

# EUGENE CITY COUNCIL AGENDA ITEM SUMMARY



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## Joint Work Session with Planning Commission: Envision Eugene - Strategies and Tactics

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Meeting Date: February 9, 2011  
Department: Planning and Development  
*www.eugene-or.gov*

Agenda Item Number: A  
Staff Contact: Lisa Gardner  
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### **ISSUE STATEMENT**

Envision Eugene is a collaborative, community-based effort to balance the sustainability triple-bottom-line framework of social equity, environmental stewardship and economic prosperity in planning for 34,000 new residents anticipated in the next 20 years. This work session provides an opportunity for the City Council and Planning Commission to jointly receive an overview of the emerging strategies, and take a more in-depth look at some of the tactics.

### **BACKGROUND**

The City is legally required to provide enough residential, commercial and industrial land to accommodate 20 years of growth, and establish a Eugene-only urban growth boundary (UGB). Equally important, Envision Eugene is describing how we want to grow; creating a future picture of what Eugene will look like, and how we will accomplish council and community goals for social equity, environmental stewardship and economic prosperity.

During the past three work sessions, the City Council was introduced to the triple-bottom-line framework and the relationship between each of the three elements of the framework and Envision Eugene, as well as how they serve as a foundation and inform upcoming discussions. Also introduced at these work sessions were the seven pillars or goals of Envision Eugene, and some emerging strategies to accomplish the goals related to commercial lands, multi-family housing and neighborhood livability.

Since the last work session, a comprehensive list of emerging strategies has been compiled into a draft proposal (Attachment A). The strategies are organized by pillar, and accompanied by one or more tactics, which are the actions that must be taken to successfully implement a strategy. If tactics are not approved concurrently with a strategy, “phantom capacity” is created, and the strategy is not a viable means of satisfying the land need within the current UGB.

The majority of these strategies focus on accommodating future housing and employment growth within the existing urban growth boundary (UGB), which is consistent not only with state law, but also with community values. If all of the projected residential, commercial and industrial land need cannot be accommodated within the existing UGB, then any unmet need will be earmarked for UGB expansion.

Like the pillars, the strategies and tactics were informed by a variety of sources, including public meetings and open houses, youth art contests, staff research, boards and commissions, and the Community Resource Group best outcomes and comments. The large collection of ideas from these sources were compiled into a library, and then distilled and assembled into goals, strategies and tactics for accommodating growth over the next 20 years.

These strategies and tactics are not final. It is expected that between now and the council's March 14 work session, the strategies and tactics will be continually refined based on feedback received through various distribution and outreach efforts.

This draft proposal is being broadly distributed to the public on the Envision Eugene website and in print forms, through news releases and emails to interested parties, and during open houses on February 3 and 10. A feedback form has been designed specifically to collect comments on the proposal and is available via the website and in print. The Community Resource Group reviewed the emerging strategies and tactics at their meeting on February 1, and has provided significant input.

A triple-bottom-line analysis of the strategies is scheduled for February 12, followed by a meeting of the Sustainability Commission to review the analysis and discuss the draft proposal on February 16. Other outreach efforts are currently being scheduled, including meetings with the Housing Policy Board and the Historic Review Board, as well as with neighborhood associations as requested.

The City Council and the Planning Commission will have two work sessions to review the full set of strategies and tactics, beginning on February 9 and continuing at the February 16 joint work session. Following a public hearing on February 22, the City Council will deliberate on a revised proposal at their March 14 work session.

## **RELATED CITY POLICIES**

Growth Management Policies

## **COUNCIL OPTIONS**

For discussion only, no formal action is required.

## **CITY MANAGER'S RECOMMENDATION**

No action is required on this item. Therefore, no recommendations are offered by the City Manager.

## **SUGGESTED MOTION**

No action is required on this item. Therefore, no motions are suggested.

## **ATTACHMENTS**

A. Pillars, Strategies and Tactics

**FOR MORE INFORMATION**

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# Envision Eugene: A Legacy of Livability

## Draft Pillars, Strategies and Tactics

2.2.11

### Provide ample economic opportunities for all community members

To meet the economic needs of Eugene residents today and in the future, we will pursue a multi-faceted approach that utilizes several strategies:

