

EUGENE CITY COUNCIL

AGENDA ITEM SUMMARY



Work Session: Envision Eugene Urban Growth Boundary Adoption Package Approach

Meeting Date: September 14, 2015
Department: Planning and Development
www.eugene-or.gov

Agenda Item Number: A
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ISSUE STATEMENT

This work session is an opportunity for the City Council to receive an update on the process and approach for the Urban Growth Boundary adoption package.

BACKGROUND

Envision Eugene began in 2010 as both a mandate and an opportunity. The mandate originated with House Bill 3337, requiring Eugene to complete a residential land inventory and urban growth boundary separate from the City of Springfield. The opportunity came from the desire to develop a collective vision for managing Eugene's population and job growth. The process of creating the seven pillars, holding conversations about best outcomes on topics from economic opportunity, to housing affordability, to neighborhood livability, has brought us to a point of readiness to adopt an urban growth boundary and move the community from vision to action.

Earlier this year, the council provided direction to staff on a recommended urban growth boundary (UGB) to accommodate Eugene's 20-year land needs for jobs, parks, schools, and homes. On July 20, the council directed staff to plan for homes by establishing a baseline UGB, launching a growth monitoring program, updating the land use code and planning for urban reserves. Previously, the council gave direction to expand the UGB for jobs, parks and schools in the Clear Lake area and for a community park in the Santa Clara area.

UGB Adoption Package

Under Oregon state law, the City must adopt certain documents to establish a new or expanded UGB. For the sake of simplicity, this set of documents is referred to as the "UGB adoption package" that will allow Eugene to set and maintain its own UGB, separately from Springfield. In Eugene's case, required elements of the adoption package include Metro Plan amendments, new Comprehensive Plan policies; Public Facilities and Services Plan amendments; land use code amendments; zone changes; supporting technical documents; and legal findings. This list is described in more detail in Attachment A. These documents must be reviewed and adopted through a formal adoption process, which is described in further detail below.

Establishing a Eugene-only UGB means that we will also need to establish a Eugene-specific Comprehensive Plan. In simple terms, a comprehensive plan is a document required by the state to guide land use planning and house the UGB. It contains goals and policies that address the statewide planning goals. Currently, these required policies (along with the UGB) are housed in the Metro Plan. Extracting and replacing these policies for Eugene, along with a Eugene-specific UGB, is the essence of the adoption process. This is why the Eugene-specific Comprehensive Plan will be a key part of the adoption package, and will be a central part of Eugene's policy framework moving forward.

The adoption package will include certain chapters of the Eugene-specific Comprehensive Plan that will replace, for Eugene only, current policies in the Metro Plan. Only the chapters that are essential, according to state law, to allow Eugene to set up its own UGB will be included in this set of amendments. To fully implement the community's vision, it will be important to bring all the chapters that only affect Eugene into the Eugene-specific Comprehensive Plan. A second phase of updates, after UGB adoption is complete, will add the remaining Eugene-specific chapters through a separate public process. Until then, some policies will remain in effect for Eugene in the Metro Plan.

UGB Adoption Process

The UGB adoption package (including the new Eugene-specific UGB and Comprehensive Plan) is the only *regulatory* part of Envision Eugene. Because the UGB is the shared boundary between Eugene and Lane County, the Metro Plan lays out the process for both jurisdictions to act in order to change the boundary. The City of Springfield has already completed its own process of establishing a UGB following the process outlined in the Metro Plan. Attachment B shows the process for adopting the Eugene-specific UGB and Comprehensive Plan with Lane County.

In essence, the Comprehensive Plan and UGB will proceed through the formal Planning Commission process, where the Eugene and Lane County planning commissions will hold a public hearing, consider public comment and make their recommendations to their respective elected officials. Following the planning commissions' recommendations, the Eugene City Council and Lane County Board of Commissioners will hold a separate public hearing, consider public comments, and make a decision on the UGB adoption package to forward to the state Department of Land Conservation and Development (DLCD) for acknowledgment.

Vision and Action Documents

In addition to the UGB adoption package, other important work related to Envision Eugene will be forthcoming on a similar time line. From the beginning, Envision Eugene has focused on vision and action. This was embodied, for example, in the seven pillars of Envision Eugene, which also called for specific actions as part of the 2012 Envision Eugene recommendation. The focus on vision and action will be carried forward through several separate plan components including the Community Vision, the Urban Form Plan (and Community Design Handbook), and the Action Plan.

Community Vision: carries forward the seven pillars of Envision Eugene and provides a snapshot of context and background for the community's effort.

Urban Form Plan: adds meaningful detail to the community's vision through maps, context information, and a user-friendly "Community Design Handbook."

Action Plan: lays out specific actions for the City to take to implement the vision, including actions identified in the 2012 Envision Eugene recommendation which have not yet been completed.

While important to fully express and realize the community's vision for the future, *these elements will be non-regulatory*. As such, they are not required to go through a formal adoption process. Because these documents are specific to Eugene, they also do not require the participation of Lane County. Instead, each non-regulatory element – building on progress over the past several years – will be reviewed by the public and endorsed by the Eugene Planning Commission and the Eugene City Council separately from the UGB adoption package.

