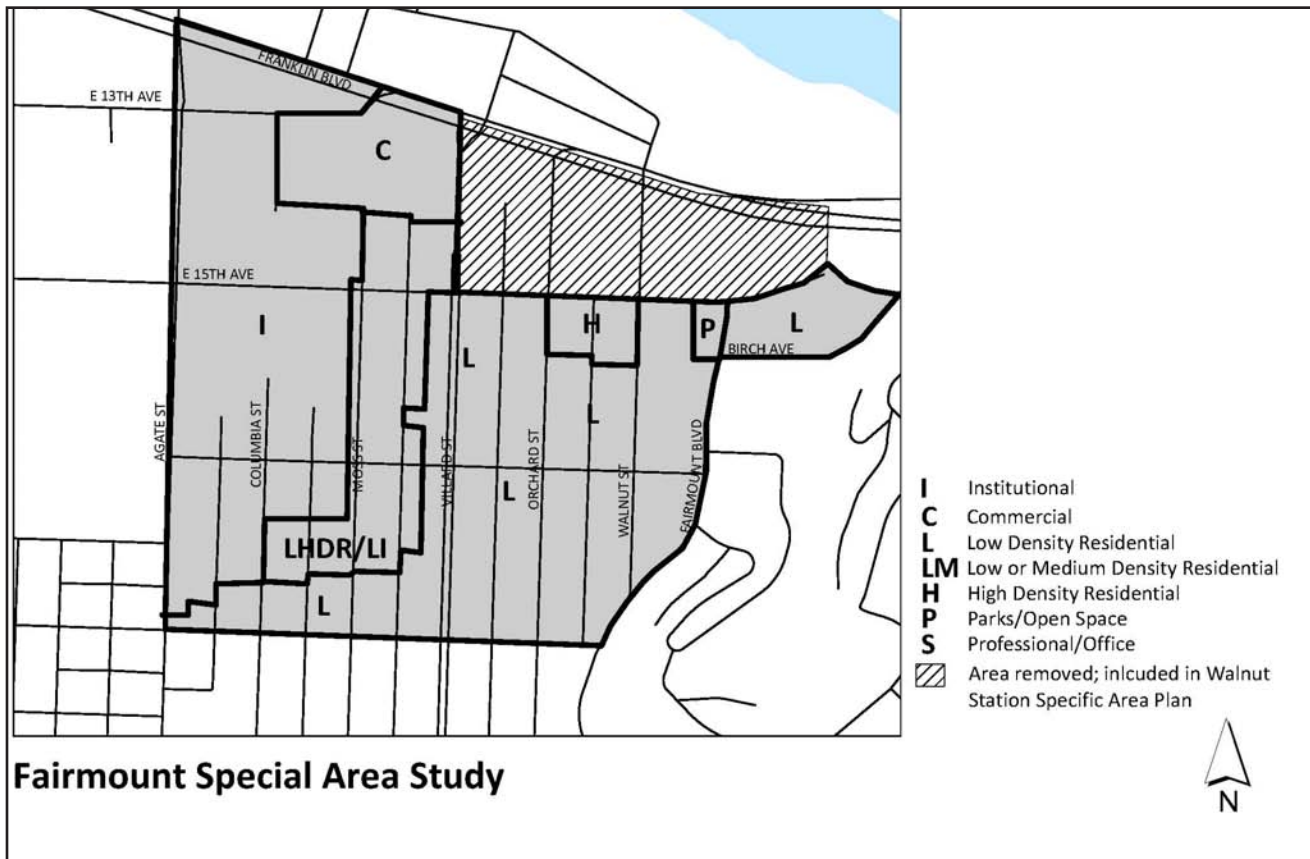
## Relationship to Other Neighborhood Plans

The Walnut Station Specific Area Plan provides the history and background for the planning processes that occurred from the project initiation in 2005 through the adoption process in 2010. This specific area plan provides information on how decisions regarding land use and transportation issues were made and how these land use, building form, and transportation and circulation standards are to be implemented.

Two other adopted refinement plans cover portions of the Walnut Station Specific Area Plan as follows:

Fairmount/University of Oregon Special Area Study (1982, Amended 2003). The Fairmount/University of Oregon Special Area Study covers land and contains a number of policies that apply to the portion of the Walnut Station planning area located south of Franklin Boulevard. As part of the adoption of the Walnut Station Specific Area Plan, this portion of land is being removed from Fairmount/University of Oregon Special Area Study and incorporated into the Walnut Station Specific Area Plan. The boundary of the Fairmount/University of Oregon Special Area Study will be amended to exclude the land within the Walnut Station Specific Area Plan, as shown on the following diagram of the Fairmount land use diagram:





The Fairmount Study policies that are relevant to these properties have been incorporated into the goals and objectives of the Walnut Station Specific Area Plan will therefore remain applicable. Though the portion of the Walnut Station Specific Area Plan located south of Franklin Boulevard is no longer part of the Fairmount/University of Oregon Special Area Study, applicable policies have been maintained and incorporated into the form based code for the Walnut Station Special Area Zone (S-WS) and within this plan, as described further below.

Riverfront Research Park Study. The Riverfront Research Park Study (RRPS) boundary includes that portion of the Walnut Station planning area north of Franklin Boulevard, though it is applied only to properties owned by the University of Oregon. The RRPS requires properties under University ownership to be zoned Riverfront Park Special Area Zone consistent with the RRPS plan, while allowing, but not requiring, privately held properties to rezone to the Riverfront Park Special Area Zone.

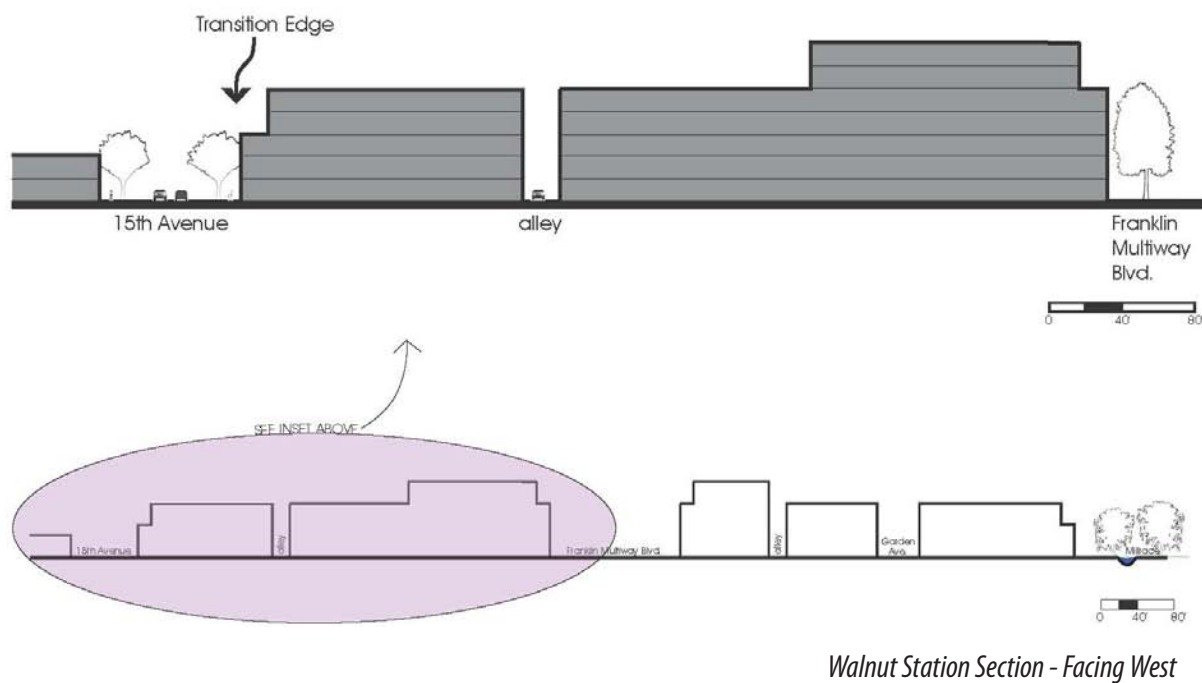
With the adoption of the Walnut Station Specific Area Plan, all lands within the Walnut Station Specific Area Plan boundary will be regulated by the adopted land use diagram as shown below. The S-RP Riverfront Park Special Area Zone and related development standards do not apply within the Walnut Station Mixed Use Center. The policies within the Riverfront Research Park Study will however remain applicable to all the land to which they currently apply, including those within the Walnut Station Specific Area Plan.

## Plan Approach; Goals, Objectives and Policies

The approach to addressing goals, objectives and policies in the Walnut Station Specific Area Plan is a shift from the way these have been addressed in previous plans. Creating a shared vision for the area was the starting point for the planning process, and a significant amount of time was dedicated to clarifying what the area would look like. This was done using tools such as a three

day “charrette” process where images of the area were created through computer generated programs and refined based on feedback received during the charrette. Comments were received also through subsequent public processes and from Stakeholder Group and Technical Advisory Committee recommendations. The process for creation of the vision is discussed in more detail in Chapter 2.

These processes were central to identifying and refining the common goals and objectives for the area. Key issues derived from the goals and objectives were identified and, to the extent they were relevant to land use and building form, incorporated into the form based code for the S-WS Walnut Station Special Area Zone (S-WS). These goals and objectives are therefore applicable to all development applications submitted for permit review, rather than remaining as policies in a plan applicable only to land use applications that are required in limited instances before submittal of a building permit for review.



Examples include reducing the building height for the entire S-WS zone to a maximum of seven stories, and requiring buildings to step down to five stories and then three stories to the Fairmount neighborhood to the south and to the Millrace and Willamette River to the north. These building height stepbacks were crafted largely to address the issue of transitioning from the commercially zoned area on the north side of 15<sup>th</sup> Avenue to the Fairmount neighborhood on the south side of this street, and to respond to the potential natural resource area of the Millrace and the Willamette River to the north.

Further, site and building design standards have been crafted for specific Frontage Districts in the S-WS Walnut Station Special Area Zone. The Frontage Districts are the designations for the different areas in the plan. There are three frontage districts; Franklin Corridor, Urban General, and 15<sup>th</sup> Avenue Transition Edge. The development standards for the Franklin Corridor Frontage District are specifically designed to create a vibrant pedestrian edge while also recognizing that this is seen as the most urban, highest intensity area within the Special Area Zone. The building design standards encourage active commercial uses such as retail space. The landscape standards are crafted for more urban areas that allow for narrower landscape beds and urban walls for screening pur-

poses, with no minimum landscape requirement. For the Transition Edge 15<sup>th</sup> Avenue Frontage District, the site and building standards still allow for active pedestrian uses, but are also scaled for residential uses and complement the building height standards. Consideration of these areas as transition areas resulted in standards that require a minimum of 15 percent of the site to be landscaped, and parking lot landscaping beds at a minimum of ten feet in width. Many resulting design and landscape standards for the Transition Edge exceed those that are required under the current Eugene Code (EC).

The S-WS form based code provides a clear and objective path for development to be reviewed



*Walnut Station Frontage Regulating Plan*

through the building permit process as long as the S-WS form based code standards are met. The S-WS form based code also provides a Design Review option as an alternative path. Design Review is intended for development applications that will achieve an equivalent or higher quality design than would result from strict adherence to the clear and objective code standards. Design Review is a Type II land use process involving notice to nearby landowners and approval by the Planning Director based on compliance with the Design Review criteria. These criteria are based on the goals and objectives for the area, including relevant policies from the Fairmount/University of Oregon Special Area Study. These policies have been rewritten and combined in some instances, the intent being to clarify when and how the criteria are to be implemented.

The following design review approval criteria codified within the Walnut Station Special Area Zone and are included within this Walnut Station Specific Area Plan as adopted plan policies. As such, they are applicable to relevant Type III, IV, and V land use applications.

