



Eugene City Council

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EUGENE CITY COUNCIL AGENDA

July 20, 2016

12:00 p.m. CITY COUNCIL WORK SESSION
Harris Hall
125 East 8th Avenue
Eugene, Oregon 97401

Meeting of July 20, 2016;
Her Honor Mayor Kitty Piercy Presiding

Councilors

Greg Evans, President
George Brown
George Poling
Claire Syrett

Alan Zelenka, Vice President
Mike Clark
Chris Pryor
Betty Taylor

12:00 p.m. CITY COUNCIL WORK SESSION
Harris Hall, 125 East 8th Avenue

12:00 p.m. A. WORK SESSION:
Envision Eugene Urban Growth Boundary Adoption Package
Approach and Multi-Family Housing Strategies

City Council President: I move to direct staff to focus on "Tier One" strategies for accommodating multifamily housing, as outlined in Attachment C, for further development and public engagement.

Call for vote.

City Council President: I move to direct staff to move forward with public engagement activities for the UGB adoption package as described in Attachment F.

Call for vote.

Adjourn.

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EUGENE CITY COUNCIL AGENDA ITEM SUMMARY



Work Session: Envision Eugene Urban Growth Boundary Adoption Package Approach and Multi-Family Housing Strategies

Meeting Date: July 20, 2016
Department: Planning and Development
www.eugene-or.gov

Agenda Item Number: A
Staff Contact: Terri Harding
Contact Telephone Number: 541-682-5635

ISSUE STATEMENT

Bringing together over five years of community input, research and analysis, meetings, public hearings, and revisions, the City of Eugene is preparing to adopt a new urban growth boundary (UGB). The newest pieces of the plan include a Eugene-only UGB boundary line, draft comprehensive plan policies to guide growth in Eugene, and options for accommodating our needed multi-family housing over the next 20 years.

At this work session, the City Council will have the opportunity to direct staff on which housing strategies to move forward for further work, public review and comment.

Council will also have the opportunity to direct staff on the proposed public engagement plan for getting community feedback on the housing strategies and other documents required by law to adopt a new UGB.

BACKGROUND

Oregon law requires all cities to have an Urban Growth Boundary, which limits how far the city may grow while also providing enough room for places to live and work. Eugene and Springfield shared a UGB, however in 2007, the state legislature voted for each city to set their own, separate UGB. While this state mandate required Eugene to complete a residential land inventory and new urban growth boundary, it also provided an opportunity to develop a collective vision to guide Eugene's population and job growth. That vision is summarized in the seven pillars of Envision Eugene, approved by the City Council in 2012.

Eugene has been working through many complex tasks and choices to fulfill our responsibility to create a new UGB in a way that aligns with our community vision. For a complete list of all the choices the Eugene City Council has already made, see **Attachment A**. Determining how Eugene will accommodate needed multifamily housing is one of the final choices before the City Council can adopt a new UGB for Eugene.

Oregon law requires all cities to explain how enough homes and jobs for 20 years of population growth can happen inside a new UGB before it can be adopted. In 2015, the City Council provided

direction on expanding the new UGB for jobs, parks and schools. That year the Council also voted to include Eugene's 20-year need for homes inside the existing UGB. This means the City must be able to explain to the state how each type of housing – single family homes and multifamily homes – can be provided on the land available within the UGB.

We can fit all of our single family homes, and all but about 1,600 of our multifamily homes, on existing vacant and partially vacant land around the city. Our initial strategy for accommodating the final 1,600 multi-family homes was to increase redevelopment near corridors through area planning (community visioning, zoning code to match the vision, and development incentives to build it). The South Willamette Special Area Zone work was a pilot test of the area planning strategy. Community and Council discussions regarding zoning and livability in the South Willamette area raised concerns about implementing the area planning strategy, both in South Willamette and city wide. For this reason, and because Eugene needs to have all of our programs and tools for accommodating needed housing in place *before or at the same time* the UGB is adopted, the Council will need to decide on a *different way* to ensure we have enough land for multifamily homes in order to adopt our new UGB.

Multifamily Housing Options

The City Council has several workable options to choose from. City staff, consultants, and the Envision Eugene Technical Resource Group (or TRG, volunteers who review and vet the accuracy of staff's work) have studied a wide range of strategies. They reviewed whether or not the strategy can solve the problem *and* meet the intent of decisions the City Council has already made. Many of the strategies have already been discussed over the course of the Envision Eugene project, such as rezoning, UGB expansion, public investments and development incentives. The full list of potential strategies is included as **Attachment B**.

