

**ROOSEVELT  
EXTENSION  
&  
DRAINAGE  
FACILITY**

RESOLUTION NO. 2749

A RESOLUTION CONCERNING THE BETHEL-DANEBO NEIGHBORHOOD REFINEMENT PLAN, PHASE II, AND SUPPLEMENTING RESOLUTION NO. 2468.

The City Council of the City of Eugene finds that:

In December 1975, the city Council by Resolution No. 2468 adopted Phase I of the Bethel-Danebo Neighborhood Refinement Plan, a refinement of the Eugene-Springfield Metropolitan Area 1990 General Plan for the Bethel-Danebo area. That refinement plan called out the need for further study to resolve drainage, access, and land use problems in that portion of the Bethel-Danebo area south of Elmira Road.

A subsequent study, undertaken as part of Phase II of the Bethel-Danebo Neighborhood Refinement Plan, resulted in a recommendation for a major floodway and industrial arterial in one of four alternative alignments.

A public hearing was held by the Eugene Planning Commission on June 7, 1977. Following the public hearing the Planning Commission recommended Council adoption of five policies developed to evaluate alternative alignments and further consideration by the Council of the second and third alternative alignments.

NOW, THEREFORE,

BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF EUGENE, a Municipal Corporation of the State of Oregon, as follows:

Section 1. The policies developed for evaluation of alternative alignments as set forth in Exhibit "A" attached hereto, so marked, and by this reference incorporated herein, are hereby adopted as part

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of Phase II of the Bethel-Danebo Neighborhood Refinement Plan and shall be used in making land use and other decisions in the Bethel-Danebo area.

Section 2. The second alternative alignment, Alternative 2, as illustrated in Exhibit "B" attached hereto, so marked, and by this reference incorporated herein, is hereby adopted as the alignment for a future floodway and industrial arterial to serve that portion of the Bethel-Danebo area south of Elmira Road.

Section 3. The Council hereby accepts and adopts as its findings the factual information, including maps and text, contained in the Planning Commission staff notes of the June 7, 1977 meeting as background information, copies of which are attached hereto as Exhibit "C", so marked, and by this reference incorporated herein, together with the recommendations made and accepted at the Council hearing of August 22, 1977.

Section 4. This Resolution is a supplement to Resolution No. 2468 and adds Phase II of the Bethel-Danebo Neighborhood Refinement Plan as further refinement of the Eugene-Springfield Metropolitan Area 1990 General Plan.

The foregoing Resolution adopted the 12th day of September, 1977.

  
A.B. Floryat  
City Recorder

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Section 3. The Council hereby accepts and adopts as its findings the factual information, including maps and text, contained in the Planning Commission staff notes of the June 7, 1977 meeting as background information, copies of which are attached hereto as Exhibit "C", so marked, and by this reference incorporated herein, together with the recommendations made and accepted at the Council hearing of August 22, 1977.

Section 4. This Resolution is a supplement to Resolution No. 2468 and adds Phase II of the Bethel-Danebo Neighborhood Refinement Plan as further refinement of the Eugene-Springfield Metropolitan Area 1990 General Plan.

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City Recorder

Policy No. 1: Any alignment for drainage, access, or combined drainage/access facilities implemented in the area north of the Coos Bay branch of the Southern Pacific Railroad should be designed to separate and buffer residential land uses on the north from industrial land uses to the south.

Policy No. 2: In the area south of Elmira Road and north of the Coos Bay branch of the Southern Pacific Railroad, residential uses should be maximized. Consideration may be given to accommodating limited expansion of existing industrial firms.

