

# EUGENE CITY COUNCIL AGENDA ITEM SUMMARY



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## Work Session: Envision Eugene

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

Agenda Item Number: A  
Staff Contact: Lisa Gardner  
Contact Telephone Number: 541-682-5208

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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 the City Council with an opportunity to discuss and take action on a revised set of pillars, strategies and 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 previous work sessions, the City Council was introduced to the triple-bottom-line framework and the relationship between the framework and Envision Eugene. At three joint work sessions in February, the City Council and Planning Commission reviewed, discussed and provided feedback on the draft proposal of pillars, strategies and tactics. The strategies are organized under broad pillars and accompanied by one or more tactics that must be taken to successfully implement a strategy.

Parallel with the City Council and Planning Commission review of the draft proposal, broad public distribution and outreach efforts were conducted. This included public distribution of the draft proposal on the Envision Eugene website and in print forms, through news releases and emails to interested parties, during open houses, through meetings with the Community Resource Group, the Sustainability Commission, the Housing Policy Board, the Historic Review Board and neighborhood associations as requested, an on-line survey, and a public hearing.

The revised set of pillars, strategies and tactics (Attachment A) was informed by the feedback received through these various distribution and outreach efforts, including the joint City Council/Planning Commission discussions. The revisions made to the document are refinements to clarify and strengthen the intent of the proposed pillars, strategies and tactics, rather than substantive changes to the overall proposal. A summary of the revisions is included as Attachment B. Copies of the feedback received through March 2 will be available for City Council review in the City Council office. In addition, the new graphic format for the pillars, strategies and tactics provides reference information, illustrations, and photographs.

The triple-bottom-line tool was utilized to further understand the implications of several key strategies. A synopsis of the work to date is included as Attachment C. 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. The proposal calls for all multi-family and commercial land needs to be accommodated within the existing UGB, and for limited UGB expansion to accommodate targeted industrial land needs. Ongoing work is being conducted to determine how much of the projected single-family land need can be accommodated within the existing UGB. If any projected residential land need cannot be accommodated within the existing UGB, then the unmet need will require a UGB expansion.

### **Next Steps**

Following City Council action on the revised pillars, strategies and tactics document, an expanded narrative version of the pillars, strategies and tactics will be published to make the information more accessible and understandable to the public. This version will provide additional context and background, and describe the surrounding issues and intended outcomes. Distribution and outreach efforts similar to those already undertaken with the previous draft will continue.

Additionally, to ensure adequate time for community members to review the revised pillars, strategies and tactics, and have a meaningful opportunity to provide comment, a second public hearing is proposed for April, with final City Council action to occur at a meeting following that public hearing.

Concurrent with the outreach efforts, technical work will continue on several fronts. Staff will continue work with consultants on the required technical products, and begin work on other components of the final adoption package. The Technical Resource Group (a subgroup of the Community Resource Group) will continue meeting to vet and make recommendations on key assumptions and other data that have an effect on the City's future land need. In May, the City Manager plans to return to the City Council with a recommendation on housing mix for discussion and action. If needed, discussions regarding potential UGB expansion areas to accommodate single-family residential needs will follow the City Council's decision on housing mix.

### **RELATED CITY POLICIES**

Growth Management Policies

### **COUNCIL OPTIONS**

Option A: Adopt the Envision Eugene Pillars, Strategies and Tactics contained in the March 9 AIS as the council's proposal for public review and comment, including another public hearing on April 25. In addition, the City Manager shall schedule a work session with the council in May to discuss the single family housing need. Finally, the Manager shall begin analyzing lands outside the current UGB for industrial land development, and schedule a council work session to review the results of those analyses.

Option B: Direct the City Manager to revise the Envision Eugene proposal and bring back to the council for further consideration and future action.

## **CITY MANAGER'S RECOMMENDATION**

The City Manager recommends Option A

## **SUGGESTED MOTION**

I move to adopt the Envision Eugene Pillars, Strategies and Tactics contained in the March 9 AIS as the council's proposal for public review and comment, including another public hearing on April 25. In addition, the City Manager shall schedule a work session with the council in May to discuss the single-family housing need. Finally, the Manager shall begin analyzing lands outside the current UGB for industrial land development, and schedule a council work session to review the results of those analyses.

## **ATTACHMENTS**

- A. Revised Envision Eugene Proposal (March 2, 2011 version)
- B. Summary of Changes to Envision Eugene Draft Proposal Since February 2, 2011
- C. Triple-Bottom-Line Tool Summary

## **FOR MORE INFORMATION**

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Project Website: [www.envisioneugene.org](http://www.envisioneugene.org)

# Envision Eugene

*A Legacy of Livability*

## Draft Proposal

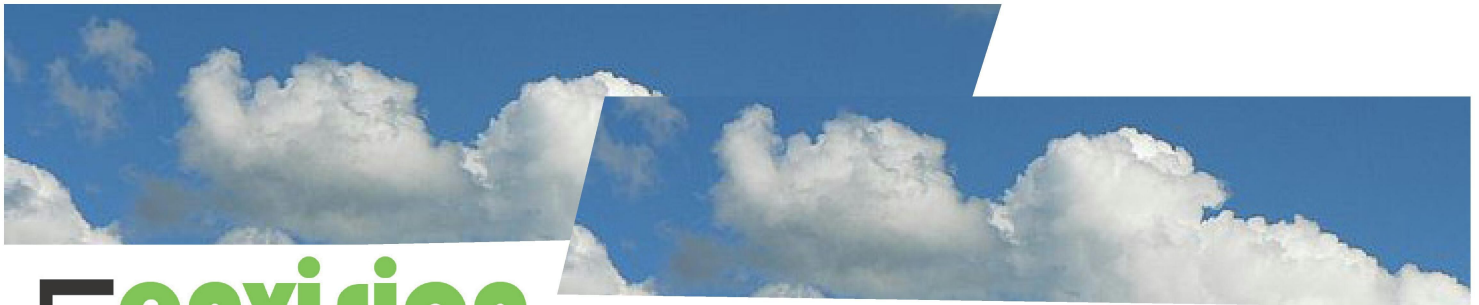
March 2, 2011



City of Eugene  
Planning and Development Department



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# Envision Eugene

*A Legacy of Livability*

## INTRODUCTION

Two primary goals of the Eugene City Council's Envision Eugene project are to: 1) determine how Eugene will accommodate the next 20 years of growth in our community, as required by state law, and 2) create a future that is livable, sustainable, beautiful and prosperous. The proposal described in the following pages outlines a strategy to achieve these goals. It is the result of collaborative and in-depth conversations with a wide variety of thoughtful and knowledgeable community members and sets a course for a new and sustainable vision for the future of Eugene.