The strategies address both *high density* housing and *medium density* housing. State law requires cities to show how they will meet the need for homes in each of these categories. The staff team and TRG found that the high density housing need – about 1,000 homes - *can* be met by using tools the City Council has *already put in place*, with a focus on the downtown area.

The key decision before the City Council relates to *medium density* housing. About 600 medium density homes over 20 years, or about 30 homes per year across the whole city, still need to be accommodated. That equals about 4% of our housing need (the other 96% is already taken care of by previous City Council decisions).

The list of options in Attachment B is meant to be as complete as possible. Some options, however, rise to the top for a variety of reasons including previous Council direction and potential compatibility with neighborhoods across the city. Based on our preliminary review, staff recommend that three 'tier one' strategies be the focus of further study and public review. These 'tier one' options have the potential to take care of our remaining housing need while supporting the City Council's previous decisions as much as possible. The first is the downtown redevelopment strategy for **high density homes**, and the second and third are two options for accommodating **medium density homes**, as described in **Attachment C**.

Both medium density housing options below would effectively raise the density of new development in medium-density zones above what we would otherwise expect to see. Increased density is the result of any action that fits more housing inside the existing UGB. Previous direction

from the City Council was that required density would *not* be raised except through an area planning or similar process. Without area planning in place as a tool, another choice must be made. However, we assume exceptions would be made to either option below to exempt small lots in established neighborhoods from meeting these new requirements.

OPTION A: Amend our zoning code to preserve land in multi-family zones for *only attached housing types*.

Currently, single family homes are sometimes built on land zoned for multifamily use. Our code currently allows this. This amendment would change our code to allow only attached housing types on land *already zoned* for multifamily use. *This would not re-zone any more land for multi-family use, or increase the allowable density.* The type of housing expected would be the same as what we have historically seen on those zones, except single family would no longer be allowed. By doing so, the expected, average density of new development in those zones would rise from about 13.4 to 16.3 homes per acre. These numbers are preliminary estimates and will change depending on how the Council chooses to craft the code.

OPTION B: Amend our zoning code to require a *higher minimum density* in multi-family zones.

Currently, our allowed density range in our medium density zone is 10-28 homes per net acre. This option would change our minimum allowable density in medium density to about 13 or 14 homes per net acre, according to preliminary estimates. Single family homes would still be allowed in the medium density residential zone, as they are currently, however the minimum density of any new project in medium density zones would need to be higher. There are examples of single family home projects in Eugene that already meet this minimum.

Staff understands there is a great deal of concern about density in general, as well as concern about adding more requirements on development. For this reason, our intent is to be clear in presenting the expected impacts of each option for the City Council and the public to consider. It is important that everyone understands the impacts, and that they are not understated or overblown. It is equally important for those impacts to be considered in light of the likely impacts of other choices the council could make.

Public Engagement Approach

Public engagement has been a cornerstone of the Envision Eugene process. The documents that will be coming to the City Council for adoption this fall, all of which make up the UGB adoption package, are informed by five years of community input and meetings with City boards, commissions, and committees. Public outreach efforts made for Envision Eugene to-date are listed in **Attachment D**.

We firmly believe that an informed and involved public is essential to making good decisions, and we take great care to provide the public with good, accurate information and convenient ways to give input on important decisions. Our goal is to achieve meaningful, effective engagement, where the public has had ample opportunity to weigh in before the Council is asked to make a decision. To that end, we have proposed a public engagement plan for this final phase of the UGB adoption work (**Attachment F**). The Planning Commission Public Involvement Subcommittee reviewed this plan

on July 11, and staff has incorporated their suggestions. At the work session, Council will review, suggest modifications or additions as needed, and approve the plan for staff to implement.

Additional information is available on the Envision Eugene website at www.EnvisionEugene.org.

Next Steps

A timeline of future public meetings and events for adopting our UGB is included in **Attachment E**.

COUNCIL OPTIONS

Multifamily Housing Strategies

- a. Direct staff to focus on “Tier One” strategies for accommodating multifamily housing, as outlined in **Attachment C**, for further development and public engagement.

Public Engagement Plan

- b. Direct staff to move forward with public engagement activities for the UGB adoption package as described in **Attachment F**.

CITY MANAGER’S RECOMMENDATION

The City Manager recommends that Council direct staff as outlined in options a. and b. above.

SUGGESTED MOTIONS

Move to direct staff to focus on “Tier One” strategies for accommodating multifamily housing, as outlined in **Attachment C**, for further development and public engagement.