- (a) Consistency with design objectives listed at EC 9.3950 Purpose of the S-WS Walnut Station Special Area Zone.
- (b) The project seeking Design Review approval will achieve an equivalent or higher quality design than would result from strict adherence to the otherwise applicable standards through:
  - 1. A building orientation, massing, articulation, and façade that contributes positively to the surrounding urban environment and;
  - 2. An overall site and building design that creates a safe and attractive pedestrian environment. Design elements for this purpose may include special architectural features, high quality materials, outdoor seating, pedestrian scaled lighting, prominent entries facing the street, multiple openings or windows, and a significant use of clear, untinted glass.
- (c) Impacts to any adjacent residentially zoned properties are minimized. Design elements for this purpose may include treatment of building massing, setbacks, stepbacks, screening and landscaping.
- (d) New buildings shall not increase the shadow cast by more than 20% of the maximum shadow area that would be cast by a building that complied with applicable height, step-back, and setback requirements of this chapter. Building shadow shall be measured at 3:00 p.m. on April 21 of any year.
- (e) The adverse effects of motor vehicle movement shall be mitigated as much as possible. Primary vehicular access to the lands north of 15th Avenue and east of Walnut Street should minimize impact on nearby residences and Fairmount Park.
- (f) Proposed development shall mitigate the storage effects of motor vehicle parking and parking impacts on the surrounding neighborhood shall be reasonably mitigated by minimizing off-street parking. This can be accomplished through the use of shared parking agreements; car sharing and bus pass programs, and other Transportation Demand Management Strategies.

In addition, the following criterion is applicable to any development application that requires a Traffic Impact Analysis review:

- (g) If a Traffic Impact Analysis that is required by the City Code projects that a proposed development will increase traffic on streets within the single-family neighborhood to the east and south of University-owned land the City shall require the applicant to mitigate those impacts through the use of traffic calming strategies or other mechanisms designed to discourage through traffic.

The third way goals and objectives of the plan are addressed is through the application of adopted policies that are within this Walnut Station Specific Area Plan. Policies are statements that set a specific course of action that will move the plan towards attainment of the goals and objectives. Policies are adopted by the City Council as guidance for decision making in the area. City programs, actions, and decisions will be evaluated on the basis of their ability to implement adopted policies of this plan as well as other adopted City goals and policies. These policies largely provide direction to address issues that could not be fully addressed and resolved in the scope of this plan, such as policies regarding future park land and treatment of the Millrace. The following policies are applicable to relevant Type III, IV, and V land use applications:

- (h) By April 30, 2011, the City shall initiate a process to evaluate the land use category of "University or College" to better define which uses are permitted outright. In preparing the report, city staff shall consult with representatives of the Fairmount Neighbors Association and the University of Oregon. This study shall be completed by October 30, 2012.
- (i) The City shall encourage applicants who desire amendments to this plan to involve the collaboration of the City and the Fairmount Neighborhood in the review and revision process.
- (j) After three years or 50,000 square feet of development (cumulatively) has been approved, whichever comes first, staff will provide a report to the Planning Commission regarding the status of development in the Walnut Station mixed use center and the potential impacts

- from the reduced parking allowances.
- (k) Prior to April 30, 2011, city staff shall provide a report to the Planning Commission which evaluates the Fairmount Neighbors Event Parking District created pursuant to the October, 2008, Arena Mitigation Agreement ("Parking District"). The staff report shall evaluate whether that Parking District is an adequate and appropriate mechanism to protect the Fairmount neighborhood from potential impacts from reduced parking allowances in the S-WS Walnut Station Special Area Zone and shall recommend alternative measures if the evaluation determines the Parking District is inadequate or inappropriate. In preparing the report, city staff shall consult with representatives of the Fairmount Neighbors Association and the University of Oregon.
  - (l) The city shall update the 2006 Agate Street and Fairmount Neighborhood Traffic Calming Study ("Study") to add mitigation measures that address the impacts likely to occur to the Fairmount neighborhood as a result of development/redevelopment within the S-WS Walnut Station Special Area Zone. City staff evaluation and identification of these mitigation measures for the Study update shall commence within two years of the date on which the City Council's adoption of the S-WS Walnut Station Special Area Zone becomes effective. The final Study update shall be forwarded to the City Council within three years of that effective date. Mitigation measures included in the updated Study shall be implemented, along with any other measures deemed necessary by the city, as development and associated impacts occur, through the city's development and building permit approval process and/or the city's annual Capital Improvement Program. In preparing the report, city staff shall consult with representatives of the Fairmount Neighbors Association and the University of Oregon.
  - (m) When the City engages in detailed development of the multiway boulevard, traffic and parking spillover impacts on the Fairmount neighborhood shall be evaluated.
  - (n) The City shall develop strategies to address the need to provide clear and easy access to businesses along the Franklin Boulevard multiway boulevard and address any loss of off-street parking spaces resulting from its construction.
  - (o) As part of an application to develop the lands formerly owned by the Department of Transportation (south of Franklin Boulevard, east of Walnut Street and north of 15th Avenue), the developer shall demonstrate that consideration was given to realigning the 15th Avenue bicycle path in the vicinity of those lands and making it more attractive. (Note: If the bicycle path is realigned, the City shall require an easement for the path to ensure its permanence in the future.)
  - (p) As part of an application to develop a property south of Franklin Boulevard or a property in the block on the north side of Franklin Boulevard between Moss Street, Villard Street, and Garden Avenue within the Walnut Station Specific Area Plan, applicants are encouraged to include access for pedestrians, bicycles and limited vehicular access consistent with the Transportation Features map shown as Figure 9.3978(3)(b) in the Walnut Station Special Area Zone.
  - (q) In prioritizing the need for future park land within the Walnut Station Mixed Use Center, the City should consider the relative density of residential development, in addition to walking distance to parks, as a factor.
  - (r) Due to the expected increase in residential density and lack of access to existing neighborhood parks, there is a goal of establishing a new neighborhood park for this area. Staff will work with landowners to find a suitable site of appropriate size and configuration for a new neighborhood park on the north side of Franklin Boulevard in the Walnut Station Specific Area Plan.
  - (s) Due to the uncertainty surrounding the future of the water in the Millrace, the City should complete a comprehensive study of the Millrace prior to decisions being made regarding its use as a park or other amenity, or before regulations related to development along the millrace are adopted or amended.

Chapter 2 describes the process through which information from the emerging Walnut Station vision was taken forward and refined into what became the final shared vision for the area. Chapter 3 provides details on how the development patterns and land use concerns were addressed

through the creation of new zoning and building form regulations. Chapter 4 provides information on how the emerging vision elements were addressed for the public realm of transportation and park systems.

## Chapter 2 - Creating the Vision

The vision statement below is aspirational based on the vision of how this area will appear if the goals, objectives, and policies are implemented. It is based broad input from stakeholders and property owners as well as information prepared by staff, consultants and direction from the Eugene Planning Commission. The vision statement embodies the shared values and aspirations of the community and includes the desired characteristics for the area. This vision set the tone for development of the Walnut Station Specific Area Plan and the Walnut Station Special Area Zone.



### Walnut Station Vision Statement

“The Walnut Station Center serves as a welcoming gateway to the city and is a vibrant center for the daily activities of the residents of Eugene’s east side. Inhabitants of the area and surrounding neighborhoods celebrate its important economic and geographic role in the community and its linkages to downtown, the University of Oregon, the historic Millrace and the Willamette River. Visitors and residents experience a unique sense of place where new and renovated buildings blend seamlessly with important natural resources and open spaces. People who live, work and play in the area enjoy new opportunities for shopping, forging social connections and building neighborhood identity

Franklin Boulevard is widely recognized as one of Oregon’s great streets, providing the retail services needed by residents of a vibrant neighborhood and an attractive and distinctive travel corridor that facilitates safe and efficient movement by all modes of transportation. Residents and

visitors experience a unique and welcoming entrance to the city and the University of Oregon, arriving by bike, bus, car and foot. The multiway boulevard encourages use by pedestrians and shoppers by separating through traffic from local access traffic, increasing safety throughout the corridor and providing a quieter edge as well as parking options on the local access lane. Vibrant, green foliage in well-designed landscaping, pedestrian scale lighting and attractive, human-scaled architecture all blend to create a sense of vitality fused with elements of nature. The buzz of shoppers enlivens retail stores on the ground floor of adjacent buildings, with cafes and restaurants providing a lively neighborhood experience. Residents, students, and visitors sip coffee in street-side cafes shaded by large street trees, enhancing the sense that this is a gathering place for the area and a true asset to the community.

Residents living in new housing have transformed the area from a utilitarian commercial strip to a vibrant neighborhood. New innovative building regulations have ensured that development has contributed to an attractive mix of building types, heights and facades that create enjoyable public spaces and connect to the history and character of the area. A diversity of housing types provide for a rich community both aesthetically and functionally, while residents enjoy working proximate to their homes. A vibrant mixture of retail stores provides for the daily needs of residents, as important products and services are only a short walk away from their homes and workplaces. People of all ages enjoy strolling through the neighborhood among buildings that look attractive and feel inviting and friendly. Few even notice the subtle transition between more and less intensive developments due to conscious choices regarding setbacks and design elements that a form-based code has facilitated.

Growing numbers of bus riders enjoy the ease and convenience of transit stations and dedicated bus lanes when traveling to work, buying groceries or eating out. Residents of the area travel between a series of transit stations that are conveniently located within short walking distance of their residence or final destination. Commuters and other travelers between Eugene and Springfield not only move through the corridor by rapid transit bus, but occasionally make a quick stop to buy essential household items or to have dinner or a drink with friends before continuing home.

Bicyclists and pedestrians move safely throughout the area in a way that has all but removed the need for automobile ownership except for longer regional trips. Commuters and recreational bikers pass by the area on the fully completed South Bank Bike Path. Bike routes throughout the development provide easy and safe connections to the path. A mid-block connector between Franklin and 15th Avenue provides a quieter east/west route for pedestrians on the south side of the development.

The Millrace is a major urban amenity, an important natural resource and a destination for residents and tourists alike. Families walk along the public way on the south side of the Millrace enjoying views of the water while deciding if they should rent a bike or perhaps share an ice cream cone from a nearby eatery. People in adjacent residences look out over the Millrace from small patios while considering if they want to barbeque tonight or walk down to the Millrace to their favorite café. Bikes are streaming by on the north bank of the Millrace as part of a long ride along the south bank of the Willamette River. Riders catch glimpses of the waterway cloaked in native riparian vegetation that forms an important buffer and supports a diversity of plants and wildlife.

Residents enjoy a variety of outdoor spaces that blend a vibrant urban character with opportunities for solitude offered by the natural environment. Families with small children enjoy a late afternoon visit to the playground at the neighborhood park along the Millrace while a spirited game of Ultimate Frisbee finishes up on adjacent athletic fields. Those seeking a taste of nature can venture by path to the banks of the Willamette River or to Franklin Park, where one can seek the cool and quiet of a heavily wooded area. Parks and open spaces are visually linked by streets lined with broad trees and extensive vegetation that also collect and filter stormwater from surrounding development. These areas are also linked to the larger system of parks in the City by the many bike and pedestrian path connections available.



Serving as the eastern gateway to Eugene, the Walnut Station area is a pedestrian-friendly neighborhood rooted in a strong sense of place and offering a tangible sense of community. Its vibrant character reflects the diversity of residents who live and work in the area and makes it a model for neighborhoods across Eugene seeking new models for how to grow responsibly while promoting the values residents have come to cherish."