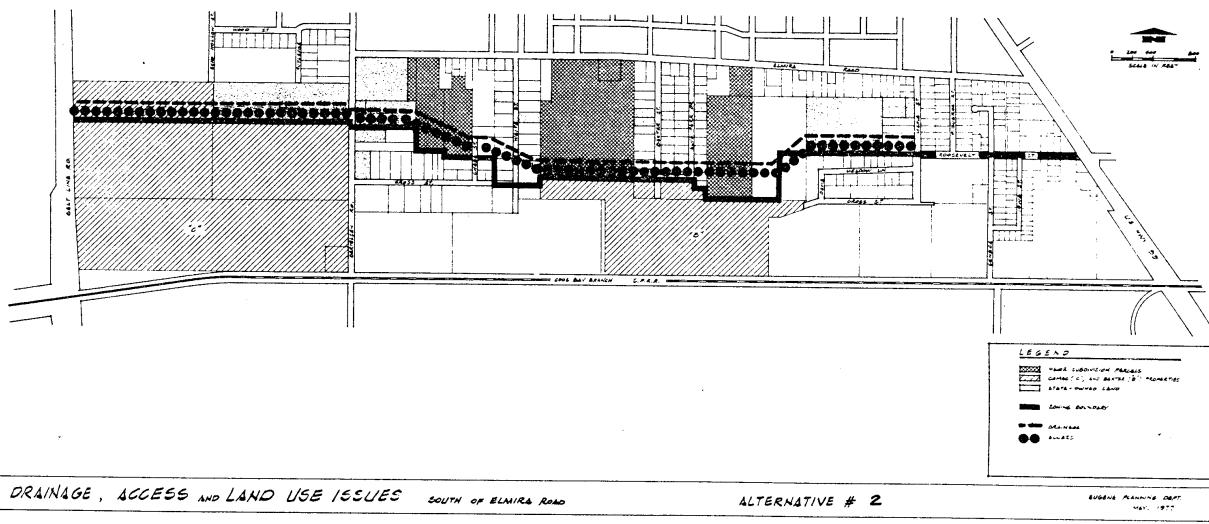
Policy No. 3: Separation and definition of industrial and residential land-use areas with drainage or access facilities should include provisions for landscape or other buffering.

Policy No. 4: Industrial development should not occur where it would take access from the same local street which serves existing residential development, except where residential development is considered in a state of transition to industrial use.

Policy No. 5: Land use patterns and transportation facilities should encourage alternatives to through truck traffic on residential portions of the arterial street system.



EXHIBIT "B"



BETHEL-DANEBO NEIGHBORHOOD REFINEMENT PLAN, PHASE TWO:  
ROOSEVELT EXTENSION AND DRAINAGE FACILITY

The area south of Elmira Road, north of the Coos Bay branch of the Southern Pacific Railroad, east of Beltinge Road, and west of Highway 99, has been the subject of four recent subdivision requests involving nearly 43 acres. This area is beset with three major planning problems: (1) the need for separation and delineation of industrial and residential land use areas; (2) the need for a major drainage facility; and (3) the need for improved access to the industrial portions of the area to better serve existing industry and to provide alternatives to industrial traffic using residential streets.

These issues have all been identified as major issues to be addressed in Phase II of the Bethel-Danebo Neighborhood Refinement Plan. The following analysis will constitute a part of that refinement plan, as well as proposing solutions to respond to the pending subdivision applications in the subject area.

BACKGROUND

Residential/Industrial Land Use Areas and the Proposed Alignment for Highway 126.

In general, the industrial and residential zoning districts applied to the subject area today reflect patterns applied to the area upon annexation. The annexation occurred in three pieces in 1954, 1963, and 1964. As early as 1963, zoning district boundaries and hence proposed land use patterns were being drawn with the idea that the proposed alignment for Highway 126 would provide a dividing line between residential land uses on the north and industrial land uses to the south. Use of the Highway 126 alignment to separate industrial and residential land uses was given additional support through the following Opportunity Area description in the Eugene-Springfield Metropolitan Area 1990 General Plan:

The Danebo area north of the Coos Bay branch of the Southern Pacific will be isolated from other residential areas when Highway 126 is extended past the area. Because of proximity to the railroad and the freeway, warehousing or light industrial would be appropriate eventual uses. (Opportunity Areas, Redevelopment Area No. 3, page 37, 1990 General Plan).