Move to direct staff to move forward with public engagement activities for the UGB adoption package as described in **Attachment F**.

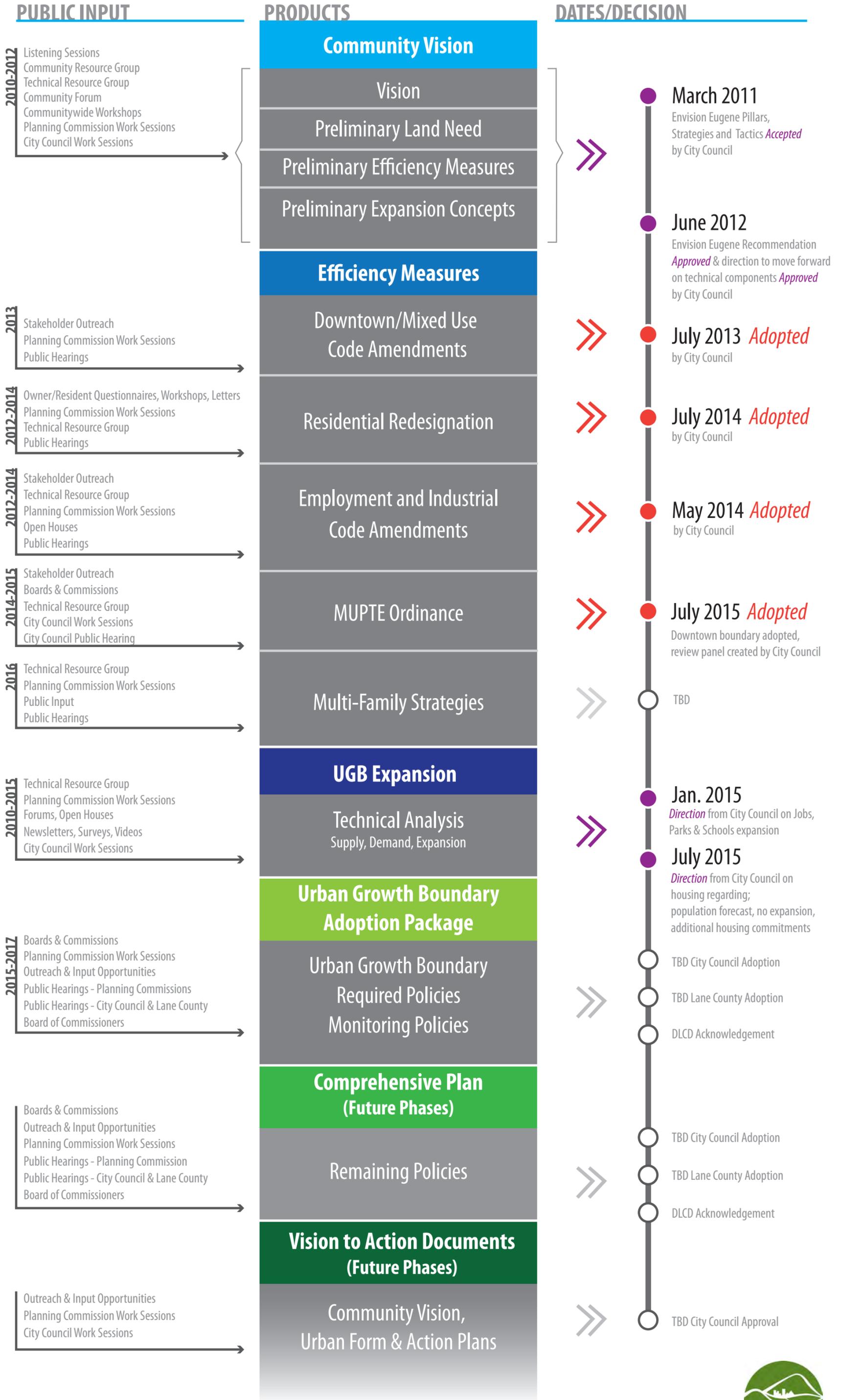
ATTACHMENTS

- A. Envision Eugene Decision Process Diagram
- B. Multi-family Housing Options List
- C. Multi-family Housing Options - Tiered List
- D. Envision Eugene Outreach Summary 2010-2016
- E. Envision Eugene UGB Adoption Timeline 2016-2017
- F. Proposed Public Engagement Plan Summer/Fall 2016

FOR MORE INFORMATION

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Staff E-Mail: Terri.l.harding@ci.eugene.or.us

envision EUGENE DECISION PROCESS



Multi-family Housing Options

This list includes a range of options regarding strategies to provide space for the remaining multi-family homes. They are categorized by actions to adjust our general assumptions of housing development trends, actions that would make our land develop more efficiently in the future, or actions to expand the urban growth boundary for multi-family housing.