## Developing the Vision

Developing the plan and implementation tools to bring the vision described above to fruition came about through a creative, collaborative approach with its foundation based on community involvement. In addition to meeting the City's acknowledged provisions for citizen involvement, there were additional processes that sought to maintain community involvement and participation throughout the several years it took to create this plan. There were a variety of community involvement activities and processes throughout various stages in the project, roughly outlined below:



### Community Involvement

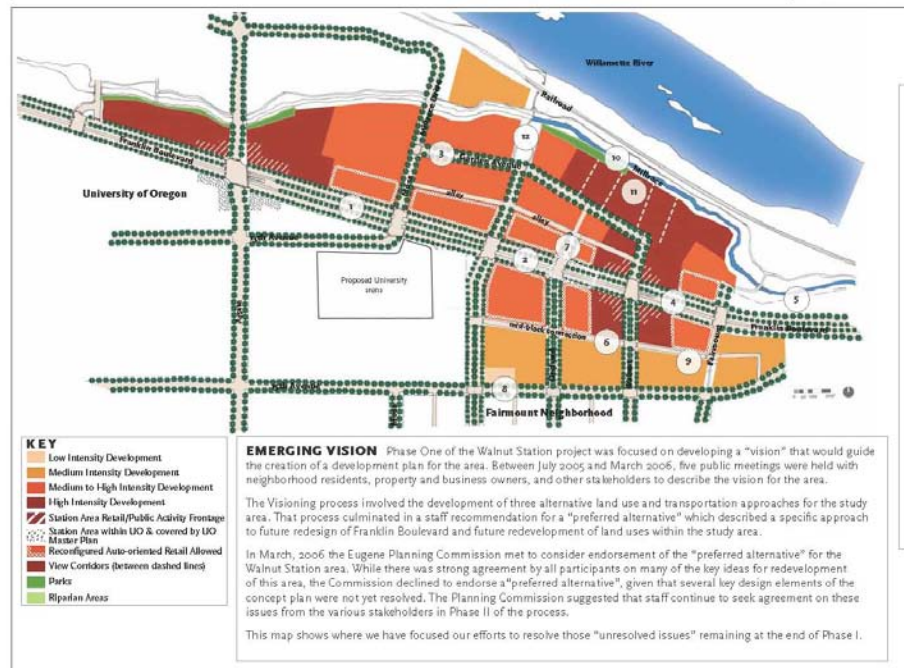
- Issue Group meetings with neighborhood groups, property and business owners, and transit customers, August & September and October 2005.
- Three Public Open Houses (June, September, November) in 2005
- Steering Committee created August 2005, with Eugene Planning Commission, the University of Oregon, Lane Transit District, Oregon Department of Transportation, and the Governor's Office to provide advisory input on the project through 2008.
- Technical Advisory Committee I (TAC) formed in July 2005, to guide the project and insure interagency coordination through 2008.
- Stakeholders Group. In 2008, the City brought together a stakeholders group with representatives from the Fairmount Neighborhood Association, the Chamber of Commerce, the University of Oregon and the City of Eugene. This group was convened by the Chamber and provided a forum to discuss issues and to mediate concerns between stakeholders as the plan developed. This Stakeholders Group was recognized for its collaborative efforts and given an award by Mayor Kitty Piercy in January 2009.
- Technical Advisory Committee II. A second TAC was created in 2008 with representatives from each Stakeholder Group, interdepartmental City staff, Land Transit District, and the State of Oregon. This committee reviewed and edited the form based code.
- Three Open Houses events were held between January and April 2009.
- Three-day design charrette in April 2009. This was an interactive and iterative process over the course of three days where the objective was for stakeholders and citizens to come to consensus regarding the desired urban form for different areas within the Walnut Station Specific Area Plan.
- Fairmount Neighborhood Association. The Fairmount Neighborhood Association created a Walnut Station subcommittee which met regularly throughout the process. Members of the subcommittee were included in the stakeholders group. Staff met with the subcommittee and the neighborhood association on several occasions. Earlier in the process, the meetings were

focused on getting feedback on creating the vision. Subsequent meetings were held to provide information on the development of the implementation tools and to continue to receive feedback as the form based code and this Specific Area Plan were developed. This subcommittee spent considerable time reviewing draft materials and providing valuable feedback and direction to finalize these documents.

In addition to these events, the Eugene Planning Commission held numerous work sessions on the various components of the code and the plan as it developed, and provided guidance to staff and the Technical Advisory Committee throughout the process. Project goals and objectives were consistently identified as being important to achieve implementation of the plan.

## Project Goals and Objectives

- Meet existing City of Eugene design principles for mixed use development planning and design including:
  - Illustrate a mixed use strategy of blended neighborhoods organized around a commercial core;
  - Illustrate design elements that support pedestrian-friendly environments and encourage transit use;
  - Provide for one or more transit stops within walking distance of the entire development;
  - Provide for a mix of land uses that offer a variety of services, activities and destinations;
  - Provide for a range of public spaces, such as parks, public and private open space, and public facilities that can be reached without driving; and
  - Provide for a mix of housing types and residential densities.
- Recognize the place of the Walnut Station neighborhood in the larger context of the City of Eugene.
- Make the Walnut Station area a gateway to the City and the University.
- Connect the neighborhood to the Willamette River.
- Create a land use, street and block pattern that fosters a blend of jobs, housing, institutions and recreational uses that are mutually supportive.
- Identify catalyst sites with the greatest development/redevelopment potential.
- Help existing and future businesses and employment centers thrive and contribute to new mixed use development.
- Minimize the effect of Franklin Boulevard as a barrier and make Franklin easier to cross.
- Maintain Franklin Boulevard function as a primary street serving through traffic.



- Make the Millrace a feature of the neighborhood. Illustrate alternative designs that restore the Millrace as a neighborhood and City amenity.
- Create a network of pedestrian and bicycle paths through the area.

In January 2006, after considerable input from area stakeholders, four alternative development scenarios were generated for review by the community. These development scenarios included a base case scenario, and three alternative development scenarios with options for land use, circulation patterns and development intensities. While the original intent was to choose one development scenario as a preferred alternative, no one scenario addressed all of the project goals and objectives, and there were elements identified that needed further study.

This review of alternative development scenarios did result in a number of areas in which there was agreement, referred to as the “emerging vision” design concepts. These design concepts were carried forward into the final stage of visioning through a three day design charrette, resulting in design concepts that were carried forward into the next phase of the project.

## Emerging Vision Design Concepts

### *Development Pattern and Intensity*

- The most intensively developed portions of the site will occur around the EmX transit stations at Agate and Walnut streets.
- Along Franklin at Walnut Street Station, the plan will promote high intensity residential and mixed use with retail frontage in the immediate station area.
- Along Franklin at Agate Street Station, the plan will promote high intensity residential and mixed use with retail frontage north of Franklin Boulevard. The University of Oregon property on the south side of Franklin Boulevard will continue to comply with University plans.
- Buildings up to five stories in height would be acceptable for properties along the 15th Street edge if appropriate design and height setback controls are included within the new development codes for the mixed use area. Those codes would regulate building articulation, landscaping, window placement and other building design features affecting the appearance and height of buildings along the street edge.
- Significant new residential development will be encouraged within the Walnut Station area.
- Some level of reconfigured auto-oriented development may continue to occur along Franklin Boulevard but should be limited to portions of Franklin located between EmX stations and will be subject to parking location and other design controls.

### *Street Network and Design*

- All streets in the planning area should be designed to promote and stimulate pedestrian activity.
- Franklin Boulevard should be redesigned to support multimodal use and transit-oriented development.
- The Franklin Boulevard redesign needs to accommodate long-term traffic growth while maintaining City performance standards for a major arterial level-of-service (LOS E).
- Franklin Boulevard crossing distances should be reduced to improve pedestrian safety and convenience.
- The future redesign of Franklin Boulevard should accommodate a second EmX lane.
- The appearance of Walnut Station area streets should be improved with attractive landscaping, improved sidewalks and appropriately-scaled street trees.
- On-street parking is appropriate in the study area and is seen as providing an effective buffer between pedestrians and moving traffic.
- As streets are reconstructed throughout the area, they should include facilities for pre-treatment of stormwater consistent with City stormwater requirements, where feasible.
- Orchard Street should not be extended north of Franklin Boulevard to connect Franklin with

## Garden Avenue.

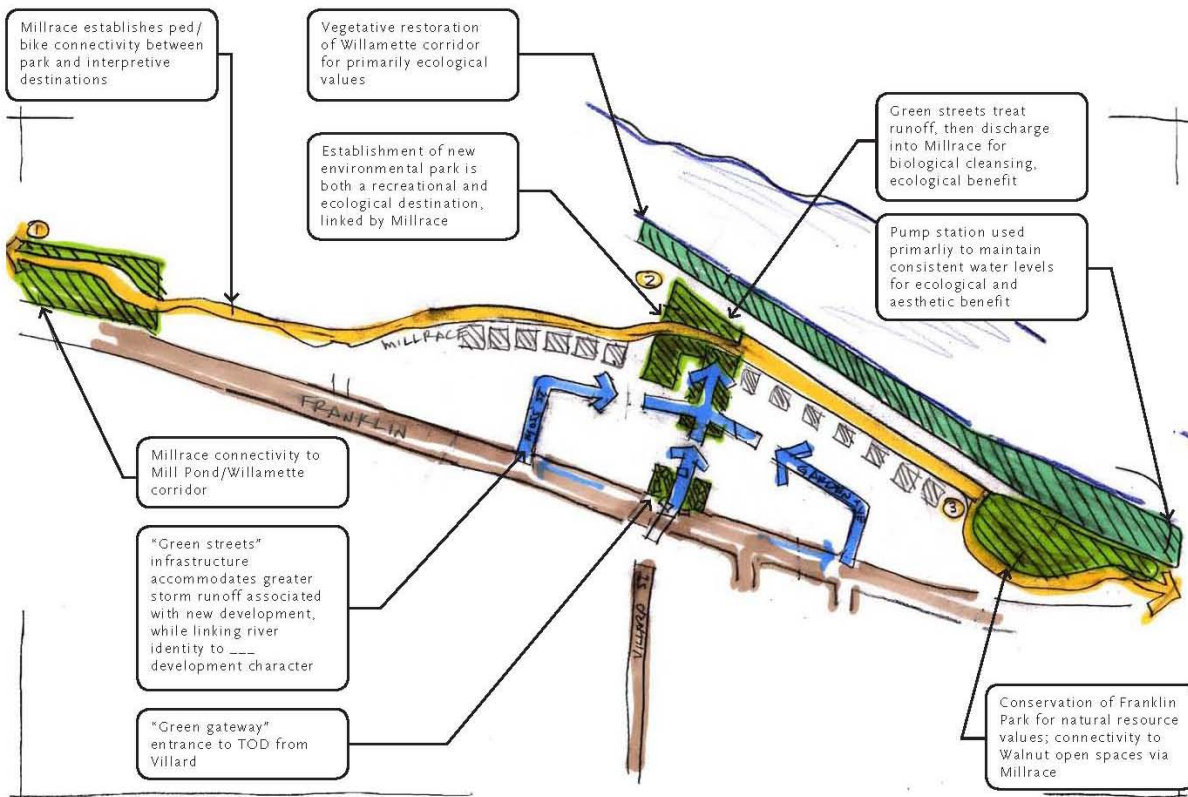
- Traffic calming techniques should be employed on local streets south of 15th Avenue to discourage cut-through-traffic and traffic speeds.
- Franklin Boulevard has great potential for implementing a “gateway” design signaling its role as an entrance to the University of Oregon and the City of Eugene.

## Bicycle and Pedestrian Circulation

- The South Bank Bike Path should be completed between the Autzen Footbridge and the Knickerbocker Bike Bridge.
- A new pedestrian connection will be encouraged within the superblock configuration located between Franklin Boulevard, 15th Avenue, and Villard and Walnut Streets. This new pedestrian facility could be built in conjunction with future redevelopment of these blocks. Vehicle access to parking and truck access to retail stores would be provided separately. The specific alignment of the future connection is not yet known.
- The Walnut Station plan should acknowledge or address bicycle and pedestrian safety issues on portions of the riverfront bike path lying between Eugene and Springfield.

## Parks and Open Space

- At least one new neighborhood park is desired for the area to support additional residential development in the area.
- New physical and visual connections to the Willamette River are highly desired by area residents.



# Chapter 3 - Implementing the Vision

The shared vision for the Walnut Station Specific Area Plan recognizes the need to integrate land use and transportation planning, and this can be readily seen through the design of the multiway boulevard. Land use and building form are regulated differently on private property than within the public realm. This chapter describes how the changes to land use regulations were determined. The public realm, which includes transportation and parks infrastructure, are covered in the following Chapter. While addressed separately, land use and transportation remain integrated in this plan.

## Addressing Development Pattern and Intensities

The visioning process and resulting emerging vision elements made clear that, to a large degree, the community desired this area to become a thriving, vibrant, pedestrian-friendly mixed use neighborhood. However, current zoning code requirements do not often result in the type of development sought through this plan.

Like most local governments in the United States, the current land use code in Eugene is based on Euclidian zoning which regulates land uses by separating them. Because one of the original purposes of zoning was to prevent adjacent incompatible uses, these zoning regulations are often reactive and focus on what is not allowed. Zoning requirements are usually applied generically throughout the entire community in a one-size-fits-all manner, without any specific planning or thought about what the community wants the development character of individual areas or neighborhoods to be. Although the resulting development may be compatible in terms of density, it can often be incompatible with the physical context in the surrounding community.