The proposal is titled "Envision Eugene: A Legacy of Livability," to reflect the community's most prized values that emerged throughout the planning process. Seven pillars, or major objectives, assure that Eugene's growth is in line with community values.

Each pillar is accompanied by strategies and tactics. Strategies are numbered under each pillar and are the methods that will be used to achieve the pillar results. Tactics are represented as bullet points under each strategy and are the actions that must be taken to successfully implement a strategy. The pillars, strategies and tactics are interrelated, and should be considered holistically, rather than in isolation.

### The Seven Pillars of Envision Eugene

- Provide ample economic opportunities for all community members
- Provide affordable housing for all income levels
- Plan for climate change and energy uncertainty
- Promote compact urban development and efficient transportation options
- Protect, repair, and enhance neighborhood livability
- Protect, restore, and enhance natural resources
- Provide for adaptable flexible and collaborative implementation

**Envision Eugene is the result of collaborative and in-depth conversations with a wide variety of thoughtful and knowledgeable community members.**

The majority of strategies focus on accommodating future housing and employment inside the existing urban growth boundary (UGB). This is consistent not only with state law, but also with community values. As such, the proposal includes the following key points:

- Future land need for commercial activities and multi-family housing will be accommodated inside the existing UGB.
- Densities will not be increased in our single-family neighborhoods beyond what is currently allowed. Furthermore, we will continue to develop compatibility standards to ensure that future development is in-keeping with the character of existing neighborhoods.
- Densities will be increased (for jobs and multi-family housing) along key transit corridors and in core commercial areas. Financial and infrastructure incentives will be required to facilitate redevelopment activities.
- Economic development is a community priority, to bring local employment rates and wages on par with state and national averages. In doing so, we recognize that Eugene lacks available land for large lot industrial development. The UGB will need to be expanded by a minimum of 400 acres to accommodate this land need.
- The need for additional land to accommodate a future supply of single-family homes is still under study. A recommendation is expected in May of 2011.
- Potential expansion areas will be determined by prioritizing the preservation of high value agricultural lands and habitat areas.

Like the process that was used to develop it, this proposal is thoughtful, intentional, and evolutionary. Through built-in checkpoints and reviews we can check our predictions for the future against the actual changes we experience (see Adaptable Implementation Pillar).

Finally, each pillar includes “Best Outcome” statements that are direct quotes from participants in the planning process. These quotes represent community members’ hopes for the future and their best possible outcomes, should we pursue these actions and be successful in their implementation. These “Best Outcomes” have been an important focus of the planning process to date, because they help us to take positive actions to realize the future we want, rather than making decisions that are based in fear of an unknown future.



Community members discuss the future

### For Additional Information

Please visit the project website at [www.envisioneugene.org](http://www.envisioneugene.org) or contact Terri Harding, Public Involvement Manager, at [terri.l.harding@ci.eugene.or.us](mailto:terri.l.harding@ci.eugene.or.us) or (541) 682-5635.



Envision Eugene

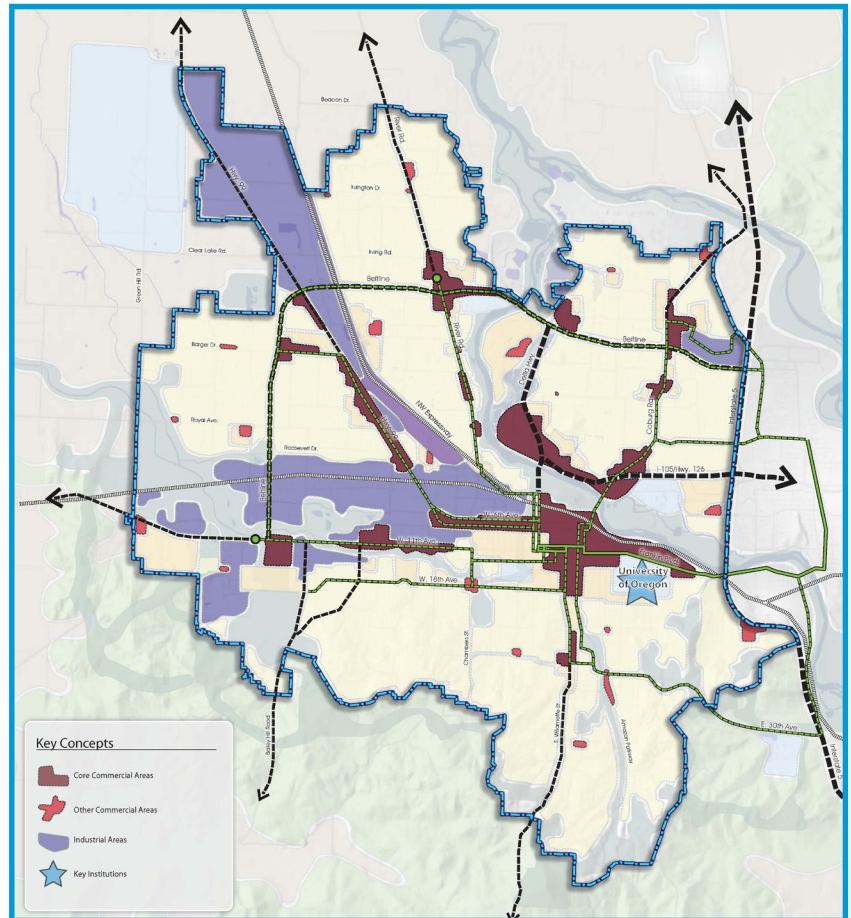
# Provide Ample Economic Opportunities for all Community Members



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). (Note: this does not preclude the inclusion of small amounts of commercial lands within areas that expand to accommodate other uses)

- Conduct a parcel evaluation and re-designate 100 to 200 acres of marginal industrial lands (generally 2 acres or less in size) to a commercial or flexible employment zone (see below).
- Change the land use code to increase flexibility for compatible uses allowed within industrial and commercial zones.
- Redevelop key transit corridors and core commercial areas (including 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.)