Current deficit: Medium Density Residential (MDR) land: 614 homes High Density Residential (HDR) land: 1,003 homes

Multi-family assumptions	Code or plan amendments efficiency strategies	Incentives efficiency strategies	UGB strategies
<ul style="list-style-type: none"> • Persons per household (the number of persons assumed per new household) • Mix (The mix of new housing types, i.e. housing mix) • Housing allocation (the amount of each new housing type that is allocated to each plan designation) • Density (the number of new homes that are assumed to be built per acre of land) • Others? 	<ul style="list-style-type: none"> • Re-designate ~54 acres to MDR • Re-designate ~47 acres to HDR • Increase minimum density requirement • Code amendment to preserve MDR for attached multi-family housing types • Create a transition zone that promotes attached housing types • Reduce the minimum lot size requirement for duplexes • Reduce development standards, e.g. parking minimums • Require minimum number of homes if building residential in Commercial 	<ul style="list-style-type: none"> • Reduce permit fees (SDCs or other fees) for certain densities, housing types or in certain locations • Other incentives for certain densities, housing types or in certain locations • HDR Downtown redevelopment strategy (financial incentives, project coordination, permit facilitation, EWEB code/park/infrastructure) • Adopt MUPTE in more areas • Adopt tax increment financing in more districts 	<ul style="list-style-type: none"> • Expand for 614 MDR homes • Expand for 1,003 HDR homes

Strategies not included because they may not increase capacity in Eugene: transfer of development rights, increase maximum densities

Below are potential strategies that, from a technical standpoint, could increase the number of homes that we would see developed on land inside the UGB beyond historical trends. Other factors and considerations, such as community feedback, may impact the viability of any of these strategies. They are sorted into tiers based on their apparent ability to solve the problem while remaining consistent with previous Council direction as much as possible.

Potential Multifamily Housing Strategies	Impact on deficit	Technical Feasibility
Tier 1 - These strategies were analyzed more in-depth than others because of their potential for a high impact on addressing the remaining multi-family need:		
<ul style="list-style-type: none"> • High Density Residential (HDR) Downtown Redevelopment Strategy (Quantify the number of additional homes assumed to be built as a result of continuing existing financial incentives, project coordination, permit facilitation, EWEB code/park/infrastructure projects) 	High	High
<ul style="list-style-type: none"> • OPTION A for Medium Density Housing: Amend the zoning code to preserve Medium Density Residential (MDR) land for attached housing types only 	High	High
<ul style="list-style-type: none"> • OPTION B for Medium Density Housing: Amend the zoning code to require single-family detached developments on MDR land to achieve a higher density 	High	High
Tier 2 - These strategies were analyzed but were determined to have low technical feasibility:		
<ul style="list-style-type: none"> • Re-designate land from one category to another a multi-family or commercial category that can accommodate the unmet need 	Not determined	Low
<ul style="list-style-type: none"> • Increase the minimum density required in the zoning code 	High	Low
<ul style="list-style-type: none"> • Expand the UGB to accommodate the unmet need 	High	Low
<ul style="list-style-type: none"> • Adjust a “baseline” multi-family assumption that impacts how much housing demand or housing capacity we are assuming for the future <ul style="list-style-type: none"> ○ Number of persons per household in each new home ○ The mix of new housing types (i.e. single-family vs. multi-family) ○ The amount of each housing type that is allocated to each type of land use designation ○ Density of new housing (number of homes per acre of land) 	High	Low
Tier 3 - These potential strategies were not analyzed further because they would take significant staff time to analyze and determine how much capacity could be gained by these and it is unclear if these would have a significant impact on the deficit. Additionally, several of these would require additional consideration around compatibility impacts and standards.		
<ul style="list-style-type: none"> • Create a transition zone that promotes more attached housing types • Reduce the minimum lot size requirement for duplexes 	Not determined	Not determined

<ul style="list-style-type: none"> • Reduce development standards so that there's more room for the housing portion of the development, e.g. parking minimums • Require a minimum number of homes to be built when building residential in Commercial areas (currently there is no minimum density or number of homes required) 		
<p>These potential strategies were not analyzed further because they would require significant staff analysis capacity and financial analysis and/or would require creation or expansion of a financial program (e.g. creation of a program to address adjusted fees or exemptions).</p>		
<ul style="list-style-type: none"> • Adjust permit fees (SDCs or other fees) for certain densities, housing types or in certain locations • Other financial or permitting incentives for certain densities, housing types or in certain locations • Adopt MUPTE in more areas • Adopt tax increment financing in more districts 	<p>Not determined</p>	<p>Not determined</p>

Derived from 2/3/2016 Technical Resource Group materials.