1. Meet all of the 20-year commercial land needs (office and retail) within the existing urban growth boundary (UGB).
  - Re-designate 100 to 200 acres of marginal industrial lands (generally 2 acres or less in size) to commercial lands.
  - Redevelop core commercial areas, corridors and downtown. (Note: Council will be asked to make a decision regarding redevelopment rates). (*See map for definition/general location of core commercial areas, corridors and downtown.*) (*See the Promote Compact Urban Development pillar for additional strategies and actions to facilitate redevelopment of commercial uses in core commercial areas and corridors.*)
  - Change the land use code to increase flexibility for compatible uses allowed within industrial and commercial zones.
2. Implement the Joint Elected Officials *Regional Prosperity Economic Development Plan* dated February 26, 2010, to proactively support the startup and growth of local businesses. Additionally, complete the following actions in support of the *Plan*:
  - Conduct feasibility study of developing a green industry cluster around wood product production with increased local content and value, potentially integrating local FSC-certified lumber with favored distribution of LEED-related products in the Seattle-to-San Francisco region, including rail transportation.
  - Conduct feasibility study of developing an intermodal rail-truck transport hub.
3. Consolidate, and develop or redevelop vacant lands and developed sites (including contaminated sites) within the existing UGB.
  - Develop an Industrial Land Trust to operate an Industrial Land Bank (using approaches demonstrated successfully in the West Eugene Wetlands Partnership), and seed the Industrial Lands Bank with public funds within five years of Council approval. The bank would work to consolidate sites and prepare developed sites for redevelopment, including contaminated sites.
  - Pilot a project to identify, remediate and certify for industrial development, one brownfield site of at least 20 acres.

- Reduce constraints, appropriately, on current vacant or developed industrial lands, especially those larger than 25 acres, with a goal of greatly increasing the readiness of these sites for development.
4. Identify, and support development or redevelopment of industrial brownfield sites that are and will remain outside the UGB as part of a regional strategy.
    - Work with Lane County and the City of Springfield to determine the feasibility of establishing an employment center in Goshen. The intent of all Envision Eugene pillars and strategies will apply in determining feasibility, i.e. Protect, Restore and Enhance Natural Resources.
  5. Determine what specifically would constitute an appropriate portfolio of industrial sites to support community economic development goals, both in supporting the expansion needs of locally-owned businesses, and in attracting new prime employers.
    - Consider the potentially different needs of both I-2 or campus industrial uses, and I-3 or heavy industrial uses.
    - Target lands of at least 50 acres and ensure that the needs for larger parcels up to 100 acres are addressed.
    - Address the need for locating lands in different areas to provide site choice based on the specific needs of different businesses.
    - Work with industry experts and community members to provide realistic siting criteria for various uses.
  6. Additional work is being completed to determine the timing and amount of acres of industrial land to be provided outside the existing UGB, to meet the defined economic development sites portfolio.
    - Establish legal parameters to ensure that these industrial sites cannot be rezoned for single-family, multi-family or commercial use.
    - Explore the concept of a “just in time” inventory of future industrial lands outside the UGB that would be pre-approved to bring in for industrial purposes only.

## Provide affordable housing for all income levels

To meet the growing and changing housing needs of all Eugene residents today and in the future, we will undertake the following strategies:

1. Plan for a higher proportion of new housing stock to be multi-family than the 39% of multi-family that currently exists. Increasing the proportion of multi-family housing increases the amount of housing accessible to all income ranges. (Note: council will be asked to make a decision on the single-family/multi-family housing mix.)
2. Expand housing variety and choice by facilitating the building of smaller, clustered and attached housing.
  - Develop and apply design guidelines, in collaboration with Infill Compatibility Standards (ICS) to address compatibility, while increasing flexibility in land use regulations to achieve desired outcome.
  - Complete evaluation of land use code, other programs, and permitting processes to identify barriers to clustered and attached housing, alley access lots, and secondary dwelling units.
  - Promote existing incentives such as system development charge grants (for affordable home ownership/rent), and EWEB small house incentives.
  - Assess benefits of new incentives such as minimizing systems development charges, (SDCs) implementing a marketing program for small, clustered and attached housing, and providing loans that reduce the risk of attached housing financing.
  - Continue existing programs such as Homebuyer Assistance Program, which offers down payment assistance for low-income, first-time homebuyers.
3. Assess the utility of a housing and transportation affordability index. This index rates neighborhoods based on the combined cost of housing and transportation costs which may be a better indicator of affordability than housing costs alone.
4. Support subsidized affordable housing projects with a goal of providing 500 affordable housing units every 5 years, consistent with the Eugene-Springfield Consolidated Plan 2010.
  - Continue existing programs such as Low Income Rental Housing Property Tax Exemption, Multiple-Unit Property Tax Exemption (MUPTTE), Landbank Program, system development charge (SDC) grants, Community Development Block Grant (CDBG) program, permit fee reductions, HOME Investment Partnership Program and Controlled Income Rent density bonus.
  - Identify new incentives such as a new foreclosure assistance/purchase program, increasing local subsidies, and providing infrastructure to affordable housing projects.
  - Evaluate land use code and permitting processes to identify and remove barriers to affordable housing (i.e. requirement for commercial on ground floor).
  - Evaluate publicly-owned land for future affordable housing developments.
  - Integrate housing for various income levels into existing neighborhoods consistent with the City's housing dispersal policy.

