

# EUGENE CITY COUNCIL AGENDA ITEM SUMMARY



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## Work Session: Envision Eugene: Project Approach

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Meeting Date: May 24, 2010  
Department: Planning and Development  
[www.eugene-or.gov](http://www.eugene-or.gov)

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

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### ISSUE STATEMENT

The goal of this work session is to provide council with an update on the Envision Eugene project and to discuss the project scope of work.

### BACKGROUND

The goal of Envision Eugene is to create a collective community vision for how and where to accommodate Eugene's expected population growth over the next 20 years. State law requires all cities to plan for projected population growth and to ensure that their urban growth boundary (UGB) is sized accordingly. The City Council made a motion in late 2009 to complete local adoption of a Eugene-specific UGB in February of 2011.

#### Project Update

On April 21, 2010, the City Council unanimously approved the results from the Eugene Comprehensive Lands Assessment (ECLA) as a basis for moving forward with Envision Eugene. ECLA provided an assessment of our current land supply and our future land need. Its results represent **Step 1** in a 4-step process to determine how Eugene will grow over the next 20 years. **Step 2** is focused on using land inside Eugene's current UGB more efficiently to reduce our need for expansion. **Step 3** involves looking at land outside the UGB for possible expansion. This step occurs only after we have determined the maximum amount of density that can be handled inside the existing UGB. **Step 4** involves pulling all the previous steps together into a long-range growth plan called a Comprehensive Plan.

We are currently in Step 2 of this process, considering how to use land more efficiently. A list of proposed strategies to help reduce our need for expansion has been developed through community input and researching other communities. Approximately 200 individuals provided input on this topic at workshops held on May 4. This list will be refined as we learn more about community preferences and implementation feasibility. This will be the focus of the second public workshop on May 26 and will be the topic of a council work session in June.

Attending a public workshop is not the only way to provide input into the Envision Eugene process. Additional public engagement strategies include:

- Email newsletter describing updates and upcoming events to interested parties;
- Interactive website with videos, slideshows, on-line surveys, and project information ([envisioneugene.org](http://envisioneugene.org));

- Focus group meetings and questionnaires;
- Presentations to neighborhood groups and other community organizations;
- Youth Outreach Activities including a youth art contest; and
- Community consensus building through listening sessions and a 50-person working group.

A group of individuals was recently convened to discuss the Envision Eugene project in the context of the triple bottom line evaluation tool. Participants included representatives from the Planning Commission, Sustainability Commission, and Human Rights Commission, as well as staff and community experts. This discussion provided useful information for framing the project within the three aspects of sustainability: social equity, environmental health, and economic prosperity. As recommendations emerge from Envision Eugene, additional triple bottom analysis will be undertaken.

### Project Scope

The Community Advisory Committee for ECLA forwarded a list of issues for the council to consider within the scope of Envision Eugene. Members of the community have also provided feedback on the scope of the project. These issues are catalogued in Attachment A and include a staff recommendation for items that could be considered for inclusion in the scope of work.

The staff recommendation is based on:

- consideration of opportunities for comprehensive planning that furthers recent community planning efforts;
- amount of time required for completion, and
- amount of money required for completion.

It should be noted that inclusion of additional issues in the project scope of work will impact the project timeline. Attachment B is a list of tasks that would be undertaken if the scope of work is expanded to include the items in Attachment A.

### **RELATED CITY POLICIES**

- The City Council has directed staff to schedule local adoption of a preferred growth scenario by February 2011.
- Growth Management Policies are related to Envision Eugene, most notably policies 1, 2, and 5.
  - Policy 1 – Support the existing Eugene Urban Growth Boundary by taking actions to increase density and use existing vacant land and under-used land within the boundary more efficiently.
  - Policy 2 – Encourage in-fill, mixed-use, redevelopment, and higher density development.
  - Policy 5 – Work cooperatively with Metro area partners (Springfield and Lane County) and other nearby cities to avoid urban sprawl and preserve the rural character in areas outside the urban growth boundaries.

### **COUNCIL OPTIONS**

For discussion only.

### **CITY MANAGER'S RECOMMENDATION**

The City Manager recommends discussion and input on process and timeline.