To address these compatibility concerns, additional processes such as Site Review, Conditional Permit Review, and Planned Unit Development review are required for some uses and development applications. While these processes may result in development better suited to a specific area, the development review process can be timely and costly. Additionally, there may not be a clear understanding of the type of development or density pattern, and how that will appear once it is constructed. Further, while the current code allows residential uses in commercial zones, it can only be built if there is commercial use on the first floor. While the intent has been to encourage mixed use developments, the requirement that every building have a mix of uses has caused difficulty with financing some of these projects. Highly prescriptive development regulations are seen as having a barrier effect on development.

## Taking a New Approach - Form Based Codes

Form based codes are type of development regulations that are a growing alternative to conventional zoning laws. They go beyond land use to address not just the physical form of the buildings but also surrounding streets, blocks, and public spaces in order to protect, create, and revitalize sustainable communities. These codes place a greater emphasis on the physical character of development and deemphasize the regulation of land use. Form based codes address the relationship between building facades and the public realm. The public realm is comprised of public open spaces, such as plazas, squares, and parks; that is, the space created and partially enclosed by the building facades on either side of the streets. It also includes setback areas as well as the street right-of-way itself.

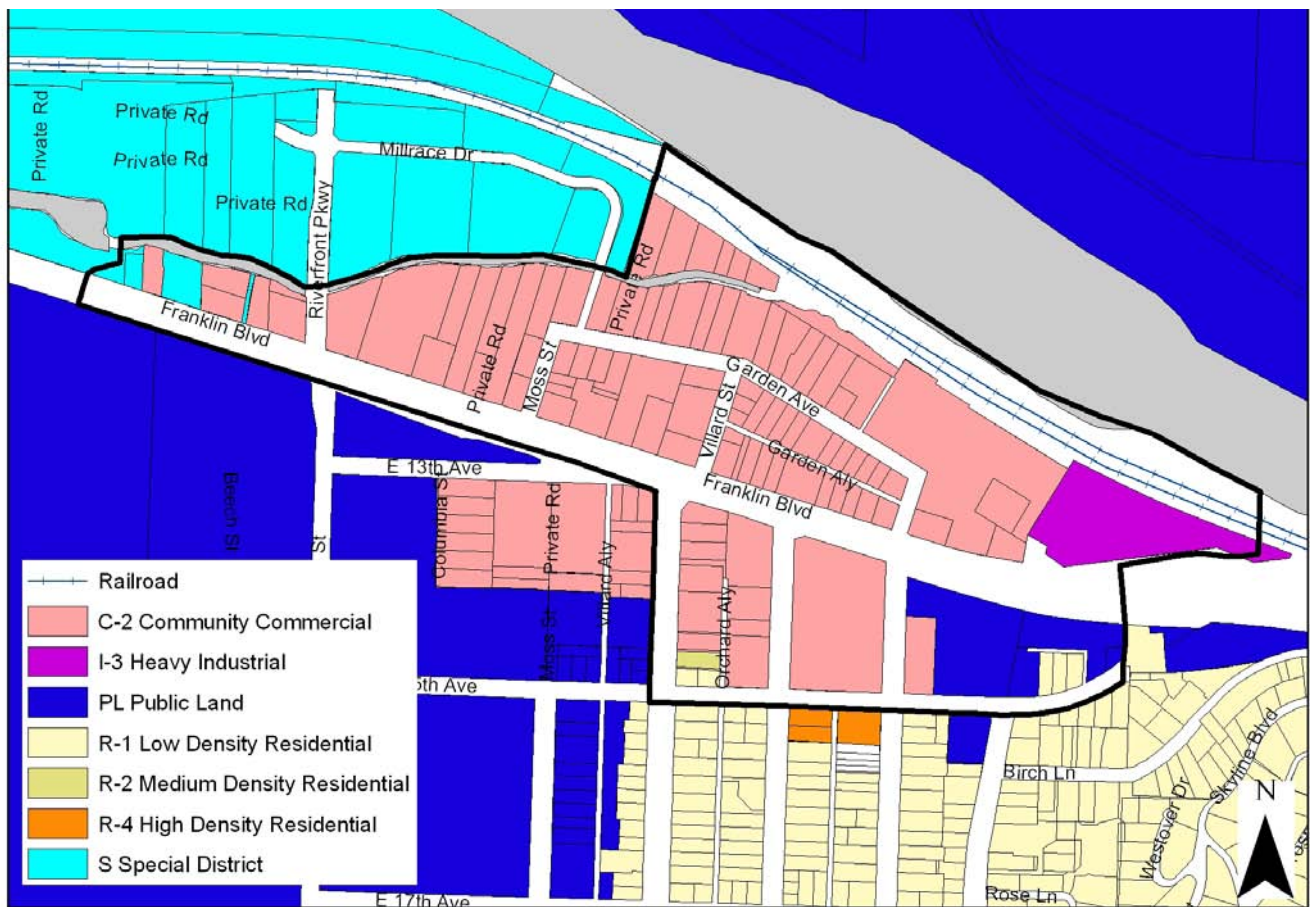
Form based codes provide greater predictability about the look and feel of development and offer developers a clearer understanding of what the community seeks. In return, form based codes can make it easier for citizens to help create the physical development they want by participating

in the creation of form based code standards, which will more likely lead to their acceptance of proposed development and street designs in their community. Because form based codes de-emphasize land uses, a mix of uses is easier to achieve.

Form based codes also provide an opportunity to address compatibility issues and transitions through building design and form, rather than relying on costly and time consuming land use application procedures. There has been an increasing concern with the development patterns that result from the existing land use regulations in place, and this is well illustrated in the southern portion of the Walnut Station Specific Area Plan.

*Form Based Code Applications for Walnut Station*

15<sup>th</sup> Avenue is a local street that forms the southern boundary of the Walnut Station Specific Area plan. The property north of 15<sup>th</sup> Avenue is currently designated and zoned almost exclusively for commercial use. Except for a portion of the lands formerly owned by ODOT and the City owned park land, the land within the Walnut Station Special Area zone was primarily commercially designated in the Metro Plan. Commercial zoning allows buildings up to 120 feet in height with no building setback requirements. This is in contrast to the south side of 15<sup>th</sup> Avenue which is the residential edge of the Fairmount Neighborhood. This is a large, well-established residential neighborhood with strong character and with involved residents and occupants. Zoning in this neighborhood is for single-family residential use except for the parcels fronting East 15<sup>th</sup> Avenue between Orchard and Walnut Streets, which are zoned R-4 High Density Residential. There is a required 10 foot setback for all residential zones. Low density residential building heights are capped at 35 feet. While the block between Orchard Street and Villard Street is zoned for high-density and also has a 120 foot height limit, the residential setback still applies. Maintaining the



*Zoning designations for area prior to adoption of Walnut Station Special Area Zone*

residential character on the south side of 15<sup>th</sup> Avenue while balancing the need to allow reasonable commercial use on the north side of the street is a significant focus of this plan.

Within the remainder of the Walnut Station Specific Area Plan area, the land use pattern is somewhat fragmented on the north side of Franklin Boulevard, with multiple ownerships and many existing businesses. These include hospitality uses, auto-oriented uses, retail and restaurant uses, as well as some scattered residential development. On the south side of Franklin Boulevard, larger portions of property are within single ownership or development control. Between Villard Street and Orchard Street on the south side of Franklin, there is a neighborhood grocery store and pharmacy (Market of Choice/Hirons). These stores are recognized as a vital component of the existing and future neighborhood. The University of Oregon owns the remaining southern frontage of Franklin Boulevard having recently purchased the former automobile dealership (Romania) and the land previously owned by the State of Oregon and occupied by a Department of Motor Vehicles office. Prior to adoption of this plan, all properties owned by the University of Oregon were zoned PL Public Land.

The R-4 zoning on the south side of 15th Avenue between Orchard and Walnut Streets is a bit of an anomaly in that there is no transition between the R-4 and the R-1 zones. Further, this is the only R-4 zoning in an area otherwise zoned for and developed with single family residential dwellings. There was interest in addressing this zoning anomaly by recommending that these parcels be re-designated to medium density residential zoning. While the plan boundaries do not include the R-2 parcels and therefore re-designation as part of this plan is not possible, there is strong support to re-designate those R-5 parcels to a more appropriate medium density residential zoning district.

The form based code approach was used to incorporate the emerging vision and design elements by developing specific building and site design standards for the different areas within Walnut Station. This allowed the areas adjacent to the neighborhood and the natural resource areas to have building and site design standards that were crafted specifically to how these areas should look and feel, recognizing that their character should be different than that of Franklin Boulevard.



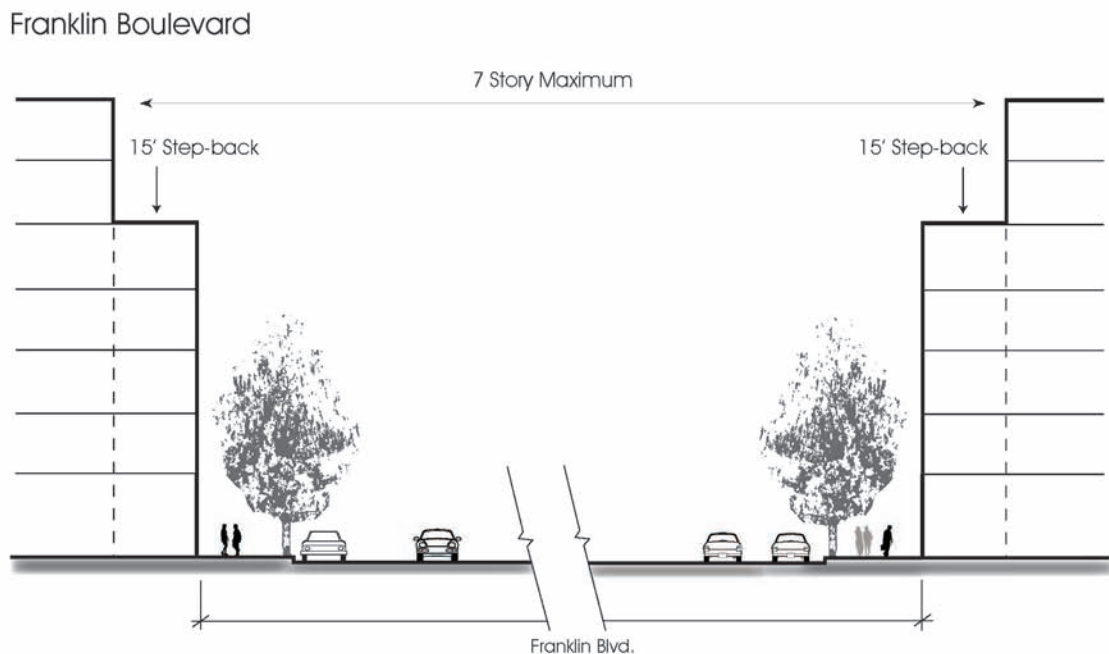
*Illustrative Plan for Walnut Station*

### *Illustrative Plan*

Form based codes are based on a vision for an area, and visual tools are used to communicate this vision. An Illustrative Plan was created to capture a development pattern consistent with the vision. This is a valuable tool to communicate the look and feel desired for an area.

### Franklin Corridor/Urban General

Early design iterations portrayed different levels of intensity along the Franklin Corridor, focusing the highest level of development density at the EmX stations. As the plan progressed, a strong need was recognized to allow for a large degree of flexibility as to how the area could develop, and that the market rather than the City regulations should dictate where the appropriate level of commercial intensity could occur. As such, the entire Franklin Corridor became one frontage



district.

Several variations of building height limitations were considered. Some property owners suggested retaining the existing height limit of 120 feet, while some neighbors favored buildings no more than three or four stories anywhere within the Special Area Zone. In order to determine the appropriate building height standards, it was necessary to address the specific impacts that were of concern regarding building height rather than trying to arbitrarily reduce building heights.