Envision Eugene

Summary of Public Engagement 2010-2016



In addition to the events and opportunities summarized below, on-going outreach and engagement included website updates, social media updates, videos of project events and neighborhood outreach, co-sponsoring relevant national speakers, and various media outreach and coverage (radio, City Club on radio, TV, newspapers).

Community Vision & Draft Recommendation

2010

	EE newsletters sent to interested parties list
	Presentations to various groups and stakeholders (6)
Feb.-March	Community listening sessions (over 200 people individually or in groups)
April	UGB-wide postcard mailed for Envision Eugene kick-off
May 4 & 26	Envision Eugene kick-off work shop meetings
June	Student art project on Envision Eugene
June 2-4	Community Resource Group workshop
June 23	Public Workshop
July 22	Community Resource Group meeting
August 10	Community Resource Group meeting
Sept. 14	Community Resource Group meeting
Sept. 29	Community Resource Group redevelopment tour
Oct. 12	Community Resource Group meeting
Oct. 28	Public open house and map room
Nov. 3	Community Resource Group meeting
Nov. 16	Community Resource Group meeting
Dec. 13 & 14	Community Resource Group meeting

2011

	EE newsletters sent to interested parties list
	Presentations to various groups and stakeholders (18)
Jan.-Nov.	Technical Resource Group meetings (24)
Jan. 13	Community Resource Group meeting
Jan. 20	Community Resource Group meeting
Jan. 25	Community Resource Group meeting
Feb. 1	Community Resource Group meeting
Feb. 3	Open house
Feb. 10	Open house
Feb. 22	Public Hearing on 2011 draft proposal
Feb.-March	Survey – 2011 draft proposal
March 20	Community Resource Group meeting
April 4	Public work shop
April 25	Public Hearing, City Council – 2011 draft proposal
June 11	Letter- initial contact to potential Residential Re-designation areas
July 6	Open house
Aug. 3	Open house

Sept. 7	Open house
Oct. 18	Property owner drop-in session
Nov.-Jan.	On-line open house
Nov. 14	Open House
Dec. 6	Open House

Draft Recommendation, Efficiency Measures, UGB Expansion/Land Capacity

2012

	EE newsletters sent to interested parties list
	Presentations to various groups and stakeholders (5)
Jan.-May	Technical Resource Group meetings (14)
Jan.-Nov.	Workshops (4) – Residential Re-designation/ Crow Road
March 20	Community Resource Group meeting
March 20	Community Forum - 2012 Draft Recommendation (Bethel)
April 2	Community Forum - 2012 Draft Recommendation (Churchill)
April 5	Community Forum - 2012 Draft Recommendation (Downtown)
April 10	Community Forum - 2012 Draft Recommendation (Sheldon)
April 12	Community Forum - 2012 Draft Recommendation (South Eugene)
April 17	Community Forum - 2012 Draft Recommendation (River Road)
April-May	Survey - 2012 Draft Recommendation
May 14	Public Hearing, City Council – 2012 Draft Recommendation
July-Oct	Letters, questionnaires – Residential Re-designation
Oct. 21	Letter - Employment & Industrial Code Amendments
Dec. 12	Open house - Employment & Industrial Code Amendments

2013

	EE newsletters sent to interested parties list
	Presentations to various groups and stakeholders (11)
April-Dec.	Technical Resource Group meetings (5)
	Stakeholder outreach - Downtown/Mixed Use Code Amendments
Feb. 15	Letter - Employment & Industrial Code Amendments (I-1 areas)
March 4	Open house - Employment & Industrial Code Amendments (I-1 areas)
May 14	Public hearing, Planning Commission - Downtown/Mixed Use Code Amendments
June-Aug	Letters - Residential Re-designation
June 27 & 28	Meetings – Residential Re-designation (Rest-Haven)
July 15	Public hearing, City Council - Downtown/Mixed Use Code Amendments
Nov. 19	Public hearing, Planning Commission - Residential Re-designation
Nov. 5	Public hearing, Planning Commission - Employment & Industrial Code Amendments