The entire suite of work, the above-described components plus the Eugene-specific Comprehensive Plan, will be called the Envision Eugene Plan. This will guide Eugene's vision, policy and action related to land use for the next 20 years.

Public Engagement Approach

Public engagement is the cornerstone of the Envision Eugene process. Informed by five years of community input and meetings with City boards, commissions, and committees, staff is now pulling together a complete draft of the Envision Eugene Plan. An engagement and review timeline is included in Attachment C. This approach was presented to the Planning Commission in August and includes their input. As shown on the timeline, working drafts of the plan components will be shared online as they become available through late September. A revamped website at www.envisioneugene.org will contain the latest information and offer multiple ways to get involved. In late October, the preliminary Envision Eugene Plan (Draft 1) will be published, and staff will launch an extensive period of public outreach and events to gather comments, focusing on the UGB and Comprehensive Plan.

Events will be advertised on-line and through email and print media outlets, ensuring multiple ways for people to access information and submit their comments. Every step of the way, public review and comments improve the product, with the goal of achieving broad public support for the UGB adoption package and smoothing the path from vision to action.

COUNCIL OPTIONS

None; information only.

CITY MANAGER'S RECOMMENDATION

None; information only.

ATTACHMENTS

- A. Summary of Adoption Package Components
- B. Envision Eugene Plan Process Diagram
- C. Envision Eugene Plan Timeline

FOR MORE INFORMATION

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Envision Eugene Summary of Adoption Package Components

ATTACHMENT A

Proposal: Adoption of Eugene-specific UGB, including expansion to add 924 acres in the Clear Lake area for jobs, a community park site and a school site, and 35 acres in Santa Clara for a community park; and adoption of Eugene-specific comprehensive plan.

Metro Plan

- Amend to establish and add reference to Eugene-specific urban growth boundary
- Amend land use diagram map to re-designate expansion areas
- Amend or remove text no longer applicable to Eugene and/or covered in new comprehensive plan

Envision Eugene Comprehensive Plan (Phase 1)

- Adopt Eugene- specific comprehensive plan that includes the following required chapters (remaining chapters to be added at a later date/Phase 2):
 - Public Involvement
 - Compact Development and Urban Design
 - Economic Development
 - Housing
 - Administration/Implementation

Public Facilities and Services Plan

- Amend to add water, wastewater and stormwater projects, including rough cost estimates and timing, to serve expansion areas and areas within current urban growth boundary

Transportation System Plan

- Adopt Eugene-specific transportation system plan to support assumed development/densities (this will likely be a separate action from rest of package, depending on timing)

Land Use Code (City and UTA for expansion areas)

- Amend to add new overlay zone to address large lot protections and environmental justice concerns in industrial expansion area (Clear Lake Overlay Zone)
- Amend to add reference to, and process for amending, the Envision Eugene Comprehensive Plan
- Amend to reconcile references to Metro Plan and new comprehensive plan, where necessary
- Amend to remove references to Commercial Lands Study and codified policies

Zone Changes

- Apply appropriate base and overlay zones to expansion areas

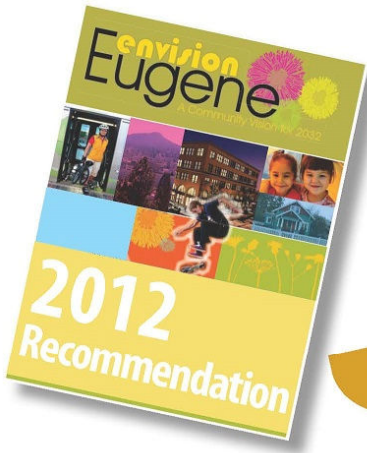
Supporting Documents

- Include the following documents as appendices to the Envision Eugene Comprehensive Plan:
 - Economic Opportunities Analysis
 - Housing Needs Analysis
 - Buildable Lands Inventory
- Repeal obsolete documents (previous commercial, industrial and residential land studies)

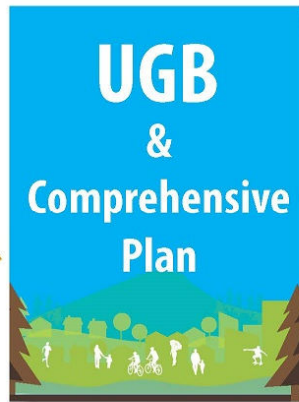
Legal Findings

- Findings and analysis to show compliance with relevant Statewide Planning Goals, all applicable state laws and all applicable local land use regulations and policies for all of the above actions.

Envision Eugene



Regulatory



Non-Regulatory



Community Input	✓	✓
Eugene Planning Commission Eugene City Council	✓ ✓	✓ ✓
Lane County Planning Commission Lane County Board of Commissioners	✓ ✓	



Envision Eugene Plan

ene Plan - Timeline