Despite the general plan statement, Planning Commission policy has resulted in denial of four out of five of the zone changes requested since its adoption. Denial has been based on:

1. The uncertain future of Highway 126 and the potential problems associated with additional industrial development in the area because of abutting residential development;

2. The apparent lack of need for reclassification of residentially zoned land to industrial zoning districts since there is a substantial amount of unused industrially zoned land within and south of the area; and
3. The feeling that it is premature to reclassify additional land for industrial use south of the proposed alignment for Highway 126, because of No. 1 and No. 2 above.

The only exception made to the evolving policy of not re-zoning residentially zoned land to industrial zoning districts was made in 1971, to allow for expansion of an existing industrial use (J. H. Baxter Company). A Site Review was attached to the approval of this zone change from R-A Suburban Residential to M-3 Heavy Industrial to address the industrial/residential edge.

#### Alternatives to Highway 126 for Access to Industrial Areas.

The construction of a major highway in the proposed alignment for Highway 126 is today more uncertain than ever. Discussions between the City, County, and State have instead focused on alternatives to Highway 126 which could:

1. Improve access to and from the industrial areas within Bethel-Danebo to improve its attractiveness for future industrial development; and
2. Provide alternatives to the use of residential streets for access to industrial areas.

#### The Bethel-Danebo Truck Route

The Bethel-Danebo Truck Route was established in recent actions by the City to prohibit through truck traffic on residential streets, particularly Elmira Road, portions of Bertelsen Road, and Royal Avenue. This truck route responds to the use of these residential streets by trucks trying to get to the industrial portions of Bethel-Danebo from the major arterials of Beltline Road and Highway 99 north. Highway 126 was to provide the east-west connection to these industrial areas from the two major arterials. While enforcement of the proposed truck route may reduce the impact of some of the through truck traffic on residential streets, it does not address the need for better access into the industrial areas.

#### A Bertelsen-Beltline Connection

Although any final decisions on alternatives to Highway 126 must be resolved in the context of the Eugene-Springfield Area Transportation Study (ESATS), provision for an at-grade facility between Beltline and Highway 99 in the vicinity of the 126 alignment is being tested and discussed. This concept has been discussed with County, City, and State officials and industrial firms in the area. Individual letters were sent in September 1976, to firms identified by the Traffic Division as those contributing to industrial traffic on residential streets between Beltline

2. The apparent lack of need for reclassification of residentially zoned land to industrial zoning districts since there is a substantial amount of unused industrially zoned land within and south of the area; and

3. The feeling that it is premature to reclassify additional land for industrial use south of the proposed alignment for Highway 126, because of No. 1 and No. 2 above.

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Road and Highway 99. The letter discussed the provision of an at-grade facility between Beltline Road and Bertelsen Road, using a portion of the Highway 126 right-of-way. Although most of the firms contacted favored such a facility, many also cited the need for a facility which would connect on through to Highway 99 from Beltline Road.

#### A Beltline Road-Highway 99 Connection

Because of the comments received from industries in the area as well as the lack of an alternative to travel on Elmira Road between Bertelsen Road and Highway 99, a facility continuing the Bertelsen-Beltline connection through to Highway 99 is also being tested in the ESATS long-range planning process. In developing policies and alternative access proposals, a connection from Beltline Road to Highway 99 will eventually be needed and the section from Beltline Road to Bertelsen Road could be a first phase of such a facility.

#### Alternatives to the Highway 126 Floodway for a Major Drainage Facility in the Subject Area.

The only remaining gap in major drainage facilities to serve the Bethel-Danebo area involves that area which was to be served by a facility built in conjunction with Highway 126, known as the Highway 126 Gap Floodway. This drainage facility was to have served the area south of Elmira Road in which subdivision requests are now pending for lack of alternative drainage facility. Decisions about this facility or some alternative to it involve several issues: (1) the floodway could be used to delineate the boundary between residential and industrial land uses, either in conjunction with a roadway, or as a separate facility; (2) decisions about the location of the floodway have in the past been tied to Highway 126 and have been postponed pending resolution of the need and location of that facility; and (3) if the floodway is constructed in conjunction with an arterial and serves as a division between industrial and residential land uses, decisions need to be made as to preferences for locating it north or south of the transportation facility.