Some smaller lots in industrial areas may be better suited to other uses

## The Regional Prosperity Economic Development Plan

lists a variety of actions aimed at supporting and improving the local economy. The plan also identifies several key industries for our regional economy such as clean tech/renewable energy, health/wellness, advanced manufacturing and software. To view the plan, go to [www.eugene-or.gov/nexecon](http://www.eugene-or.gov/nexecon)

**No UGB expansion for commercial land needs.**





# Provide Ample Economic Opportunities for all Community Members



Farmer's Market



Bike Friday photo: [www.bikefriday.com](http://www.bikefriday.com)

## Average Wage

The average wage in Lane County in 2009 was \$35,475, which is 16% below the State average.

## Brownfields

The term "brownfield" refers to polluted or contaminated lands that need to be cleaned up before they can be used again.

**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 (Forest Stewardship Council) - certified lumber with favored distribution of LEED (Leadership in Energy and Environmental Design) - 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 brownfield 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.
- Work with property owners of current vacant or developed industrial lands, especially those larger than 25 acres, to reduce the financial and regulatory obstacles to development, with a goal of greatly increasing the readiness of these sites for development.

**4.** Support the development or redevelopment of industrial 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 (light-medium industrial uses), and I-3 (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.** In order to complete the desired economic development sites portfolio, expand the existing UGB by 400-500 acres for industrial uses. The timing associated with providing urban services to these areas would be guided by the tactics in the Adaptable, Flexible and Collaborative Implementation pillar.

- 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.



Burley Designs photo:www.burley.com



Rexius photo:www.rexius.com



Ninkasi Brewery photo:www.saveur-biere.com

## **Best Outcomes** - Statements from Community Resource Group Participants

*“Eugene offers good living wage jobs to a wide spectrum of workers with varied skills.”*

*“We will have an ample amount of land ready for development when a job/income producing firm comes to town with an interest in building a facility here. “*

*“We develop a strong commercial or industrial base with family wage jobs.”*

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Envision Eugene

# 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.

DRAFT

## Housing Affordability

A typical national standard used to determine housing affordability is that a household should pay no more than 30% of their income on housing. In 2008, 45% of Eugene households paid more than 30% (58% of renters, 33% of homeowners).

## Multi-Family Housing

Multi-family housing is typically attached housing including building types like duplexes, triplexes, row houses, small and high-rise apartment complexes, and condominiums.



Fairmount Square Rowhouses



Small scale apartments



The Tate condominiums



# Provide Affordable Housing for All Income Levels



Secondary Dwelling Unit



Alley access unit



Clustered housing

## 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.
- Evaluate land use code and permitting processes to identify and remove barriers to clustered and attached housing, alley access lots, and secondary dwelling units.
- Promote existing incentives such as system development charge grants (for affordable ownership and rental units), 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 applicability 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. In addition, explore the availability of an index that includes housing utility costs.

## 4. Support subsidized affordable housing projects with a goal of providing 500 affordable housing units every 5 years as stated in the Eugene-Springfield Consolidated Plan 2010.

- Continue existing programs such as Low Income Rental Housing Property Tax Exemption, land bank program, system development charge (SDC) grants, Community Development Block Grant (CDBG) program, HOME Investment Partnership Program and Controlled Income Rent density bonus.
- Identify new incentives such as a new foreclosure assistance/purchase program, increasing local subsidies, providing infrastructure to afford able housing projects and permit fee reductions,.
- 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 surplus land as sites for future affordable housing developments.
- Continue to integrate housing for various income levels into existing neighborhoods consistent with the City's Housing Dispersal Policy.
- Look for opportunities to incorporate affordable housing developments into area planning (such as coordinating the land bank program with planning of key corridors).

**5.** Continue existing programs that support preservation and maintenance of existing affordable housing stock. These programs benefit both low income homeowners and renters and include funding for acquisition of existing rental housing, rental rehabilitation loans, homeowner rehabilitation loans, and emergency home repair loans.

**6.** A determination to expand the UGB to meet single-family residential needs has not yet been made. If expansion is necessary, adopt development guidelines and requirements that promote housing options, increase housing affordability, reinforce compact urban development and promote neighborhood compatibility. Development guidelines and requirements could include:

- Design standards, in collaboration with ICS, to address compatibility.
- Flexible land use codes, such as opportunities to reduce minimum allowable lot size from 4,500 square feet, to create smaller houses, and to create a greater mix of housing types for different income levels.
- Financial incentives, such as variable SDCs, to encourage smaller lot/smaller home development.
- Planned location for new key transportation facilities and utilities.



Prairie View - Affordable Housing

### Housing Consolidation Plan

The Eugene-Springfield 2010 Consolidated Plan presents a strategic vision for housing and community development for the period beginning in July 2010 and ending in June 2015. The goals, strategies, and activities outlined in the Consolidated Plan are based on priorities identified through an analysis of community needs and an extensive community outreach process. To view the plan, go to [www.eugene-or.gov/hudconplan](http://www.eugene-or.gov/hudconplan)

## Best Outcomes - Statements from Community Resource Group Participants

"We create a mix of housing types that fit market demand and there are good desirable housing options for everyone."