2014

	EE newsletters sent to interested parties list
	Presentations to various groups and stakeholders (7)
Jan.-Dec.	Technical Resource Group meetings (17)
Jan.	On-line survey - UGB recommendation
Jan. 13	Open house - UGB recommendation

Feb. 19	Open house - revised housing recommendation
May 5	Implementation Resource Group meeting
	Stakeholder outreach – MUPTE (2013-2014)
June 3	Public hearing, City Council & Board of Commissioners- Residential Re-designation
July 5	Implementation Resource Group meeting
April 21	Public hearing, Planning Commission- Employment & Industrial Code Amendments
Nov. 3	Implementation Resource Group meeting
Nov. 14	Public Hearing, City Council - MUPTE downtown boundary
Nov. 14	Meeting- UGB expansion (Bailey Hill)
Nov. 19	Meeting- UGB expansion (Crest-Chambers)
Nov. 20	Meeting- UGB expansion (Bloomberg-McVay)

UGB Expansion/Land Capacity, UGB Adoption Package, Multi-family Housing Strategies

2015

	EE newsletters sent to interested parties list
	Presentations to various groups and stakeholders (9)
Jan.-Dec.	Technical Resource Group meetings (10)
March 31	Community Resource Group meeting
June 24	Meeting – UGB expansion (Clear Lake)
June 15	Public Hearing, City Council - MUPTE downtown boundary
	Ad hoc advisory group meetings - UGB expansion (Clear Lake overlay zone)
Dec. 1	Letter – UGB expansion (Clear Lake overlay zone)

2016 to date

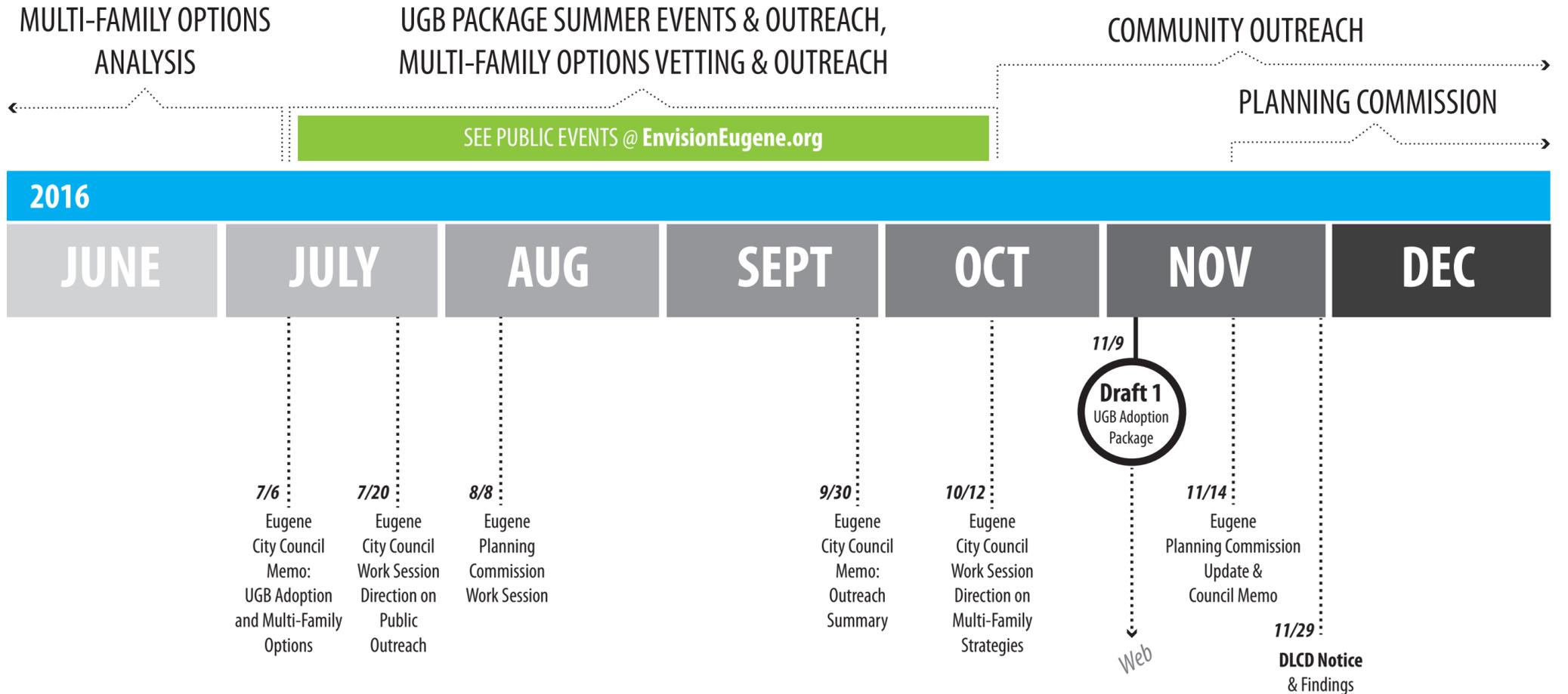
	EE newsletters sent to interested parties list
Feb.	Technical Resource Group meetings (2)
May	Meetings- with sounding board of neighborhood representatives – UGB adoption