Access to sunlight along Franklin Boulevard was raised as a concern, and some participants recommended a maximum building height of five stories to ensure the sidewalk on the north side of Franklin Boulevard would not be in shadow cast from buildings on the south side of the street. When this was evaluated, it was found that a seven story building height with a 15 foot stepback above five stories will allow sunlight to illuminate the sidewalk and the entire face of buildings on the north side of Franklin Boulevard, even on the shortest day of the year.

There was also the consideration of how to incentivize high quality construction, and how to encourage seven story buildings in the most urban portion of the area to be a minimum of seven stories in height without an additional review process. The maximum height for wood-frame building construction in Eugene is five stories. Buildings of five stories or less are typically



constructed with wood frames, and this type of construction is typically used for apartment buildings. Concrete or steel frame construction must be used for buildings of six stories or more in Eugene, and concrete and steel frame construction is more typically used for condominiums. Concrete and steel frame construction buildings typically have longer life spans and are made of more durable, attractive materials. Allowing for a maximum of seven stories along Franklin Boulevard will provide an incentive for this type of construction in the Walnut Station core area and provide for a wider variety of housing types.

In allowing for seven story buildings there is a nexus between the levels of public and private investment proposed for the area in consideration of the proposed development of the multiway boulevard. The seven story height limitation is a maximum, not a minimum or required height. There is no requirement for a minimum building height within the plan boundary.

#### 15<sup>th</sup> Avenue/Millrace Transition Areas

There was agreement that special consideration should be given to the 15<sup>th</sup> Avenue transition, and all stakeholders agreed on a three story maximum height and a ten foot minimum setback for the entire portion of 15<sup>th</sup> Avenue within the Walnut Station Specific Area Plan. This matched the building form of the residential side of 15<sup>th</sup> Avenue. Building heights along the millrace are



also a maximum of three stories to allow access to light and air along this natural resource area.

There was a desire to provide a visual connection from the Fairmount neighborhood to the south to riparian areas along the Millrace and Willamette River. Studies indicated that the proposed building heights will not impact existing views from areas of the neighborhood like Judkin's point, which has the best visual access to the river.

Building setbacks above the third and fifth story help protect views to the river along the public rights of way to the extent that scenic views of the tree canopy along the river can be preserved along street corridors. These building setbacks along these streets also would reduce the risk of creating a tall looming wall, humanize the scale of the street, particularly for pedestrians, and allow for more sunlight on the street and sidewalk.

As properties are developed and redeveloped in the future, it is likely that there will be opportunities for pocket parks and other small public open space amenities. These types of spaces are an attribute for urban areas and can provide recreation space for neighborhood residents. Such amenities can be incorporated into public improvements, or created in association with private development. The code provides incentives, such as exceeding the maximum setback requirement, for privately developed public open spaces.



#### *Review processes and Alternative Path*

The form based code provides clear and objective standards that can be reviewed under the building permit process only. There is also an alternative path for development applications that may not meet the form based criteria, but would still be consistent with the intent and vision for the area. Because the form based code is based on the community's vision and because the important policies and design criteria have been codified in the form based code and other applicable code sections there is less need to rely on the policies in the Walnut Station Specific Area Plan itself to address neighborhood and compatibility concerns. Policies are not applied to a development application unless that development requires a land use application. Recommendations resulting from this planning process have also codified where they pertain to site design issues and building form standards, and public street requirements.

As part of the Walnut Station Special Area Zone, and as recommended by stakeholders, the Walnut Station code provisions include an alternative review path called Design Review. This path allows development applications that meet the intent of the code, but that do not meet all of the clear and object standards, an alternative means by which the application is reviewed against discretionary design review approval criteria. These criteria are based on the goals and objectives for the area, including relevant policies from the Fairmount/University of Oregon Special Area Study.

#### *Addressing Impacts*

Form based codes place a greater emphasis on the physical character of development and

deemphasize the regulation of land use. The design standards that are applied through the form based code do however regulate uses in the area to a certain degree. For example, the design standards are specifically crafted to incorporate buildings with windows and openings that support an active pedestrian environment. Buildings are required to be built near the front property line and parking is located to the side and rear, further enhancing the pedestrian environment. These design standards would be very difficult to meet for some uses, such as a typical big-box retail store. If such a building type were to be allowed within Walnut Station, it would have to go through the Design Review approval process. In so doing, the development would have to be consistent with the Design Review approval criteria. Having design standards for Walnut Station also allows for some uses, such as gas stations which are commonly prohibited from mixed use centers, as long as the design standards are met.

The S-WS Walnut Station Special Area Zone allows any type of residential or commercial use to locate anywhere within the plan boundary. Institutional uses, including those associated with the University, are also allowed. The result is that uses that are currently allowed are still permitted without development standards that have acted as barriers to mixed use development. While the original approach to the form based code was to eliminate all requirements for Site Review and Conditional Use Permit (CUP) applications, the requirement for a Conditional Use Permit requirement for some uses. There are still significantly fewer land use requirements than within the current code.

Permitted uses have remained a concern for the Fairmount neighborhood, and of particular concern is the question of "University or College" as a use category. The Eugene Code allows "University of College" as a permitted use category in the C-2 and C-3 zones. Because the Walnut Station allows any commercial or residential use permitted in the code, it is permitted in the new form based code. The category of University use was proposed for the Matthew Knight Arena,



*15th Avenue looking east from the University of Oregon*

and under appeal by the neighborhood, the Land Use Board of Appeals found that because an arena is listed in the code as a separate use requiring a CUP, a CUP would be required for the University Arena. This history has created some tensions in the neighborhood with regards to future uses the University might propose. While the question of University or College use is not specific to the Walnut Station Special Area Zone, the area adjacent to the University of Oregon has more potential to be impacted by University development. While it is recognized that question of University or College use is not specific to the Walnut Station Special Area Zone and is rather an allowance in the Eugene Code applied to all C-2 and C-3 zones, the area adjacent to the University of Oregon has more potential to be impacted by University development. As such, the following policy is adopted:

By April 30, 2011, the City shall initiate a process to evaluate the land use category of "University or College" to better define which uses are permitted outright. In preparing the report, city staff shall consult with representatives of the Fairmount Neighbors Association and the University of Oregon. This study shall be completed by October 30, 2012.

The neighborhood is also interested in remaining an active participant in the Walnut Station Specific Area Plan as they have been in the Fairmount/University of Oregon Special Area Study. Any future amendments to this plan will necessarily involve the neighborhood. However, it was important to the neighborhood that the following policy from the Fairmount/University of Oregon Special Area Study be included here. This policy is adopted in this Plan:

The City shall encourage applicants who desire amendments to this plan to involve the collaboration of the City and the Fairmount Neighborhood in the review and revision process.

Considerable efforts and analysis went into crafting a form based code that would address concerns as discussed herein, but it is recognized that this is a new tool and there has been some concern about applying a new tool without knowing exactly what the development impacts may be. The local chapter of the American Institute of Architects (AIA-SWO) did a peer-review of the form based code by applying the draft code to a number of different types of projects to a variety of sites within Walnut Station and generally found that the code functions well. However, there will likely be minor tweaks and edits to the code to improve it once it has been in effect for a period of time. To ensure that review and amendments, if necessary, will occur, the following policy is adopted in this plan:

After three years or 50,000 square feet of development (cumulatively) has been approved, whichever comes first, staff will provide a report to the Planning Commission regarding the status of development in the Walnut Station mixed use center and the potential impacts from the reduced parking allowances.

### *Parking*

Parking requirements significantly impact the way an area builds out. Appropriate parking requirements can be one of the most significant elements in creating walkable communities. Too much parking restricts the amount of land that can be devoted to restaurants, retail spaces, offices, and residences. Parking facilities are expensive to construct, impose environmental costs, contradict objectives for more livable and walkable communities, and tend to increase driving and discourage use of alternative modes. Parking requirements also impact housing affordability, congestion, air and water pollution.



Inadequate parking supply also causes problems including frustrating users and increasing the potential for spillover impacts into adjacent neighborhoods. For this reason, it is not enough to simply reduce or eliminate parking requirements without looking closely at the impacts, and creating a program to adequately ad-

dress those impacts. The Walnut Station mixed use center has some unique characteristics that are conducive to a reduction of required parking. The EmX now established in the area means that fewer people will arrive to the area in a vehicle. The University of Oregon is directly adjacent to the area, so students and faculty have easy walking access to the area, also reducing the frequency of single-occupancy vehicles. The new code proposed for the area has focused on facilitating mixed use development, and this also reduces parking demand since motorists need to park only once to visit of a number of destinations.

Some unique characteristics in the area impact parking needs. For example, the presence of a large university and employment center creates a higher than average need for on-street parking. New development in the surrounding area is also anticipated to increase the need for parking spaces. While it would seem on the surface that increasing the supply of parking spaces would address the demand for parking spaces, increasing off street parking requirements tends to increase reliance of automobiles and therefore encourages additional vehicle trips.

In order to address both the need to reduce parking requirements to achieve the desired urban form and the potential for negative impacts of spillover parking in the Fairmount neighborhood, a number of potential solutions were evaluated. The Arena Parking District established as part of agreement for the Matthew Knight Arena provides a Residential Parking Program for the Fairmount neighborhood which regulates parking in that neighborhood to two hours in any given on-street spot. The City's intent that this Residential Parking Program remains in place, but there was concern that this program could be discontinued. As such, the following policy is adopted:

Prior to April 30, 2011, city staff shall provide a report to the Planning Commission which evaluates the Fairmount Neighbors Event Parking District created pursuant to the October, 2008, Arena Mitigation Agreement ("Parking District"). The staff report shall evaluate whether that Parking District is an adequate and appropriate mechanism to protect the Fairmount neighborhood from potential impacts from reduced parking allowances in the S-WS Walnut Station Special Area Zone and shall recommend alternative measures if the evaluation determines the Parking District is inadequate or inappropriate. In preparing the report, city staff shall consult with representatives of the Fairmount Neighbors Association and the University of Oregon.

# Chapter 4 - The Public Realm

## Circulation Systems and Parks

This chapter describes considerations and recommendations for areas within the Walnut Station Specific Area Plan that largely fall within the public realm; streets, bicycle and pedestrian paths, and park, recreation, and open space amenities. As with development pattern and intensity, the emerging vision had specific recommendations about these public realm components and this chapter describes how those emerging vision elements have been addressed.

### Street Network and Design

From the emerging vision process described in Chapter 2, it became clear that changing the nature of the transportation network in the Walnut Station area could be a key impetus for realizing the desired vision for the area. Franklin Boulevard is a significant focus as it bisects the study area and plays a major role in influencing the character and development of the area. As currently configured and designed, it is not a pedestrian friendly street to cross, nor does it safely and comfortably accommodate modes of travel other than motor vehicles. The other streets within the plan boundary; Walnut Street, Villard Street, Orchard Street, and Garden Avenue (including a portion of Moss Street) were also evaluated in the context of the overall vision, and improvements to these streets consistent with the emerging vision were also recommended.

Franklin Boulevard is a major arterial that carries more than 33,000 vehicle trips per day. Traffic volumes are projected to be as high as 40,000 to 45,000 vehicles per day in the year 2025. Franklin Boulevard serves as part of the initial EmX corridor. Within the plan area there are both one lane and two lane sections. Franklin Boulevard also serves as a corridor for accessing regional recreational and cultural facilities including Alton Baker Park, the regional Willamette River shared use path system and Autzen Stadium, all of which are within walking distance of the plan area.



However, it can also present a challenge for accessing these facilities. In addition to carrying large volumes of traffic through the area, Franklin Boulevard provides access to many businesses, is the primary surface street and transit connection between downtown Eugene and downtown Springfield, and serves as a major entryway into Eugene and the University of Oregon.