- Look for opportunities to incorporate affordable housing projects into area planning (such as coordinating the landbank program with planning of key corridors).
5. Support preservation and maintenance of existing affordable housing stock by continuing existing programs that extend the life of existing housing stock such as funds for acquisition of existing rental housing, rental rehabilitation loans, homeowner rehab loans, and emergency home repair loans.
6. Adopt development guidelines and requirements in residential expansion areas (if needed) that provide affordable housing, reinforce compact urban development and are compatible with adjacent uses. (A determination to expand/not expand the UGB to meet single-family residential development has not yet been made.) Guidelines could include:
- Develop and apply design guidelines, in collaboration with ICS, to address compatibility.
  - Develop flexible land use codes, including opportunities to reduce minimum allowable lot size from 4,500 square feet and create smaller houses.
  - Develop a tool box of financial incentives, such as variable SDCs, to encourage smaller lot/smaller home development.
  - Identify key transportation and utility locations.

## Plan for climate and energy uncertainty

To protect our environment and our population, and to mitigate and prepare for future uncertainties of a changing climate and rising fuel prices, we will undertake the following strategies:

1. Create more *20-Minute Neighborhoods* where residents can meet most of their daily needs within walking, biking or transit distance from their homes.
  - Complete city-wide *20-Minute Neighborhoods* assessment including location opportunities, and assessment of need for flexible codes, transportation infrastructure, parks, open space, partnerships and incentives.
  - Plan residential expansion areas (if needed) to support *20-Minute Neighborhoods*.
2. Complete assessment of implementing variable system development charges (SDC), with the purpose of supporting development towards the core of the city.
3. Integrate climate and energy projections into an assessment to understand the risks that climate change and energy volatility pose for the transport of goods and services, housing costs, food and water supplies, energy systems, and the location of emergency services.
4. Facilitate urban agriculture by evaluating barriers in the land use code to the development of home-grown food sources, including backyard and community gardens, urban food orchards, and micro-livestock, in accordance with the *Food Security Scoping and Resource Plan*.
5. Continue City efforts to reduce greenhouse gas impacts from housing and transportation. These include development of a new Pedestrian and Bicycle Master Plan, collaboration with Lane Transit District (LTD) to complete the EmX bus rapid transit system, and efforts to encourage existing and new houses to be energy efficient, particularly by using solar energy.



## Promote compact urban development and efficient transportation options

To integrate the closely-connected needs of land use and transportation (i.e. walking, biking, riding and driving) in our community, and to make the most efficient use of land and financial resources, we will undertake the following strategies:

1. Meet all of the 20-year multi-family housing and commercial (office and retail) lands needs within the existing UGB, through development of vacant lands and also focusing new development and redevelopment in core commercial areas, corridor areas and downtown. (Note: Council will be asked to make a decision regarding redevelopment rates).
  - Redevelop core commercial areas, corridors and downtown. (See map for definition/general location of core commercial areas, corridors and downtown.)
  - Change the code to increase flexibility for compatible uses allowed within industrial and commercial zones.
2. Transform key transportation corridors and core commercial areas as mixed-use neighborhoods that foster active, walkable, community living by providing a mix of residential, commercial, retail, and public uses in close proximity to one another- in many cases within a single building.
  - Create area plans that integrate land use, transportation, parking, parks and open space, and urban design.
    - Identify focus areas that are ready for change, economically viable, and poised for success.
    - Recognize the unique characteristics of each area and provide localized consideration and treatment in planning and as necessary, in the land use code.
3. Protect adjacent neighborhoods and provide housing options by creating transition areas between commercial and higher density residential uses and lower-density, single-family neighborhoods in accordance with the goals and recommendations of the Infill Compatibility Standards and Opportunity Siting Task Teams.
  - Recognize the unique characteristics of each area and provide localized consideration and treatment in planning and as necessary, in the land use code.
  - Utilize Opportunity Siting and other area planning efforts to establish transition areas.
  - Identify and apply implementation tools, such as overlays, form based code, and design review.
4. Make compact urban development of core commercial areas and corridors easier.
  - Remove regulatory barriers (i.e. reduced parking requirements, ground floor commercial requirement, and eliminating the requirement to complete a Traffic Impact Analysis within the identified core commercial areas and corridors).
  - Complete a feasibility study for the formation of a Compact Urban Development District the purpose of which is to reduce the financial and regulatory obstacles to develop core commercial areas and corridors. As part of the study, explore options for administering and financing the district.