"We have good looking, pleasant, livable affordable homes."

"Attractive, vibrant neighborhoods with a mix of housing densities that closely match market demand."

"Everybody has a place to live and the means to maintain it."

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Envision Eugene

# Plan for Climate Change and Energy Uncertainty

Cities are the front line for mitigating the economic and social risks stemming from energy uncertainty, reducing greenhouse gas emissions associated with the built environment, and preparing for changes in regional climate.



Several strategies in other parts of this document also address climate change and energy uncertainty, particularly those under the pillar pertaining to compact urban development and efficient transportation options. In addition to those strategies, the following strategies are consistent with the *Climate and Energy Action Plan* and will work to protect our population and our environment, by mitigating and preparing for future uncertainties of a changing climate and rising fuel prices.

**1.** Plan for growth so that an increasing proportion of residents live in 20-Minute Neighborhoods where residents can meet most of their daily needs within walking distance from their homes. This strategy is intended to reduce the need for, and reliance on, motorized forms of transportation.

- 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.** Make energy efficiency, including both in buildings and vehicles, the first line of action in reducing energy dependence and greenhouse gas emissions.

- Future policy decisions should support the efforts of the Pedestrian and Bicycle Master Plan, the Eugene Transportation System 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.
- Plan for changes in electricity generation and distribution methods and the resulting effects on land use.
- Take full advantage of energy efficiency opportunities in retrofits and renovations to existing buildings as a form of energy efficient redevelopment.
- Facilitate the use and generation of renewable energy for buildings as part of redevelopment, and facilitate the use of low-carbon transportation energy options as part of redevelopment.

## 20-Minute Neighborhoods

20-Minute Neighborhoods are walk-able neighborhoods with plenty of services to meet most of residents' basic needs, such as parks, schools, shopping and dining. Walk-able neighborhoods are well connected with streets, sidewalks and paths, and offer trees, lights, safe crossings and a pleasant pedestrian environment. Supporting these qualities is an important recommendation of the Community Climate and Energy Action Plan for a healthier, more resilient community.



Neighborhood business





# Plan for Climate Change and Energy Uncertainty

## 3. Reduce physical and economic risks to people and property arising from climate change and energy price uncertainty.

- Plan for increased frequency of flooding, increased risk of wildfires (particularly in the south hills), and increased risk of landslides (particularly on steep slopes).
- Anticipate and plan for climate and energy related impacts to food production and distribution, housing, emergency services, and urban infrastructure (i.e. water, sewer, energy, and transportation systems).
- Facilitate urban agriculture by evaluating and removing barriers in the land use code and permitting processes 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.



Local farm

## 4. Align incentives, costs and city processes to promote resource efficient buildings, smaller homes and development towards the city core.

- Complete an assessment of incentives, including implementation of variable system development charges (SDC).



Transportation options

## Best Outcomes - Statements from Community Resource Group Participants

*"Eugene is nationally recognized as a model for how to create 20 minute neighborhoods."*

*"We continue our reputation as livable, bike-able, green city but also embrace how we need to change."*

*"Corridors are transformed into beautiful walkable streets that have vibrant nodes of housing and services that facilitate "20 minute living."*

*"Quality of life goes up and we protect valuable farm land and grow in a way that is consistent with our values."*



Envision Eugene

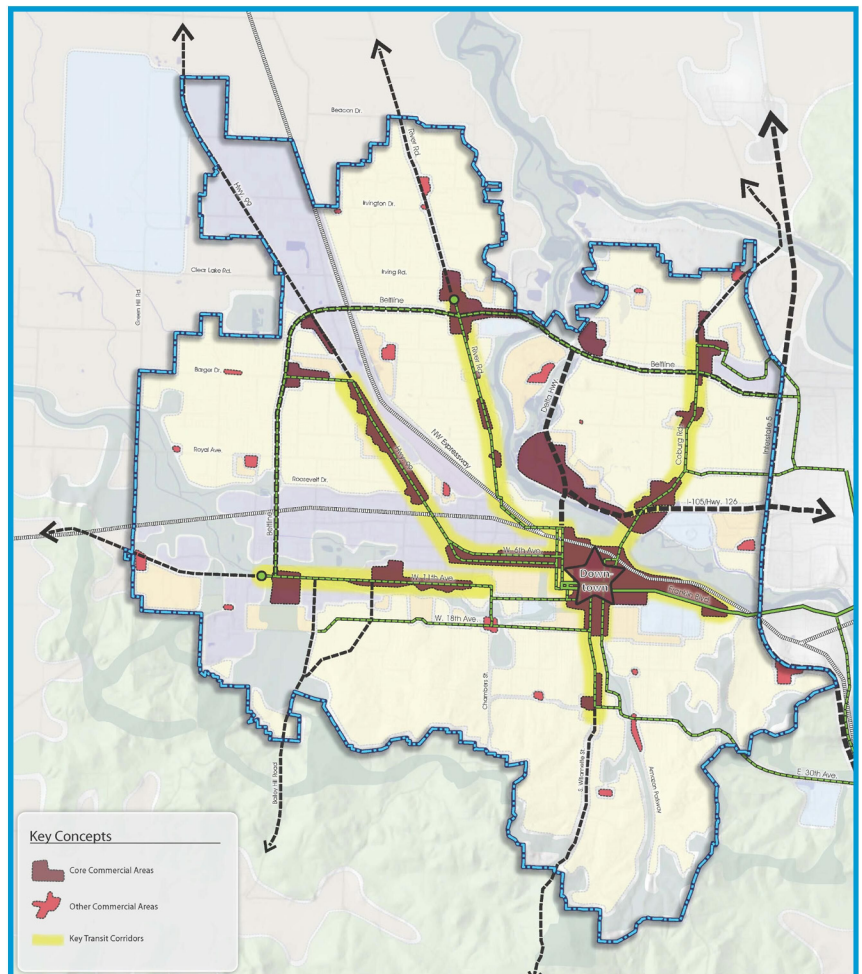
# Promote Compact Urban Development and Efficient Transportation Options



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 on key transit corridors and core commercial areas (including downtown). (Note: this does not preclude the inclusion of small amounts of multi-family housing and commercial lands within areas that expand to accommodate other uses)

- Integrate new development and redevelopment into key transit corridors and core commercial areas. (See map for definition/general location of key transit corridors and core commercial areas.)
- Change the code to increase flexibility for compatible secondary or associated uses allowed within industrial and commercial zones.