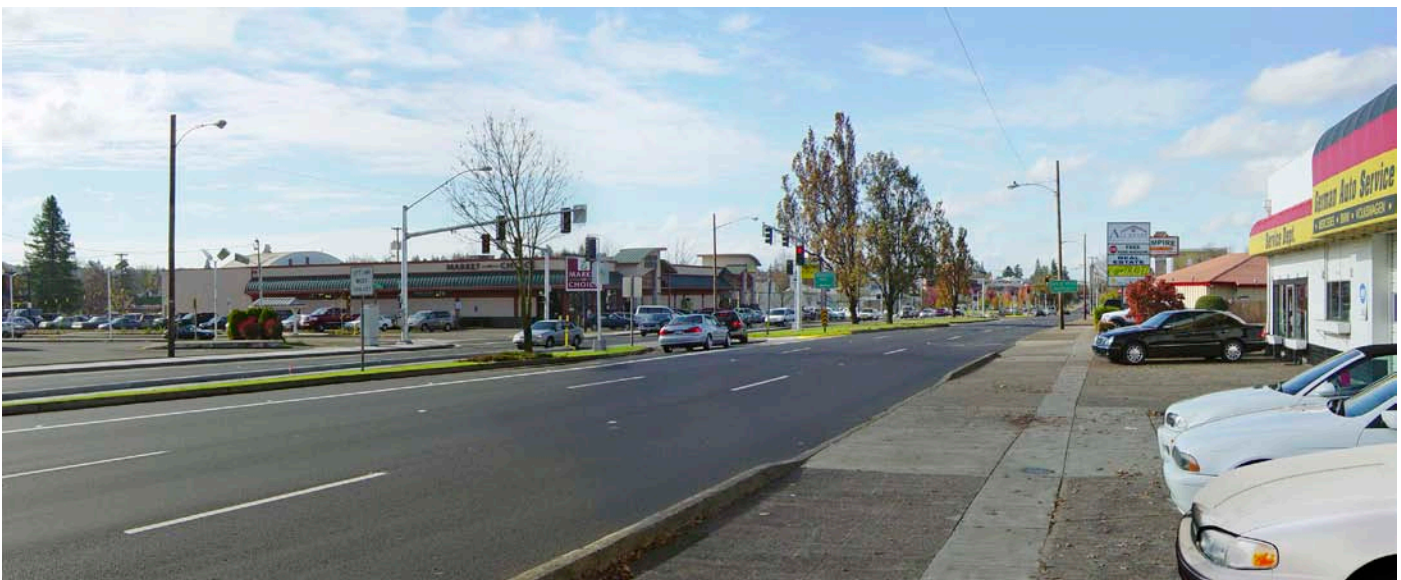
Pedestrian and bicycle movements within and across Franklin Boulevard are challenging due to the high volumes of traffic, lack of bicycle lanes, and substandard sidewalks. The existing edges

of the street are not conducive to active retail and other pedestrian friendly uses because there is very little area for sidewalks and in most places, no separation between the relatively narrow sidewalks and the street. Furthermore, the gateway potential of Franklin Boulevard is not emphasized in the current configuration. Designing streets only for rapid movement of cars negatively impacts many other goals for our streets and communities, especially in consideration of sustainability aspirations.

The transportation realm represents one of the largest collective amounts of publicly owned land in the Walnut Station area. The public input received called for using these lands as part of the overall transportation and planning solution, rather than to accommodate only one mode of transportation. In order to achieve the vision for the Walnut Station area, Franklin Boulevard must become more than just a conduit for moving traffic through the area.

A primary goal of this project is to provide additional, safer paths for pedestrians and bicyclists to move through the area and to cross Franklin Boulevard safely, while maintaining or improving the functionality of Franklin Boulevard as a major arterial. Information from Lane Transit District and City Public Works staff indicated that the provision for a second EmX lane was needed to support the regional EmX system. A multiway boulevard design was chosen for Franklin Boulevard primarily because it creates an environment conducive to encouraging pedestrian friendly mixed-use development along the street.

The multiway boulevard creates a different context by separating the through traffic from the adjacent land uses through the construction of planted medians, access lanes and on street parking that serves those land uses. For the pedestrians who are walking along the sidewalks adjacent to the access lanes, it feels more like they are walking along a main street than a busy arterial. The following photo-simulations show how con-





version of Franklin Boulevard to a multiway boulevard can support the project goals and objectives.

Converting Franklin Boulevard to a multiway boulevard became the preferred solution to address-



ing the challenges posed by the existing street design. One of the hallmarks of smart growth is support for increasing transportation choices and developing walkable neighborhoods. The proposed redesign of Franklin Boulevard to a multiway boulevard accommodates a range of users of the street system. The multiway boulevard design provides for two EmX lanes in the center of the boulevard, with two lanes of through traffic in either direction. Separated by a landscaped median, a local access lane with parallel parking is located on either side of the street. The local access lane will improve the efficiency of the through traffic lanes by removing multiple driveways and parking from the through traffic lanes, thus reducing conflict points and improving operation and safety in the through traffic lanes. This design minimizes the mixing of through and local traffic, thereby allowing through traffic to proceed efficiently through the Walnut Station area and local Walnut Station traffic to make turning decisions in the slower access lanes.

The multiway boulevard design supports the increased development envisioned by providing a safer and more pedestrian friendly environment. The access lane is, by design, a lower speed facility that also provides a buffer for pedestrian activity, envisioned along Franklin Boulevard sidewalks, from the high volume, higher speed through traffic lanes. The local access lanes and tree-lined medians buffer the pedestrian edge from the high-volume traffic. Curb extensions or stop controls or both at intersections can also reduce the pedestrian crossing distance and convert the local access lane area to a more pedestrian and bicycle friendly zone. The design includes wider than standard sidewalks that provide areas for street amenities and opportunities for café seating and other outdoor activity.

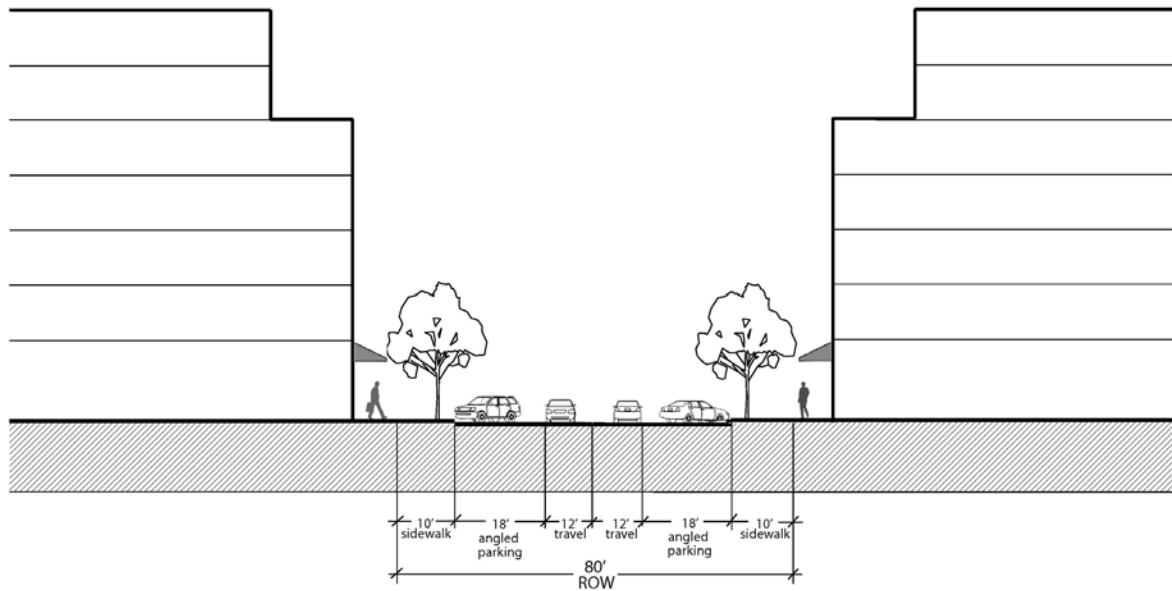


The design guidelines for the multiway boulevard contained herein are largely conceptual, and it is assumed that detailed design and development will occur when funding for the multiway boulevard is secured. The design in the planning process was developed so that the minimum right of way width necessary would be determined, and this minimum width has been established as a special setback in the Walnut Station Special Area Zone. The City is currently seeking funding to implement the multiway boulevard through the reauthorization of the six-year Federal Transportation Bill. Subsequent design and public outreach will occur once funding is secured to construct the multiway boulevard.

#### *Garden Avenue/Moss Street*

Garden Avenue includes short sections of both Walnut Street and Moss Street that provide block-long connections between Garden Avenue and Franklin Boulevard. Future reconstruction of Garden Avenue will include storm drainage improvements within the right-of-way. The reconstruction would occur within the existing 60 foot right-of-way and would include new stormwater facilities, two travel lanes, wide sidewalks with open street tree wells, and on-street (parallel) park-

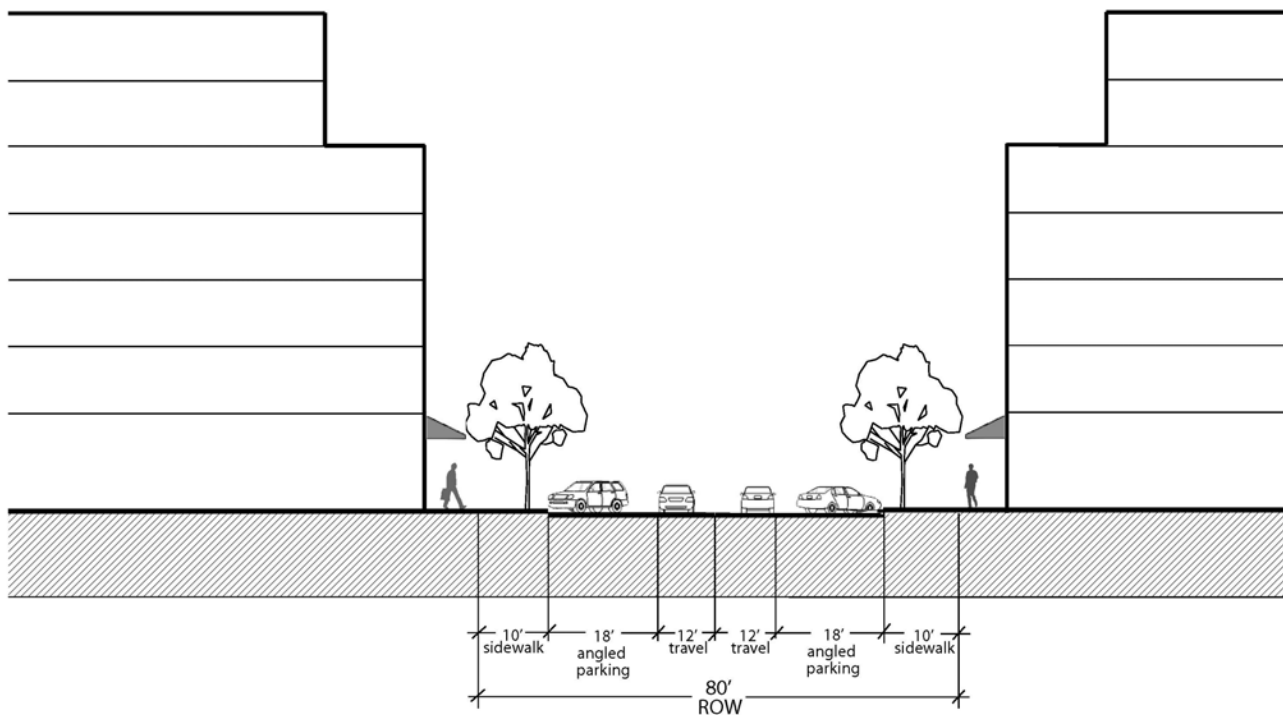
ing lanes on both sides of the street. Until the South Bank Path is completed Garden Avenue fills in a missing gap in the Riverbank Path System. As part of the Pedestrian and Bicycle Master Plan



*Garden Avenue Conceptual Diagram*

Update the City will be developing tools to enhance on street bike routes that should be considered for use on Garden Avenue.

A key element of redesigning Franklin Boulevard is to align the intersection of Franklin and Moss with the intersection of Franklin and 13th in order to create a signalized intersection including a pedestrian crossing at this location. This would break up an approximately 1,500-foot long section of Franklin in which there are currently no pedestrian crossings. The new Matthew Knight Arena is likely to create demand for additional pedestrian crossings in this section of Franklin since there are restaurants and motels directly across Franklin from the arena. Besides breaking up this large super-block, this redesigned intersection also has the benefit of enabling vehicles to turn left from



13th Avenue onto Franklin which will allow buses serving the new arena to load on the arena side of 13th rather than across the street and buses heading westbound will be able to avoid the congestion intersection of 13th and Agate.