- Complete an assessment of implementing variable SDCs, with the purpose of supporting development of the core commercial areas and corridors.
  - Explore feasibility of applying additional incentives such as tax incentives, loan programs, and infrastructure and placemaking improvements.
  - Identify and apply implementation tools, such as overlays, form based code, and alternative path that increase flexibility.
5. Conduct a pilot project, incorporating strategies 2, 3 and 4 to demonstrate how builders, neighbors, and the city can come together to foster best outcomes.
  6. Assess the need for additional parks in core commercial areas and corridors as densities increase.

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## Protect, repair, and enhance neighborhood livability

As new development brings change throughout Eugene’s neighborhoods, we will undertake the following strategies to help ensure a high level of livability, avert negative impacts, and make positive changes:

1. Do not increase densities in neighborhoods above those allowed by existing regulations, or undertake new strategies that impact neighborhoods unless they are in accordance with the goals and recommendations of the Infill Compatibility Standards and Opportunity Siting Task Teams.
2. Complete the Infill Compatibility Standards (ICS) project to achieve the goals of ICS, preventing negative impacts and promoting positive impacts of residential infill development on neighborhoods.
  - Bring to council, code changes to adopt R-1 Implementation Team recommendations addressing flag lots, lot coverage, sloped setbacks, secondary dwelling units, and alley front lots.
  - Complete and implement ICS work on remaining issues including subdivision conservation tools, needed housing code, cluster development tools, pre-application process, natural resources mapping and incentives, and multi-family standards.
3. Implement the Opportunity Siting (OS) goal to facilitate high density residential development on sites that are compatible with and have the support of nearby residents. Sites can be located in any residential area, as long as sites are identified through a collaborative process.
  - Complete Opportunity Siting pilot project in South Willamette.
  - Conduct a second OS pilot project on a specific site to demonstrate how builders, neighbors, and the city can come together to foster best outcomes.
  - Implement a toolbox of incentives following a comprehensive assessment of existing incentives and consideration of new incentives that support the achievement of OS outcomes. Incentives may include:
    - Regulatory (flexible codes, design review)
    - Facilitative (no cost pre-application meetings)
    - Financial (MUPTE, variable SDCs)
    - Affordable housing (land bank program, Low Income Rental Housing Property Tax Exemption, SDC grants)
    - Infrastructure (streetscape, parking, and sidewalks)
4. Create neighborhood plans to address unique situations and impacts in different neighborhoods.
  - Complete area planning for the University neighborhoods to address the interface between the University of Oregon, high density housing and surrounding single-family neighborhoods.

- Complete area planning for the River Road and Santa Clara neighborhoods to address impacts of increasing urbanization.
  - Beginning in 2015, select at least one neighborhood every two years as needed, for completion of area planning.
  - Continue Strategic Neighborhood Assessment and Planning (SNAP) program to provide opportunities for neighborhood-based planning activities.
5. Recognize the value that historic properties contribute to community character and livability and work to preserve those properties. Continue the work of the Historic Review Board as an informational resource for the community about historic preservation issues, partnerships, and grant funding.

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## Protect, restore, and enhance natural resources

To meet the environmental needs of Eugene residents today and in the future, we will undertake several strategies:

1. Encourage the protection and voluntary stewardship of valuable resources inside the UGB.
  - Develop recommendations for incentives and habitat conservation tools for preserving valuable natural resources within subdivisions, in coordination with the work of ICS.
  - Complete feasibility study of tools, such as transfer of development rights, tax incentives, and conservation easements, for protection of valuable natural resources and farmland.
2. Protect, maintain and restore high quality oak woodland and oak savanna habitat, high quality native upland and wetland prairie, the confluence of the Willamette River and McKenzie River, and tributaries to the Willamette River, such as East Santa Clara Waterway and Spring Creek (*See map for general locations*), in accordance with the intent of:
  - Rivers to Ridges Vision – endorsed in 2003
  - Ridgeline Open Space Vision and Action Plan – endorsed in 2008
  - Willamette River Open Space Vision and Action Plan – endorsed in 2010
3. Preserve valuable farmland outside the UGB. (*See map for general locations*)
  - Identify valuable farmland in and surrounding the UGB.
  - Identify partnerships and public funds to support the placement of permanent easements on valuable farmland outside the UGB.
  - Collaborate with regional partners to complete feasibility study of establishing long term protection of valuable farmland.

**Provide for adaptable, flexible and collaborative implementation**

Additional work is being completed to identify strategies and tactics for this pillar.

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