Key Transit Corridors and Core Commercial Areas

**"No UGB expansion to meet multi-family housing and commercial needs"**



West Town on 8th live/work Units

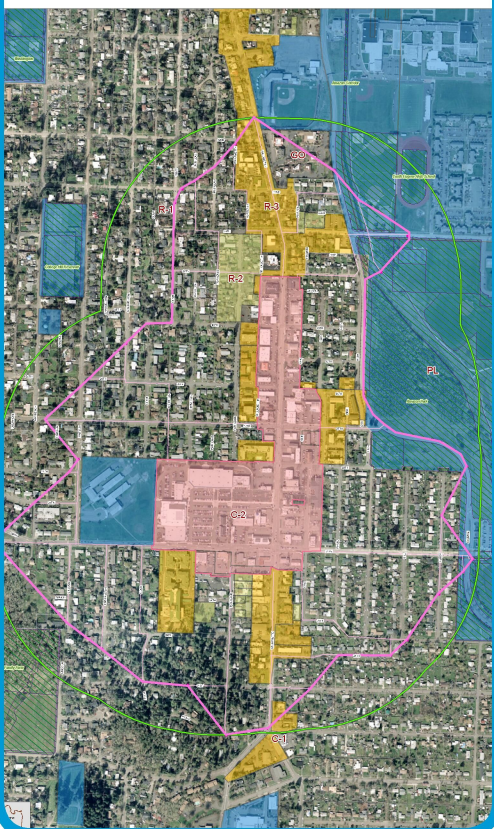


# Promote Compact Urban Development and Efficient Transportation Options

## Area Planning

Area planning considers all elements of the physical urban environment, including transportation, land use, parks, open space and natural areas, utilities and green infrastructure. A recent example of an area plan is Walnut Station ([www.eugene-or.gov/walnut](http://www.eugene-or.gov/walnut)).

## South Willamette Pilot Study Area



The South Willamette pilot project uses area planning and visioning to involve residents, developers and the city in creating a long term plan that integrates new multi-family housing and commercial uses into this vital area.

**2.** Facilitate the transformation of key transit 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 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 existing historical and cultural resources through urban design.
  - Recognize the unique characteristics of each area and provide localized consideration and treatment in planning and as necessary, in the land use code.
  - Consider the consensus report of the West Eugene Collaborative as an example outline of such an area plan for the strategies in the West 11th area.

**3.** Protect adjacent neighborhoods and provide housing options by using transitions 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 identify transition areas and tools, for example building height step downs, traffic calming, and landscaping.
- Identify and apply implementation tools, such as overlays, form based code, and design review.

## West Eugene Collaborative

The West Eugene Collaborative was a broad-based community partnership aimed at finding an integrated land use and transportation solution to west Eugene's transportation challenges. The group operated in a collaborative, consensus-building style and addressed complex, inter-related issues. For more information, see [www.westeugene collaborative.org](http://www.westeugene collaborative.org).

#### 4. Make compact urban development within key transit corridors and core commercial areas easier.

- Identify and remove regulatory barriers (i.e. reduced parking requirements, ground floor commercial requirement, floor to area ratio (FAR) requirements, and restructuring the Traffic Impact Analysis requirement within 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 key transit corridors and core commercial areas. As part of the study, explore options for administering and financing the district.
- Complete an assessment of implementing variable SDCs, with the purpose of recognizing reduced impacts of smaller home footprints and development of key transit corridors and core commercial areas.
- Explore and apply additional incentives such as infrastructure improvements, tax incentives, loan programs, and public/private lending partnerships. . Identify tools that can be utilized over and over such as a revolving redevelopment fund.
- Identify and apply implementation tools, such as new overlays, form based code, and alternative path that increase flexibility.
- Ensure that the transportation system can support planned densities and streets are designed to encourage compact development along them (in coordination with the Eugene Transportation System Plan).



Hypothetical concept of future redevelopment along transit corridor showing mix of uses.

### Removing Barriers

One Example: Some commercial zones call for mixed use buildings that require commercial uses to be located on the street level, with housing above. While the market may support the housing it doesn't always work for the commercial use. Because of this requirement, potentially good projects are not able to happen. By changing this, and allowing for future flexibility (i.e. that the ground floor could be converted to commercial use later), more housing and job needs can be met on existing lands.

### Infrastructure and Placemaking

What makes a place great? Often, it's a park, a plaza, a comfortable street, or something else that sets it apart from other places. One way to support redevelopment and density is to build plazas, parks, beautiful streets, art, and other features that enhance private development and attract people.

**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.

- Identify focus areas that are ready for change, economically viable, and poised for success.

**6.** Assess whether additional parks, plazas and other public open spaces will be needed in or near key transit corridors and core commercial areas as densities increase and develop strategies to meet that need.



**Redevelopment strategies should be aggressive but realistic.**



Artist's concept of future development along Franklin Blvd. showing multi-way boulevard

## **Best Outcomes** - Statements from Community Resource Group Participants

*"Our transit corridors will transform to attractive livable spaces that people can be proud of."*

*"Incentives are provided to implement strategies and density is increased while quality of life is maintained."*

*"We work together through this conflict to find elegant solutions to big problems."*

*"It honors the concept of compact urban growth."*



Envision Eugene

# Protect, Repair & 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.** Densities will not be increased 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 low-density residential infill recommendations addressing flag lots, lot coverage, sloped setbacks, secondary dwelling units, and alley front lots as part of the Envision Eugene amendment package.
- 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. Begin working with implementation teams immediately following local adoption of Envision Eugene.