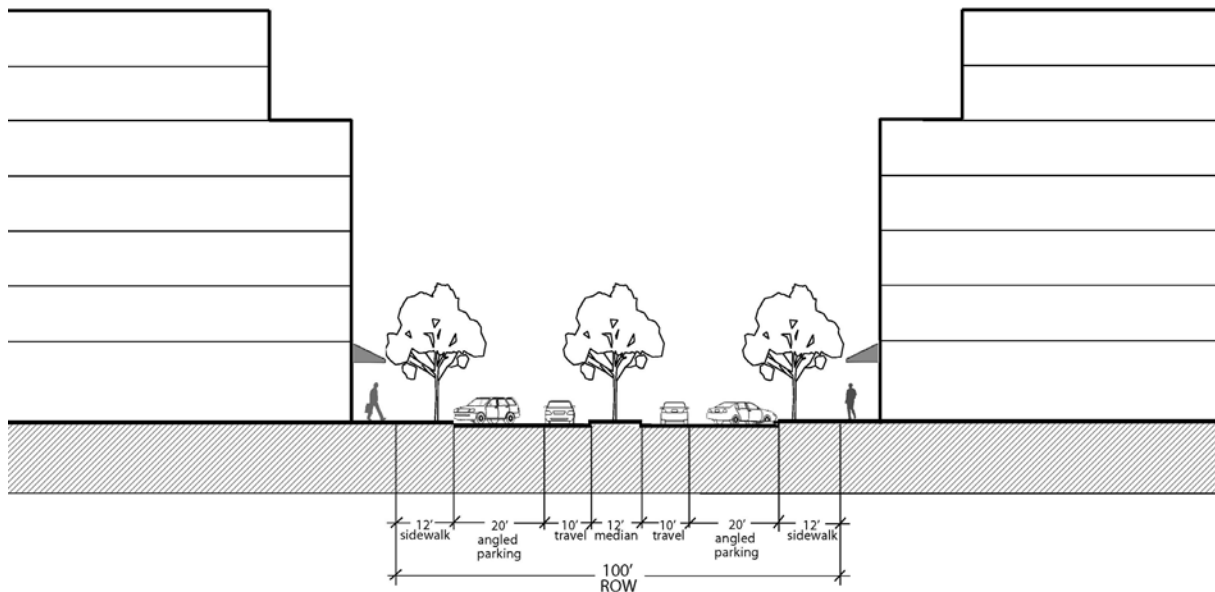
*Walnut Street*

The Walnut Street improvement includes the section between Franklin Boulevard and 15<sup>th</sup> Avenue, south of Franklin Boulevard, and a short segment north of Franklin Boulevard that connects Franklin Boulevard with Garden Avenue, north of Franklin. Walnut Street will eventually require reconstruction at that will include stormwater improvements. Walnut Street, south of Franklin Boulevard is constructed within an 80-foot right-of-way, while north of Franklin Boulevard it is constructed within a 60-foot right-of-way. As shown in the cross-section the southern portion could include new stormwater facilities, two travel lanes, angled parking bays (the direction of the angled parking, i.e. front-in versus back-in has not been determined at this point) and wide sidewalks on both sides of the street. Reconstruction on the segment north of Franklin Boulevard would be within the existing 60-foot right-of-way and would include new stormwater facilities, two travel lanes, parallel parking bays and wide sidewalks on both sides of the street. Up to 66 angled parking spaces for the southern portion of the block could be provided versus approximately 39 existing parallel parking spaces, a 69 percent increase.

Walnut Street is also an on-street bike route that connects the 15th Avenue bike route to Garden Avenue and the South Bank Path. As part of the Pedestrian and Bicycle Master Plan Update the City will be developing tools to enhance on street bike routes that should be considered for use on Walnut Street.

*Orchard Street*

Orchard Street between Franklin Boulevard and 15<sup>th</sup> Avenue south of Franklin Boulevard is constructed within an existing 80-foot right-of-way. Full reconstruction can occur within the existing 80-foot right-of-way and can include new stormwater facilities, two travel lanes, angled parking bays and wide sidewalks on both sides of the street. This street could accommodate approximately 85 angled parking spaces for the entire block, a 63 percent increase from the existing 52 parallel parking



parking spaces.

*Villard Street*

The Villard Street improvement includes the section between Franklin Boulevard and 15<sup>th</sup> Avenue,

south of Franklin Boulevard and the short segment that connects Franklin Boulevard to Garden Avenue, north of Franklin. The south section of Villard Street is constructed within a 100-foot right-of-way, while the northern section is constructed within a 60-foot right-of-way. South-side reconstruction could include new stormwater facilities within a central median area, two travel lanes, angled parking bays and wide sidewalks on both sides of the street. Angled parking would increase the parking on this street by approximately 58 percent, with up to 79 angle parking spaces for the entire block versus approximately 50 parallel spaces.

The benefits of the increase in on street parking spaces need to be balanced with safe traffic patterns as well as safe and convenient access to existing business along these streets. Redesign of Orchard, Walnut and Villard streets to create angled parking will also need to be reviewed and approved by the City engineer. The following factors have been identified as some of the impacts that could be associated with these street improvements:

- Costs associated specifically with reconfiguring the curb line, the existing stormwater catch basins and conveyance facilities, and the long-term maintenance
- Existing driveways would need to be consolidated to fully maximize on-street parking spaces
- Loss of mature vegetation
- Costs associated specifically with reconfiguring the curb line, existing stormwater catch basins and conveyance facilities, and long-term maintenance

Factors considered as improvements that would result include:

- Reclaiming and enhancing the pedestrian realm with wider sidewalks, landscaping and furnishings
- Providing for traffic calming from increasing parking on some streets
- Providing opportunities to integrate innovative green street treatments and reduce impervious surfaces

#### *Addressing Transportation Impacts*

Throughout the process of discussing existing and proposed transportation systems, the issue of traffic impacts was raised. A Traffic Impact Analysis (TIA) was performed early in the visioning process when the multiway boulevard was first proposed. This analysis modeled the proposed roadway network and found that City level of service (LOS) standards can be maintained at all study area intersections even with re-development of the Walnut Station area as a mixed use center with a multiway boulevard. While some impacts to through and local traffic resulting from the conversion to a multiway boulevard were originally identified, City Public Works staff provided an updated review of the analysis. They found that traffic volumes on Walnut and Orchard are actually lower today than when the former one-way couplet supported daily traffic to and from the Department of Motor Vehicles, the Oregon Department of Transportation maintenance yard and the Joe Romania auto sales lots and offices. Villard Street used to carry a variety of commercial traffic including that from Williams Bakery and a convenience store and gas station. These auto-dependent uses no longer exist.

This area has a history of speeding and cut-through traffic problems that are due to the geography and street configuration in the area, and development within Walnut Station under the proposed plan will alter the traffic patterns. Neighborhood traffic impacts have been studied and mitigation measures identified, through the Fairmount/Agate Traffic Study. The City completed the first phase of traffic calming identified in the Fairmount/Agate Traffic Study for the neighborhood and the University will be constructing additional "entry treatments" with the Matthew Knight Arena.

While there is information to indicate that there will not be negative impacts from development of the Walnut Station mixed use center, maintaining the integrity of the Fairmount neighborhood is an important component of this plan. If development consistent with the Walnut Station mixed use center does have adverse traffic impacts on the Fairmount neighborhood, these should be mitigated. As such, the following policy is adopted in the Walnut Station Specific Area Plan:

The city shall update the 2006 Agate Street and Fairmount Neighborhood Traffic Calming Study ("Study") to add mitigation measures that address the impacts likely to occur to the Fairmount neighborhood as a result of development/redevelopment within the S-WS Walnut Station Special Area Zone. City staff evaluation and identification of these mitigation measures for the Study update shall commence within two years of the date on which the City Council's adoption of the S-WS Walnut Station Special Area Zone becomes effective. The final Study update shall be forwarded to the City Council within three years of that effective date. Mitigation measures included in the updated Study shall be implemented, along with any other measures deemed necessary by the city, as development and associated impacts occur, through the city's development and building permit approval process and/or the city's annual Capital Improvement Program. In preparing the report, city staff shall consult with representatives of the Fairmount Neighbors Association and the University of Oregon.

Business owners and neighbors raised concerns about the potential impacts to properties that front Franklin Boulevard once the local access lane is in place, as drivers may have to enter the access lanes at a single point only. Design considerations and good signage are examples of potential solutions that will be developed in more detail as the detailed design of the multiway boulevard occurs. Once funding has been secured for the multiway boulevard, the City will go through the process of acquiring the property within the special setback area, and developing detailed design plans for the boulevard. The following policy is adopted in the Walnut Station Specific Area Plan to ensure this issue is addressed at the time of construction:

The City shall develop strategies to address the need to provide clear and easy access to businesses along the multiway boulevard and address any loss of off-street parking spaces resulting from construction of the multiway boulevard.

Finally, construction of the multiway boulevard will require additional right of way, up to 35 feet in width between Walnut and Villard Street. Though only a special setback is being established as part of this plan and no actual property is being purchased, it is clear that there will be impacts to some existing parking spaces for existing businesses once the multiway boulevard is constructed. The Hirons/Market of Choice property will be significantly impacted, as will several properties on the north side of Franklin Boulevard. To address this concern, during the design phase of the multiway boulevard, consideration will be given to phasing the project to allow property owners who own entire blocks of frontage along Franklin Boulevard to be given the option to "opt out" of construction of the local access lane. While this would delay the benefits associated with creation of the local access lane, it would allow property owners the option of maintaining their existing parking spaces, deferring the improvements to the right of way until the property redevelops.

This option works on the south side of the street where the entire block is under one ownership control, and the local access lane can be constructed block by block. On the north side of the street, each block is divided into separate properties under different ownership which precludes opting out of the local access lane. There may be alternative design solutions that could be sought on a site to site basis that could occur during the detailed design phase.

## Bicycle and Pedestrian Circulation

Because one of the cornerstones of mixed use development is to create pedestrian friendly environments that support the use of alternative modes of travel, bicycle and pedestrian circulation were a component of the visioning and planning process. Rebuilding the side streets (Villard Street, Walnut Street, Orchard Street and Garden Avenue) will enhance the bicycle and pedestrian experience as these improvements include tree planting, wider sidewalks and on-street parallel parking spaces which slow traffic.

The sidewalk on the south side of Franklin Boulevard east of Walnut Street is a key connection

to the Laurel Hill Valley neighborhood for both biking and walking. Walnut Station is within walking and biking distance for many Laurel Hill Valley residents so making sure that pedestrian and bicycle connections to the neighborhood are safe and comfortable is critical for ensuring that these people can enjoy the benefits of the mixed use center. The existing sidewalk on the south side of Franklin west of Walnut is relatively narrow and close to the street. Where it can be, it should be set back and widened. This is especially the case in front of the former ODOT maintenance facility where is a significant amount of right of way. These improvements can be implemented at the time the multiway boulevard is constricted.

15th Avenue is an on-street bike route that connects the Laurel Hill Valley to the University of Oregon and downtown Eugene. As part of the Pedestrian and Bicycle Master Plan Update the City will be developing tools to enhance on street bike routes that should be considered for use on 15th Avenue. Policies in the Fairmount/University of Oregon Special Area Study recognized to maintain and improve the bike path on 15th Avenue within the Walnut Station Plan, and the lands formerly owned by the Oregon Department of Transportation have been



considered a potential location for realigning a portion of the bike path along 15<sup>th</sup> that would perhaps better connect with the sidewalk connection to the Laurel Hill Valley. As addressed below, a mid-block connector has been considered as part of the Walnut Station Specific Area Plan, and a portion of this connector would also include going through a portion of these lands. To maintain consistency with the Fairmount/University of Oregon Special Area Study which also reflects the vision of this Plan, the following policy is adopted:

As part of an application to develop the lands formerly owned by the Department of Transportation (south of Franklin Boulevard, east of Walnut Street and north of 15th Avenue), the developer shall demonstrate that consideration was given to realigning the 15th Avenue bicycle path in the vicinity of those lands and making it more attractive. (Note: If the bicycle path is realigned, the City shall require an easement for the path to ensure its permanence in the future.)