## **SUGGESTED MOTION**

None.

## **ATTACHMENTS**

- A. Major Issue Analysis for inclusion in Envision Eugene
- B. Specific Tasks for Issues Proposed for Inclusion in Envision Eugene

## **FOR MORE INFORMATION**

Staff Contact: Carolyn Weiss; Lisa Gardner

Telephone: 541-682-8816; 541-682-5208

Staff E-Mail: [carolyn.j.weiss@ci.eugene.or.us](mailto:carolyn.j.weiss@ci.eugene.or.us); [lisa.a.gardner@ci.eugene.or.us](mailto:lisa.a.gardner@ci.eugene.or.us)

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

### Major Issue Analysis for Inclusion in Envision Eugene

Developed based on recommendations from ECLA CAC and input received from City Council, Planning Commission, EE Workshop #1 and other community members

#	Issue	Source of Issue	Issue Timeliness/ Builds on Other Efforts	Impact on Timeline (FTE, process)	Outside Resources Required (\$)	Notes	Staff Recommendation for Inclusion in Scope
1	<b>Transportation Findings</b> - Make findings addressing state transportation rules for any specific parcels that are redesignated, for new regulations that may increase density and for any expansion areas.	CAC	Yes	High	Medium	Transportation-related findings associated with other issues listed below could further increase the resource and timeline need associated with this issue.	Yes
2	<b>Nodal Development</b> - Examine nodal development/mixed use as a key land use efficiency strategy.	CAC	Yes	High	Medium		Yes
3	<b>Housing Mix/Affordability</b> - Examine needed housing mix (percentage of dwellings needed for single-family versus for multi-family) with affordability as a factor. Coordinate with Community Development, Housing Policy Board (HPB) and Equity/Human Rights.	CAC	Yes	Medium	Low		Yes
4	<b>Market Trends</b> - Examine impact of future market trends, primarily on both housing and employment lands density and mix.	CAC	Yes	Low	Low		Yes
5	<b>Economic Development Strategy/Site Needs</b> - Develop economic development strategies that will comply with statute and guide employment land site needs.	CAC	Yes	Low	Low		Yes
6	<b>More Integrated Land Use &amp; Transportation</b> - Enable greater coordination between EE and TransPlan.	Public	Yes	High	Medium		Yes
7	<b>Underbuild/ Utilization</b> - Characterize density as a function of maximum allowable density (based on several factors) as part of modeling work.	CAC	Yes	Low	Low		Yes

#	Issue	Source of Issue	Issue Timeliness/ Builds on Other Efforts	Impact on Timeline (FTE, process)	Outside Resources Required (\$)	Notes	Staff Recommendation for Inclusion in Scope
8	<b>Climate &amp; Energy Action Plan</b> - Examine draft/final findings from the Climate & Energy Action Plan for impact on land use.	CAC	Yes	Medium	Low		Yes
9	<b>Development Standards</b> - Examine development standards needed for efficiency strategies to help ensure future density is compatible with community vision.	Public, ICS	Yes	Medium	Low	Includes incorporating some recommendations from the Infill Compatibility Task Team.	Yes
10	<b>District Scale Modeling</b> - Perform finer-grained modeling of land use scenarios that would assess the impact of changes at the neighborhood level for specific sites.	Public, Staff	Yes	Medium	Medium		Yes
11	<b>Seasonally Appropriate Inventories</b> - Transportation and natural resource findings will be needed as part of EE. Complete inventory work during appropriate seasons to ensure defensibility of findings.	Staff	Yes	High	Medium		Yes
12	<b>Triple Bottom Line (Sustainability)</b> - Run EE through the Triple Bottom Line Analysis tool.	Staff	Yes	Medium	Low	Initial assessment is complete. Ongoing assessment during project.	Yes
13	<b>Urban Form Considerations</b> - Apply urban design tools to enable growth discussions and clearly visualize options and outcomes.	Public, Staff	Yes	Medium	Low		Yes
14	<b>Parcel-Specific Plan Designations</b> - Make the Metro Plan parcel specific with respect to plan designations in all cases.	CAC	No	High	Low	Would require completion prior to further work on EE. Estimated need for 1FTE. May be a feasible effort post-EE.	No
15	<b>Zone/Plan Designation Consistency</b> - Resolve zoning and plan designation maps conflicts by rezoning properties to make them consistent with plan designations.	Public	No	High	Low	Significant staff work involved in addition to extensive public process, and transportation analysis.	No