## Infill Compatibility Standards

Infill Compatibility Standards are a set of recommendations from a community task force to help new development fit and function better in Eugene’s existing neighborhoods. Some recommendations have been implemented while others are pending further action. For more information on specific recommendations, see [www.eugene-or.gov/infill](http://www.eugene-or.gov/infill).

## Opportunity Siting

Opportunity Siting is a planning process that uses incentives to encourage development on sites that are identified through visioning by residents, developers and the city. For more information see [www.eugene-or.gov/opsiting](http://www.eugene-or.gov/opsiting).



Neighborhood planning

**Preserving and enhancing our livable neighborhoods is vital to making Eugene a great place to live, work, and play in the future.**



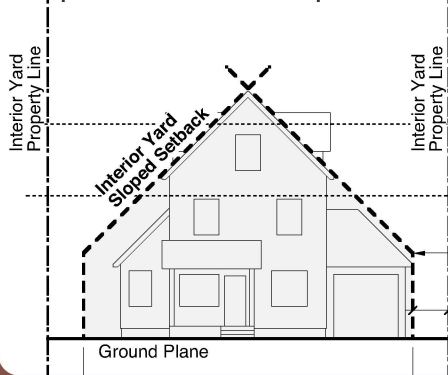
# Protect, Repair & Enhance Neighborhood Livability

## Infill Compatibility Standards Goal Statement

Create and adopt land use code standards and processes that:

- (a) Prevent residential infill that would significantly threaten or diminish the stability, quality, positive character, livability or natural resources of residential neighborhoods; and
- (b) Encourage residential infill that would enhance the stability, quality, positive character, livability or natural resources of residential neighborhoods; and
- (c) So long as the goal stated in (a) is met, allow for increased density, a variety of housing types, affordable housing, and mixed-use development; and
- (d) Improve the appearance of buildings and landscapes.

## Sloped Setback Concept



**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.

- 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 (utilities, transit, street improvements, parking, sidewalks and bicycle/pedestrian improvements)

**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. Begin this planning process immediately following local adoption of Envision Eugene.
- Complete area planning for the River Road and Santa Clara neighborhoods to address impacts of increasing urbanization. Begin this planning process immediately following local adoption of Envision Eugene.
- Beginning in 2015, select at least one neighborhood every two years as needed, for completion of area planning. As resources allow, complete plans at a quicker rate.
- Continue Strategic Neighborhood Assessment and Planning (SNAP) program to provide opportunities for neighborhood-based planning activities.

**Neighborhood planning will address unique situations and opportunities across the city.**

**5.** Promote recognition of the value that historic properties contribute to community character and livability, and work to preserve those significant properties. Promote consideration of adaptive reuse of existing buildings in areas of redevelopment.

**6.** Provide needed land for schools and parks to serve existing and future populations.



Adaptive reuse of historic properties

## Best Outcomes

- Statements from Community Resource Group Participants

*"Well done infill becomes an asset to existing neighborhoods."*

*"We have vibrant neighborhoods that celebrate culture, history and have a connection to a network of resources and activities."*

*"Neighborhoods become even more livable through adding new homes in a compatible way that respects neighborhood character."*

*"We develop more housing within walking distance of work, shopping and play."*

*"We use quality designs that integrate into the surroundings."*

*"Older neighborhoods...are enhanced by appropriate development with right scale, good designs and right location."*

## Ten Tenets of Opportunity Siting

1. Help preserve and enhance existing neighborhoods.
2. Proactively direct the pressure of development to appropriate sites.
3. Identify process mechanisms for compatible urban growth.
4. Support the urban growth boundary, limit urban sprawl and preserve farmland and rural parkland.
5. Promote sustainable growth and conserve energy by:
  - a. creating walkable neighborhoods near transit corridors
  - b. reducing dependency on automobiles
6. Support existing neighborhood schools by providing sufficient family homes nearby.
7. Capitalize on city investment by building within existing infrastructure.
8. Allow people to stay in their neighborhoods as their housing needs change throughout their lives.
9. Encourage the creation of housing in proximity to neighborhood amenities including open space.
10. Provide housing choice to a broader spectrum of the community by siting housing near jobs.



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Envision Eugene

# Protect, Restore and Enhance Natural Resources

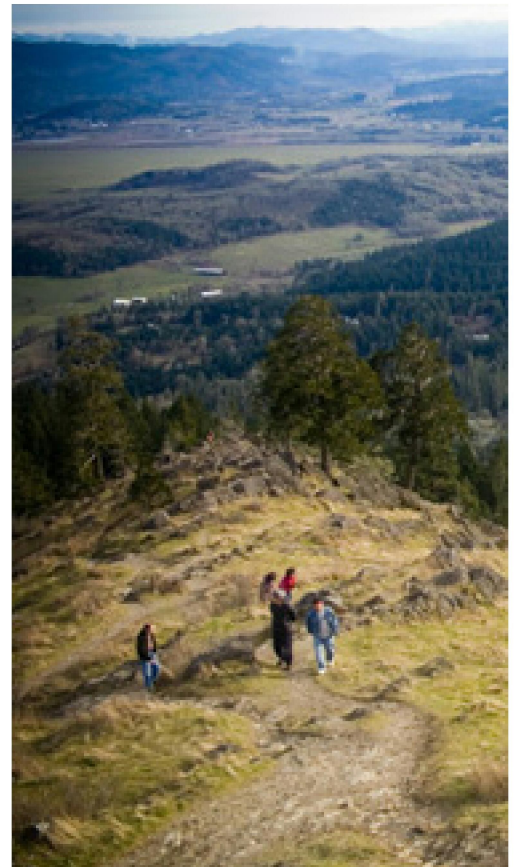
Eugene’s natural resources play a pivotal role in what makes our community an attractive place to live, work, and play. In recognition of these natural assets and to protect our quality of life, these strategies reflect an ongoing commitment to the protection of our natural resources both inside and outside the urban growth boundary.