The multiway boulevard design also accommodates and responds to bicycle and pedestrian modes of transport. Bicycle traffic is incorporated into the access lanes with the slower vehicle traffic and on-street parking, similar to bicycle traffic on a local street. Many bicyclists prefer biking on low speed, low traffic streets rather than bike lanes on busy streets as previously planned for Franklin Boulevard (TransPlan 2002). Through the multiway boulevard design, the number of access points on Franklin Boulevard will be reduced, improving safety and reducing conflict points between vehicles and bicycles. Additionally, bicycle traffic is buffered from the through traffic by a physical barrier between the access lane and the through traffic lanes.

As described below in the parks section, a number of bicycle/pedestrian connections and a “woonerf” design have been considered to be provided along the millrace. The potential for the Millrace to be developed as a linear park that would accommodate a multi-use path along its north and south side was considered under a variety of design alternatives. It is clear that this area

offers a prime opportunity to provide an east-west bicycle and pedestrian connection between Millrace Drive and the Knickerbocker Bridge. Several different options were considered for a linear park/path along the Millrace, some for bicycle and pedestrian travel only and a “woonerf” concept that would allow limited vehicular access. However, all path options require significant property acquisition by the City and removal of existing structures. Additionally, due to steep grades on the south side, considerable excavation and retaining wall construction would be required for construction on much of the south side of the Millrace.

There is currently a Eugene Pedestrian and Bicycle Master Plan process underway that may determine appropriate alignment of this path. This will provide the City of Eugene with the plans and policies necessary to create a first-class city for bicycling and walking, reduce overall carbon emissions, and provide for a well-designed, integrated, safe, and efficient multi-modal transportation system. The Eugene Pedestrian and Bicycle Master Plan will serve as the Pedestrian and Bicycle element of the City’s Transportation System Plan (TSP). Elements of the Master Plan include a system-wide analysis of Eugene’s pedestrian and bicycle network, a capital project list designed to improve connectivity throughout the City, a design guide for pedestrian and bicycle-specific infrastructure, and policies that support the development of Eugene’s active transportation system.

#### *Mid Block Connector*

Some of the blocks south of Franklin Boulevard were identified as “superblocks”; large blocks uninterrupted by alleys or street intersections that generally impedes a safe, efficient and attractive pedestrian experience. The early visioning phase included a proposal to reduce the size of superblocks south of Franklin Boulevard, between Villard Street and the eastern project boundary by creating a multi-functional accessway running east-west about halfway between Franklin Boulevard and 15<sup>th</sup> Avenue. This could provide for east-west bicycle/pedestrian circulation through the study area in a linear park or plaza-type design, service access for retail and (potentially) residential uses, and possible automobile access to parking structures or areas.

On the north side of Franklin Boulevard, Garden Alley provides an east west connection between Walnut and Villard Street, but not between Villard and Moss street that would serve similar purposes to the mid block connector described above. The Fairmount neighborhood strongly supported the proposed mid block connector, and it was recommended by staff as a vital component of the plan. However, while the concept of these additional accesses was generally supported, there was no agreement among the stakeholders that these accessways should be required to be dedicated as public right of way. Provision of the connectors as public rights of way was further complicated by challenges with unwilling property owners. There was support for these connectors to be incentivized as redevelopment occurred, but it was not agreed that they should be sought as public property. These connections remain a component of the vision and are captured in the illustrative plan; the following adopted policies are pertinent to these connections:

As part of an application to develop a property south of Franklin Boulevard or a property in the block on the north side of Franklin Boulevard between Moss Street, Villard Street, and Garden Avenue within the Walnut Station Specific Area Plan, applicants are encouraged to include access for pedestrians, bicycles and limited vehicular access consistent with the Transportation Features map shown as Figure 9.3978(3)(b) in the Walnut Station Special Area Zone.

#### *Park, Open Space and Recreation*

Though adjacent to the Willamette River, there is little existing open space within the boundary of the Walnut Station area. There is currently a City-owned four acre park, Franklin Park, fronting the north side of Franklin Boulevard at the east end of the plan area. Franklin Park is not programmed for improvement and is designated as a natural area in the City’s Park and Open Space Plan. An integral part of a successful mixed use center is a parks and open space system that provides a variety of pedestrian- and bike-friendly connections, areas to congregate and socialize, and other recreational opportunities within walking distance of businesses and residences. Additional park land, especially for neighborhood parks, is a recognized need in the Walnut Station Specific Area

Plan. The following goals and objectives were raised in the visioning process as important park and open space components for the area:

- Restoring Franklin Park as a riparian-planted natural park or open space;
- Providing for a new neighborhood park;
- Providing for smaller-scale pocket parks;
- Promoting the open space and stormwater potential of the Millrace; and
- Improving access to the Willamette River.

#### *Franklin Park*

Franklin Park is an existing 4-acre open space amenity at the eastern edge of the Walnut Station plan area. The park is bounded by commercial development and parking to the west, Franklin Boulevard and the I-5 off-ramp to the south, and the railroad embankment to the north. A multi-use bicycle path runs adjacent to the southern edge of the park, connecting Franklin Boulevard and Knickerbocker footbridge by means of a railroad underpass. The pedestrian railroad underpass is located adjacent to the eastern corner of the park. The park contains riparian habitat and is designated as a protected "Goal 5" water resource site. Habitat value has been reduced by the predominance of invasive species, especially along the edges of the park.

Franklin Park was evaluated and found not to be a good candidate for development as a new neighborhood park. It has riparian habitat and ecological value and is considered as a natural resource area by the Parks and Open Space Department. Its isolated location at the far eastern edge of the project area adjacent to the railroad tracks further detracts from its potential as a neighborhood Park. There is however some opportunity to open up the park to improve safety and surveillance, and to provide for passive use through removal of invasive plants.

Recommendations for Franklin Park include:

- Removal of invasive species and replacement with native plants
- Assuming intake pumps remain, promote passive recreational uses such as educational signage and trails
- If the intake pumps are decommissioned, reconsider programming the park for more active recreational uses that are also compatible with nearby river habitat and the neighborhood.

#### *Creation of a New Neighborhood Park*

The market analysis for this area indicates a potential demand for up to 1400 additional dwelling units in the planning area. These future residents plus the increased commercial activity will bring several thousand additional people to the area. This will increase the need for additional neighborhood parks in the area. Neighborhood parks are intended to provide access to basic recreation opportunities for nearby residents within biking/walking distance, enhance neighborhood identity, and preserve neighborhood open space. Typical features in a neighborhood park include children's play areas, park furniture such as picnic tables and benches, accessible paths, informal play areas and open space.

There was great interest in creating a site for a new neighborhood park for the area. One idea from the Fairmount neighborhood supported a new park and connection to the river along the Villard Street axis. However the property owner did not support this idea, which would have required demolition of buildings, some of which have recently been renovated. A second idea was to create a park within an expanded Villard Street right of way. This space was conceived as a 60 feet wide green space in the middle of two single traffic lanes and single parking lane. Villard Street would need to be widened by up to 30 feet on each side in order to accommodate a 60 foot wide green space. This would have a direct impact on at least two structures and would have removed numerous off-street parking spaces for four existing businesses.

The City's Park and Open Space department has indicated that other parts of the City have priority for park land acquisition and development, and that priority is based on current standards which prioritize park area based on the number of parks within a certain distance of residences as previ-



ously established in the Parks and Open Space Priority Plan. As the Walnut Station area will likely have relatively high residential densities in the future it is recommended that the Parks rating system also include density, not just the distance to a park, as a factor in determining where future parks shall be located. This would better address the park need due to the high number of residents that populate a smaller geographical area in a mixed use development. The following policy is adopted in the Walnut Station Specific Area Plan:

In prioritizing the need for future park land within the Walnut Station Mixed Use Center, the City should consider the relative density of residential development, in addition to walking distance to parks, as a factor.

The following policy is also adopted in this plan to address the need to continue to work towards addressing the need for additional park land in the area:

Due to the expected increase in residential density and lack of access to existing neighborhood parks, there is a goal of establishing a new neighborhood park for this area. Staff will work with landowners to find a suitable site of appropriate size and configuration for a new neighborhood park on the north side of Franklin Boulevard in the Walnut Station Specific Area Plan.

### *The Millrace*

The primary natural feature within Walnut Station is the Millrace. The Millrace, a pumped diversion channel, winds through the northern boundary of the study area. Portions have long been covered and built over, while other portions remain in a more natural state, including riparian vegetation and providing passive open space amenities to adjoining parcels. The Millrace is a protected Statewide Planning Goal 5 riparian and wetland resource and It may provide opportunities for enhancement. The Willamette River, adjacent to the north, is a significant regional natural resource for the area but the railroad tracks pose a barrier that restricts access between the Walnut Station plan area and the river.

A variety of design options were discussed in relation to the use and protection of the Millrace and its riparian edge. Existing Goal 5 water resource regulations that protect the Millrace influence how and where development can occur along its bank. The Goal 5 regulations require a 40 foot minimum setback from the top of the bank, but this is required only for properties that have not been previously developed. This varied development edge allows some property owners to maximize lot coverage, furthering the redevelopment and density goals of study area. However, it precludes some opportunities to redevelop the Millrace edge in a consistent, cohesive manner.



Though these are opportunities presented by the Millrace, its future is not certain. The University of Oregon was until very recently maintaining the pumps which keep water in the millrace, but

that may not remain the case. Any recommendations regarding development along or in relation to the millrace would be premature without understanding how it will be maintained. The following policy is adopted in this plan:

Due to the uncertainty surrounding the future of the water in the Millrace, the City should complete a comprehensive study of the Millrace prior to decisions being made regarding its use as a park or other amenity, or before regulations related to development along the millrace are adopted or amended.

#### *The Willamette River*

The Willamette River provides a valuable open space amenity adjacent to the Walnut Station Mixed Use Center. At the western edge of the Walnut Station Mixed Use Center, the Frohnmayr pedestrian/bicycle bridge provides a link to Alton Baker Park along the river, and the regional Willamette River shared use path system. Public access is limited along the Willamette River corridor in the Walnut Station Mixed Use Center due to the grade change of the Union Pacific Railroad, which runs along the northern boundary of the area between the plan area and the Willamette River. There is a pedestrian and bicycle path connection under the tracks at the eastern edge of the project area, leading to river access eastward, but no river connection within the plan area. As the Walnut Station area is developed, other opportunities to connect to the river will become available. For example, upper levels of buildings will have views of the river and park land beyond. Existing view corridors through existing street right-of-way will also continue to be maintained with building height stepbacks required along the local streets.

## References

The following technical documents were produced as part of the Walnut Station Mixed Use Center Planning Process and are available at the City of Eugene Planning Division

- A. Phase II Implementation Plan; David Evans and Associates, June 2009
- B. Walnut Station Form Based Code Charrette Report; Angelo Planning Group, SERA, City of Eugene, May 19, 2009
- C. Urban Form Recommendations; Angelo Planning Group, April 14, 2009
- D. Detailed Development Program, SERA Architects, February 25, 2009
- E. Parking Memorandum; SERA, July 2008
- F. Financial Analysis of Selected Redevelopment Programs in the Walnut Station Mixed Use Center in Eugene Oregon (Johnson Gardner, October 31, 2008).
- G. Visualizing the Multiway Boulevard Benefits; David Evans and Associates, Inc., June 2007
- H. Report on Franklin Boulevard and a Multiway Boulevard Design Concept; David Evans and Associates, Inc., June 2007
- I. Open House, May 9, 2007
- J. Existing Traffic Conditions Memorandum; David Evans and Associates, Inc., April 2007
- K. Comparison of a No Build Alternative and a Multiway Concept for Franklin Boulevard; David Evans and Associates, Inc., April 2007
- L. Development Plan for Walnut Station Mixed Use Center, Phase I Report; Urbsworks, Inc., May 2006
- M. Key Findings from the Market Overview for Walnut Station and Implications for Future Development, Strategic Economics, January 2006.
- N. Preferred Alternatives Newsletter, January 2006
- O. Development Plan for Walnut Station Mixed Use Center, Existing Conditions Report; Urbsworks, Inc., October 2005
- P. Walnut Station Mixed Use Center Opportunities and Constraints Report; Crandall Arandula, June 2005