** This is a summary of the major events, presentations, and Q & A opportunities. It may not be fully exhaustive. Not included on this list are numerous updates to about 600 interested parties by email newsletter, neighborhood or other newsletter articles, individual meetings, online information updates and personal contacts.*

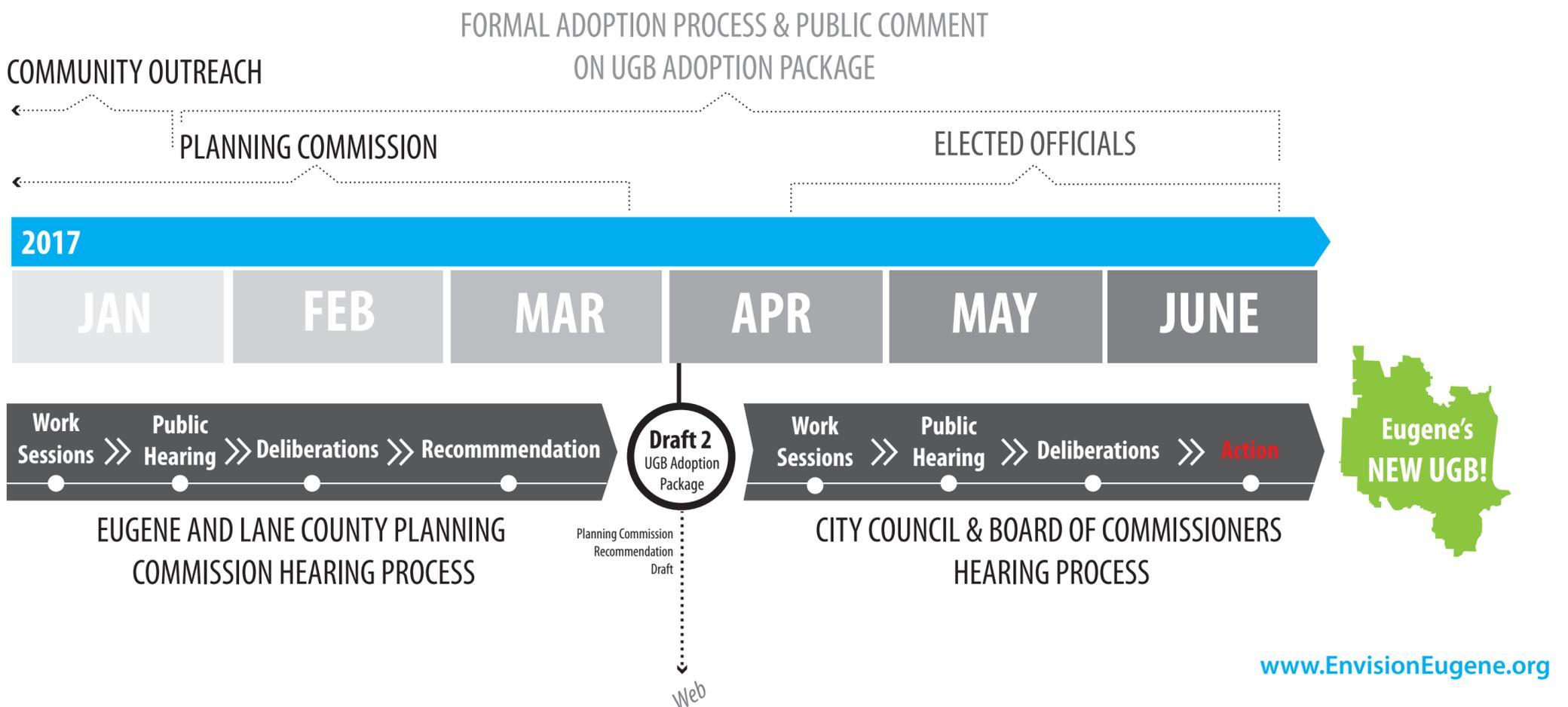
This summary also does not include the numerous work sessions and updates provided to boards and commissions, including; City Council, Planning Commission, Sustainability Commission, Housing Policy Board, Historic Review Board, Human Rights Commission, Toxics Board, Bicycle and Pedestrian Advisory Committee and the Lane County Board of Commissioners and Lane County Planning Commission.