## 1. Encourage both 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 and implement appropriate 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 natural habitat areas, including high quality oak woodland and oak savanna habitat, high quality coniferous forests, high quality native upland and wetland prairie, the Willamette River and its tributaries such as Amazon Creek, East Santa Clara Waterway and Spring Creek, and the confluence of the Willamette River and McKenzie River, (See maps for general locations) in consideration 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



Ridgeline Trail

### Conservation Easement:

A voluntary restriction placed on private property to protect its natural resources, often by limiting certain uses or preventing development.

### Recent Planning Efforts

The Rivers to Ridges Vision, Ridgeline Open Space Vision and Action Plan and the Willamette River Open Space Vision and Action plan are all collaborative natural resource planning efforts coordinated by the Lane Council of Government in and around Eugene. These plans help to place the work of Envision Eugene within the larger context of regional strategies to protect, maintain and restore natural areas.



# Protect, Restore and Enhance Natural Resources

## 3. Preserve valuable farmland outside the UGB.

- Identify valuable farmland in and surrounding the UGB.
- Identify partnerships and public funds to protect farmland into the future by supporting the placement of permanent conservation easements on valuable farmland outside the UGB.
- Collaborate with regional partners to complete feasibility study of establishing long term protection of valuable farmland.

### Food Fact

Between 2002 and 2009, Lane County's population rose 8.7 % while total cropland dropped by 11.7 %

Current oak savanna and upland prairie habitat in the Willamette Valley represent just 1% of historic amounts.



Oak savanna habitat around Eugene

## Best Outcomes - Statements from Community Resource Group Participants

*"Natural resources are preserved to the best of our ability."*

*"Quality of life goes up and we protect valuable farm land and grow in a way that is consistent with our values."*



Envision Eugene

# Provide For Adaptable and Flexible Implementation



To help ensure that the goals of Envision Eugene are realized to their full potential, the following strategies will be undertaken as cornerstones of implementation:

**1.** Create an ongoing monitoring system to collect and track key information.

- Identify specific plan goals and objectives to be monitored, such as housing mix
- Identify types of data needed to collect to support monitoring, such as population growth, densities, types and numbers of housing units constructed, job growth and rate of land consumption

**2.** Develop systems for tracking the key information described above, and producing clear, publically available reports, for the purpose of continuous evaluation of the effectiveness of the Envision Eugene strategies.

**3.** Create a dynamic Eugene-specific comprehensive plan to address emerging needs.

- At least every 5 years, evaluate the effectiveness of the Envision Eugene strategies
- At least every 10 years, consider the evaluations and determine whether the comprehensive plan and implementation tools should be adjusted
- Consider phasing of public services to expansion areas in accord with monitoring and evaluation results
- Identify and respond to any impacts that future regulations and programs may have on the buildable land supply

## Envision Eugene

As a result of Envision Eugene, we will have a local plan that reflects the community's vision for the next twenty years, and implementation tools that will help us achieve this vision. Since this plan is based on future projections, it will need to be dynamic enough to address the changing conditions. New trends, changes in laws or policies or shifts in community preferences could impact the community's ability to achieve this vision. To ensure that our plan and tools remain effective and relevant, ongoing monitoring, evaluating and adjusting must occur.

**Collaboratively plan and partner with surrounding jurisdictions and agencies.**

4. Continually evaluate and regularly adjust regulations through a collaborative ongoing code simplification program.

5. Collaboratively plan and partner with surrounding jurisdictions and agencies on such efforts as regional public facilities and services, regional transportation/climate planning, and protection of high-value farm land and natural resources.

6. Develop an implementation tool, such as design review or through Opportunity Siting, to support efficient and flexible review of development proposals that address the needs identified in Envision Eugene and have broad neighborhood support.



Envision Eugene public map room

### Design Review

In recognition that it is difficult to regulate good design, some very well designed projects may not meet all of a City's prescribed design standards. Design Review provides an alternate review process that allows design flexibility, where proposals can respond to the intent of the prescribed design standards and creatively meet or exceed these standards.

## Best Outcomes - Statements from Community Resource Group Participants

"We develop a thoughtful plan that takes into account the entire community's point of view."

"Policies can be generated which are implemented by the City Council so that planning efforts and visions have a chance to become a reality."



## Summary of Changes to Envision Eugene Draft Proposal Since February 2, 2011

The first draft of *Envision Eugene: A Legacy of Livability* was released on February 2, 2011. Since that time, comments and suggested revisions have been received from multiple sources, including: two public open houses, on-line surveys and email comments, Planning Commission and City Council work sessions, Sustainability Commission meeting, Triple-Bottom-Line analysis workshop, neighborhood meetings, Historic Review Board meeting, Community Resource Group sub-group meetings, and staff comments from across the city organization.

The following list generally describes the changes under each pillar in the new draft, dated March 2, 2011. This new draft includes graphics, reference information, and refinements to clarify and strengthen the intent of the pillars, strategies and tactics. The new draft will be discussed by the Planning Commission on March 7 and the City Council on March 9.

### Provide ample economic opportunities for all community members

- A graphic showing existing industrial and commercial areas is included with this draft.
- A note was added to Strategy 1 to clarify that even though an urban growth boundary (UGB) expansion is not proposed to meet our commercial land needs, potential expansion areas could include small amounts of commercial lands to serve the expansion area.
- Under strategy 3, “reduce constraints” was changed to “reduce the financial and regulatory obstacles to development.”
- The last strategy describing expansion for industrial development has been changed. The strategy now recommends expanding the UGB to include 400-500 more acres of industrial land to accommodate large lot industrial development.

### Provide affordable housing for all income levels

- Strategy 5 was rewritten to better explain existing programs that provide assistance to low-income households.
- Strategy 6 was rewritten to clarify that no determination has yet been made for single-family land needs, and to clarify the types of guidelines to be considered if expansion is necessary.