#### PROPOSED ALTERNATIVES TO RESOLVE LAND USE, DRAINAGE AND ACCESS PROBLEMS

Four separate alternatives have been reviewed to resolve land use, drainage, and access problems in the subject area (see attached maps).

Alternative 1: Alternative 1 calls for a two-lane industrial arterial and a drainage ditch in the alignment that generally follows the proposed alignment for Highway 126. In this alternative, as in all others, the drainage ditch would lie on the north side of arterial. This alternative would dip south to allow the arterial to meet Roosevelt Boulevard at its intersection with Maple Street. Alternative 1 would use State owned right-of-way to the greatest extent. To do so, it would cut through the middle of existing residential development, leaving an estimated 50 residentially-zoned housing units south of

the proposed facilities. In addition, it would leave an estimated 30 acres of vacant residentially-zoned land in the subject area south of the proposed facilities and unseparated from adjacent heavy industrial uses.

Alternative 2: Alternative 2 calls for both drainage and access facilities to follow the existing residential/industrial zoning district boundary to the greatest degree possible, separating residentially-zoned areas on the north from industrially zoned areas on the south. Again, the drainage facility would be located north of the roadway to separate residential areas from the roadway and the industrial development to the south. Alternative 2 results in an estimated six residentially-zoned housing units falling within or south of the proposed facilities. It would use State-owned property east and west of Bertelsen Road. This alternative would swing north from dedicated right-of-way between Baxter Road and Alva Park to use State-owned right-of-way west of Maple Street and to come into Roosevelt Boulevard at its intersection with Maple Street. In swinging north, this alternative would leave an estimated three acres of undeveloped residentially-zoned land south of the proposed facilities and unseparated from adjacent heavy industrial development.

Alternative 3: This alternative leaves the drainage ditch in the same alignment as Alternative 2, that is, along an alignment separating existing industrial and residential zoning districts. In this alternative, the roadway would split off from the drainage ditch west of Bertelsen Road, swinging south to meet Cross Street at its intersection with Bertelsen Road. The roadway would then use existing Cross Street and follow the existing zoning district boundary to the east, rejoining the drainage ditch alignment. Alternative 3 would involve leaving an estimated three residentially-zoned housing units within or south of the alignment for the proposed facilities. The location of the roadway on Cross Street would improve the attractiveness of the industrially-zoned land on both sides of Cross Street for industrial development, but would make the area less attractive residentially for the 19 industrially-zoned housing units located on Cross Street.

Another variation on Alternative 3 involved using a private road through the Baxter Mill area, connecting Cross Street at both ends. This alternative was not pursued because it would cut through the middle of the mill area and take away internal circulation needed by the mill.

Alternative 4: Alternative 4 follows the same alignment as Alternative 3 east of Bertelsen Road. West of Bertelsen Road, it would continue straight on to Beltline Road. This alternative would have the same characteristics and effects east of Bertelsen Road as Alternative 3. West of Bertelsen Road, the roadway alignment would not use any of the existing State-owned right-of-way. Instead, it would cut through the middle of the Camac property, leaving an estimated 30 acres of industrially-zoned land north of the roadway and south of the drainage channel. Intersection of the roadway with Beltline Road would occur at a point approximately 1,000 feet north of the overpass over the Coos Bay Branch railroad tracks. An intersection at this location is considered

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less desirable because of the rise in Beltinge Road necessary to get over the railroad tracks and the resulting problems of design and adequate visibility if the proposed roadway intersects with Beltinge Road at this point.

#### PROPOSED POLICIES FOR EVALUATION OF ALTERNATIVES

The following proposed policies have been developed as a basis for evaluating alternatives for land use, drainage, and access facilities to serve the area south of Elmira Road and north of the Coos Bay branch of the Southern Pacific Railroad between Beltinge Road on the west and Highway 99 on the east.