#	Issue	Source of Issue	Issue Timeliness/ Builds on Other Efforts	Impact on Timeline (FTE, process)	Outside Resources Required (\$)	Notes	Staff Recommendation for Inclusion in Scope
16	<b><u>Dynamic Modeling of Residential Redevelopment</u></b> - Model redevelopment as a function of other factors (e.g., land availability, land cost). Ensure that the redevelopment rate is in response to market realities of land availability.	CAC	Yes	High	High	A model capable of this type of analysis is not currently operational but is being set up by LCOG and will be available in 2012. This could be utilized for future updates to the land supply/UGB.	No
17	<b><u>Further Natural Resource Protections</u></b> - Incorporate the South Ridgeline Habitat Study findings (un-adopted), and any new Goal 5 or other resource protections desired by the community (wetlands, drainageways, 25-year floodplains,).	CAC, ICS	No	High	High	Would require significant extension to EE timeline to account for seasonally-appropriate inventories and formal public process. Would require additional staff and financial resources.	No
18	<b><u>Further Parkland Needs</u></b> - Consider parkland needs beyond those identified in the Project & Priority plan.	CAC	No	High	Medium	Would require significant extension to EE timeline to account for public process.	No
19	<b><u>Adopt Parks Plan as Refinement Plan</u></b> - Formally adopt the P&P plan as a refinement plan.	CAC	No	Medium	Low	Current plan is sufficient legal foundation for work of EE.	No

## Specific Tasks for Issues Proposed for Inclusion in Envision Eugene

A series of issues have been raised in various forums in recent months for consideration in the Envision Eugene scope of work. This document provides a summary of the tasks that would be included in the project scope if the City Manager's recommendation is approved. It also includes a list of the tasks that would be needed if issues not currently recommended were added to the scope. It is important to note that this is not a complete scope of work for the Envision Eugene project as it only references issues that have been raised recently for consideration. Many additional items required by law are already scoped as part of the project and are not listed here. The issues referenced below correspond to the issues and identifying numbers in Attachment A.

### Issues Proposed for Inclusion in Scope – Tasks that will be performed under the recommended scope

1. Transportation Findings - Make findings addressing state transportation rules for any specific parcels that are redesignated, for new regulations that may increase density, and for any expansion areas.
  - Hire consultant to analyze and evaluate impact of actions on transportation facilities, based on state's transportation planning rule, and suggest possible mitigations (such as street or intersection improvements, or reductions in allowed levels of service) for any significantly affected facilities
  - For any significantly impacted transportation facilities, coordinate with ODOT and Lane County to come to agreement on preferred mitigation
  - Mitigations may require addition of projects to TransPlan, or changes to adopted policies
  
2. Nodal Development - Examine nodal development/mixed use as a key land use efficiency strategy.
  - Determine analysis needed for a nodal development/ mixed use strategy to be quantified as a land use efficiency strategy
  - Determine if state requirements for quantifying can reasonably be met within timeline and budget, and if so, for how many sites
  - Quantify density efficiencies for the applicable sites or quantify a reasonable density efficiency range that can be assumed for future sites
  
3. Housing Mix/Affordability - Examine needed housing mix (percentage of dwellings needed for single-family versus for multi-family) with affordability as a factor. Coordinate with Community Development, Housing Policy Board (HPB) and Equity/Human Rights.
  - Adjust assumed housing mix based on previous ECLA work on potential variations to the ECLA assumptions
  - Meet with Community Development, HPB, Equity/Human Rights to determine appropriate mix for housing affordability
  - Adjust assumed housing mix based on meetings
  - Consult same group on potential efficiency strategies and development patterns regarding their impacts on housing affordability