### Plan for climate change and energy uncertainty

- The strategies were revised and reordered based on input from the Sustainability Commission. The strategies and tactics include new reference to renewable energy sources, preparing for

economic and property risks, incentivizing low-energy forms of development and transportation, and planning for changes in electricity generation and distribution.

#### **Promote compact urban development and efficient transportation options**

- A graphic of key transit corridors and core commercial areas is included with this draft.
- A note was added to Strategy 1 to clarify that even though UGB expansion is not proposed to meet our commercial or multi-family land needs, potential expansion areas could include small amounts of commercial or multi-family lands to serve the expansion area.
- Strategy 2 now includes reference to planning that integrates existing historic and cultural resources, and the consensus report of the West Eugene Collaborative as an example of an area plan.
- Strategy 3 now includes examples of transition area tools such as building height step-downs, traffic calming, and landscaping.
- Strategies 4, 5, and 6 were clarified and generally strengthened.

#### **Protect, repair, and enhance neighborhood livability**

- Information was added about the proposed timeline for beginning work on the tactics under strategies 2 (Infill Compatibility Standards) and 4 (Neighborhood Plans).
- Strategy 5, historic preservation, was strengthened to recognize the value of adaptive reuse of buildings during redevelopment.
- A sentence suggesting that opportunity sites could be located anywhere in neighborhoods was dropped from the description of Strategy 3, Opportunity Siting.
- Strategy 6 was added, relating to providing needed land for schools and parks to serve existing and future population.

#### **Protect, restore, and enhance natural resources**

- An introductory sentence was added to describe the importance of our natural environment to our livability.
- Under Strategy 2, high quality coniferous forests and Amazon Creek were added to the list of resources to protect and restore, and reference to the Willamette River was clarified.

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

- Minor changes were made to Strategy 1 to clarify which proposal assumptions to monitor and what data to collect.

The March 2, 2011 draft of Envision Eugene: A Legacy of Livability, can be found on the website at [www.envisioneugene.org](http://www.envisioneugene.org).



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# MEMORANDUM

**Date:** March 2, 2011  
**To:** Eugene City Council  
**From:** Matt McRae  
**Subject:** Envision Eugene Triple Bottom Line Overview

## Triple Bottom Line Overview

The triple bottom line tool (TBL) assesses multiple values and acknowledges that actions have social, environmental, and economic impacts. The assessment is intended to support staff and community members in recognizing potential impacts, both positive and negative, across all three areas of sustainability. By providing a means of exploring issues from different perspectives, the framework informs potential impacts, benefits and trade-offs associated with important choices.

### What is the TBL tool?

The TBL tool is simply a set of questions and prompts to guide discussion, thinking and decision making. The questions focus on potential impacts in three areas: economic prosperity, social equity and environmental health. These questions help to uncover issues that might not have been considered in the process. Often times, the questions in the TBL tool reflect much of what is already considered in the course of work, but in a more systematic and deliberate way. In the simplest terms, the TBL tool is a way to help us have a whole conversation.

### The TBL tool is *not*:

- A tool that makes decisions or tells decision makers which option to choose.
- A detailed analytical assessment or substitute for cost/benefit analysis, environmental impact statement, or other technical analysis.
- A guarantee that all impacts have been identified
- Intended to measure the magnitude or relative importance of various impacts - If that information is needed, additional research and analysis would be required.

### TBL and Envision Eugene

As we conclude the first year of aggressively applying the TBL tool in the City of Eugene, we are adapting the tool to improve its ability to inform discussions. By applying the tool to Envision Eugene, for example, we have discovered a number of new best practices that can be applied in future efforts.

### Process

To conduct this TBL, we invited a mixed group of community members and staff with particular expertise to participate in TBL discussions covering eight of the Envision Eugene strategies. Four different groups met, each spending three hours and covering one to three strategies. Sustainability Commissioners, Planning Commissioners, Human Rights Commissioners, Neighborhood Leaders Council members, and Community Resource Group members participated. The summary notes, [linked here](#)<sup>1</sup>, include a list of participants and their affiliations so you can see the mix of participants. The participants were *not* expected to provide all possible



perspectives from our community, however there was an effort made to ensure that the group of participants brought a mix of environmental, social, and economic awareness or expertise.

### **Output**

As we began holding dedicated TBL discussions as another way to apply the TBL to Envision Eugene, we aimed to produce a summarized list of trade-offs, highlighting the many economic, social, and environmental impacts of a particular strategy or decision. As we engaged the tool at the strategy level, we learned that the complexity and broad scope of each strategy, and the number of assumptions needed in order to describe an impact made it very difficult to identify discreet impacts with a high level of certainty. Conversations were vast, lengthy and ultimately informative to the participants. However, generating the desired list of certain impacts or summarizing the scope of the far-ranging conversations proved difficult.

After reviewing the notes from these discussions, there appeared to be an opportunity to identify additional impacts, particularly in the area of social equity. Another round of TBL discussions was convened with small staff groups to review many of the strategies. These staff discussions produced an additional list of potential impacts that are included in the linked summary notes.

Moving forward, we will build on what we've produced to date and engage additional TBL discussions at a finer level of detail. We expect that TBL discussions can be more informative and helpful, and the impacts more clearly and confidently stated, when applied at the "tactic" level where there is a greater level of specificity. We will continue to share results of this analysis with council as the work of Envision Eugene proceeds.

For more information, please contact Matt McRae, 682-5485, [matt.a.mcrae@ci.eugene.or.us](mailto:matt.a.mcrae@ci.eugene.or.us)

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<sup>i</sup>[http://www.eugene-or.gov/portal/server.pt?open=17&objID=18660&parentname=CommunityPage&parentid=1&mode=2&in\\_hi\\_userid=2&cached=true](http://www.eugene-or.gov/portal/server.pt?open=17&objID=18660&parentname=CommunityPage&parentid=1&mode=2&in_hi_userid=2&cached=true)