Envision Eugene UGB Adoption Package Timeline

2016



2017



Draft Public Engagement Plan for UGB Adoption Package & Multi-family Housing Strategies Summer/Fall 2016

Goals

- Daylight the full range of public issues and concerns in time to discuss them and craft a well-balanced Envision Eugene urban growth boundary (UGB) adoption package (Draft 1) for the formal adoption process
- Provide community members ample and convenient opportunities to learn about the UGB adoption package and how to provide feedback
- Obtain community members' feedback on how well the adoption package reflects 5 years' worth of community input and issues identified throughout the Envision Eugene process, including the seven pillars
- Obtain community members' input and feedback on how well the multi-family housing strategies meet the community's needs
- Ensure interested community members have the information they need, and convenient ways to share this information with others
- Incorporate community feedback into the draft adoption package to gain broad community support to the greatest degree possible going into the adoption phase

Timing	Engagement Activity
On-going	EE newsletter- Weekly focus on one or more pieces of the UGB Adoption Package (~600 Email addresses)
On-going	Social media- Facebook and twitter posts of events, EE newsletter links, relevant information
On-going	Comment log- to track and share all public comments
July	Videos – post and share short videos on topics such as multi-family housing and UGB expansion areas
July	Website- updated with key pieces* of UGB adoption package and housing strategies, questionnaire, and other information as needed
July	Print and TV media contacts (Focus- UGB adoption and multi-family strategies)
July-Sept.	Newspaper and website advertisements
	EE Booth, game, handouts at city-wide events (Focus- project awareness, how to learn more)
	– Party in the Park in 4 neighborhoods: 7/14, 7/19, 8/9, 8/16
	– Sunday Streets in 2 neighborhoods: 7/31, 9/25
	– Bethel Family Fun Night: 8/11
	– First Friday Downtown: 8/5, 9/2
July-Sept.	Check-ins with interested community members and groups, present at neighborhood and other existing group meetings as requested; work with partners to spread information
July-Sept.	Check-ins with people and groups potentially affected by tier one and/or Council-identified multi-family housing strategies: neighborhood groups, homebuilders, Chamber of Commerce, Boards and Commissions, other interested parties
Aug.-Sept.	Clear Lake/Bethel expansion area owners and interested parties letters and meetings
Aug.-Sept.	Santa Clara expansion area nearby residents and interested parties letters and meetings

- Sept. Open drop-in sessions, Atrium Building (Focus on key pieces of the UGB adoption package, Planners available for specific questions)
- Aug. Planning Commission work session; overview and themes of input received and logged, public and Commission input on housing strategies
- Sept/Oct. City Council work session; overview and themes of input received and logged, Council decision on multifamily housing strategies
- Nov. All pieces of UGB adoption package (including the *key pieces** described below, plus Council-identified housing strategies, technical appendices, and findings) on web
- Nov. Updates as above; through EE newsletter, website, social media, print and TV media contacts
- Nov. Open drop-in session, Atrium Building (Focus- UGB adoption package; Planners available for specific questions)
- Nov. Planning Commission work session; public comment and update on full UGB adoption package
- Nov. *Publication of Draft 1 of the UGB adoption package*

*****Meetings or other outreach and engagement activities will be added to the above list as needed. Any interested person can request a meeting, and we will work to adjust our engagement strategies to respond to how well they are working. Public comment opportunities will continue throughout all phases of the UGB adoption process.

Measures

A well-informed public is the cornerstone of good decision making. At the same time, participation is voluntary. While no amount of outreach can inform and involve our community as much as we'd like, we can learn and improve by measuring our efforts and adapting our approach. As part of the outreach plan, staff will be tracking information such as media coverage, summer event intercept interviews, website hits, video views, completed questionnaires, stakeholder meetings, and the e-newsletter open rate. We will also seek feedback on how we are doing with community engagement. This information will be provided to the Planning Commission and City Council.

* The *key pieces* of the UGB adoption package are: the Eugene specific UGB location, the expansion areas and Clear Lake Overlay Zone, Envision Eugene comprehensive plan policies, multi-family housing options, and the growth monitoring program.