Policy 1: Any alignment for drainage, access, or combined drainage/access facilities implemented in the area north of the Coos Bay branch of the Southern Pacific Railroad should be designed to separate and buffer residential land uses on the north from industrial land uses to the south.

This policy supports continued separation of land uses, a policy which seems reasonable based on the nature of the heavy industrial area.

Policy 2: In the area south of Elmira Road and north of the Coos Bay branch of the Southern Pacific Railroad, residential uses should be maximized. Consideration may be given to accommodating limited expansion of the existing industrial firms.

The policy position is based on: (a) the existence of substantial vacant industrially-zoned land in the area south of the Southern Pacific Railroad's Coos Bay branch; and (b) the desire to preserve and enhance existing residentially-developed and zoned areas north of the Coos Bay branch. Efficient design may, however, require leaving some undeveloped, residentially-zoned land south of the proposed facilities and more suitable for industrial development.

Policy 3: Separation and definition of industrial and residential land use areas with drainage or access facilities should include provisions for landscaping or buffering.

This policy is intended to address the livability of the residential area to the north and continuation of existing industrial uses to the south by providing separation and buffering.

Policy 4: Industrial development should not occur where it would take access from the same local street which serves existing residential development, except where residential development is considered in a state of transition to industrial use.

This is a paraphrased version of policies adopted in the transportation section of phase I of the Bethel-Danebo Neighborhood Refinement Plan and policies addressing the Bethel-Danebo Drive area.

Policy 5: Land use patterns and transportation facilities should encourage alternatives to through truck traffic on residential portions of the arterial street system.

This policy reflects proposals found in the transportation section of Phase I of the Bethel-Danebo Neighborhood Refinement Plan and has particular application to Elmira Road and portions of Royal and Bertelsen Roads.

#### RECOMMENDATIONS

##### Recommended Alternative

Alternative 3 appears to be the best solution to land use, drainage, and access problems in the subject area. This alternative:

1. Separates residential areas north of the drainage ditch from the roadway and industrial area to the south;
2. Maximizes use of existing residentially zoned areas for residential purposes;
3. Combines State-owned right-of-way and dedicated street right-of-way to minimize acquisition of additional property; and
4. Provides a definite boundary between land use designated as appropriate for residential use north of the drainage facility and land designated suitable for industrial use to the south.

Discussions with Active Bethel Citizens, applicants for the four major subdivisions and with other major property owners in the area, indicate general agreement with Alternative 3. However, the city of Eugene Engineering staff was asked by developers of the proposed subdivisions to further investigate the possibility of substituting a storm sewer for a drainage ditch. If a storm sewer is built to serve the area, some other means of separating the residential developments from the proposed roadway and the existing industrial development to the south would be needed. Staff would recommend requiring a planted berm along the south side of the proposed subdivisions if a storm sewer is constructed instead of a drainage ditch.

##### Recommended Procedure

Following discussion of the information presented in the staff notes and testimony on the four alternatives by residents and property owners in the subject area, staff would recommend the following action by the Planning Commission:

Policy 5: Land use patterns and transportation facilities should encourage alternatives to through truck traffic on residential portions of the arterial street system.

This policy reflects proposals found in the transportation section of Phase I of the Bethel-Danebo Neighborhood Refinement Plan and has particular application to Elmira Road and portions of Royal and Bertelsen Roads.

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#### Recommended Procedure

Following discussion of the information presented in the staff notes and testimony on the four alternatives by residents and property owners in the subject area, staff would recommend the following action by the Planning Commission:

1. A recommendation from the Planning Commission to the City Council addressing:

- a. The five policies which have been developed for evaluation of alternatives, recommending their adoption as City policy to be used in selecting the final alternative; and

- b. The four alternatives, with a recommendation for a preferred alternative if possible.

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A recommendation from the Planning Commission to the City Council to recognize the background material, resulting policies, and selected alternative as a part of the Bethel-Danebo Neighborhood Refinement Plan.