4. Market Trends - Examine impact of future market trends, primarily on both housing and employment lands density and mix.
  - Examine demographic and other trends identified in HNA (Housing Needs Analysis) and EOA (Economic Opportunity Analysis) for impact on assumptions
  - Examine impact of trends on housing mix, housing density, employment mix and employment density and revise assumptions as needed
  - Create a revised pre-policy land need as part of the efficiency strategy discussion that reflects market trends
  
5. Economic Development Strategy/Site Needs - Develop economic development strategies that will comply with state statute and guide employment land site needs.
  - Finalize economic development strategy (based on regional economic strategy)
  - Examine large site needs based on strategy
  - Ensure adequate short term supply of employment lands
  
6. More Integrated Land Use & Transportation - Enable greater coordination between EE and TransPlan.
  - Align timing of work plans to take advantage of shared tasks (such as traffic counts, modeling, public involvement, scenario development) and gain efficiencies in completing overlapping program requirements
  
7. Underbuild/ Utilization - Characterize density as a function of maximum allowable density (based on several factors) as part of modeling work.
  - Assess if current modeling tools can be utilized for this type of analysis
  - Incorporate this methodology to assist with characterizing the multi-factor nature of density
  
8. Climate & Energy Action Plan - Examine draft/final findings from the Climate & Energy Action Plan (CEAP) for impact on land use.
  - Analyze EE options and/or outcomes against factors relevant to CEAP recommendations, e.g. greenhouse gas emissions, pedestrian connectivity, proximity to transit, and energy use
  - Work with relevant CEAP recommendations for consideration in policy statements
  
9. Development Standards - Examine development standards needed for efficiency strategies to help ensure future density is compatible with community vision.
  - Determine which efficiency strategies would need or benefit from development standards
  - Utilize previous work from Infill Compatibility Standards (ICS) & Opportunity Siting (OS) projects
  - Scope includes minimal development standards for a few efficiency strategies



10. District Scale Modeling - Perform finer-grained modeling of land use scenarios that would assess the impact of changes at the neighborhood level for specific sites.
- Assess density gained for at least one site (South Willamette opportunity site), but at a high level
11. Seasonally Appropriate Inventories - Transportation and natural resource findings will be needed as part of EE. Complete inventory work during appropriate seasons to ensure defensibility of findings.
- Natural Resources:
- Hire consultants to conduct inventory and Economic, Social, Environmental and Energy (ESEE) analysis in Spring '11 (ideally in May) for UGB expansion areas (if needed) with 2-3 months turnaround time for results
  - Incorporate resource protection determination into scenarios and adjust scenario accordingly
- Transportation:
- Hire consultants to conduct analysis in Fall '10 or Spring '11 for any areas affected by re-designations or re-zonings, UGB expansion areas or regulations that increase density, with 2-3 month turnaround time for results
  - Coordinate with ODOT and Lane County to address significantly impacted transportation facilities
12. Triple Bottom Line (Sustainability) - Run EE through the Triple Bottom Line (TBL) Analysis Tool.
- Assemble a mixed group of community and staff representing each leg of TBL to flag considerations of population growth, attendant housing, jobs, and services
  - Repeat this approach for several key products and/or benchmarks
13. Urban Form Considerations - Apply urban design tools to enable growth discussions and clearly visualize options and outcomes.
- Create relevant maps, posters and other graphics to support public discussion of development types, data, and options
  - Conduct a case study and illustration of potential housing and commercial redevelopment in the South Willamette area
  - Create a physical framework plan that identifies the building blocks of the city's form (districts, activity centers, corridors, gateways, and landmarks)
  - Develop illustrated concepts of those building blocks
  - Establish design principles to further explain the concepts as a foundation for future design guidelines or standards.
  - Create an implementation plan that clearly identifies next steps that will be taken by the City, its partners, and the community to realize the vision described in the physical framework plan

**Issues Not Proposed for Inclusion in Scope** – Current tasks (if any) and tasks that could be performed if issue were added to scope

14. **Parcel-Specific Plan Designations** - Make the Metro Plan parcel specific with respect to plan designations in all cases.
  - Parcel specific designations will be required for any new lands added to the UGB, any lands re-designated, and any lands included on the buildable lands inventory (currently scoped)
  - All properties along the border of at least two designations would need to be individually analyzed to determine appropriate designation. Analysis would include land use application history, consistency with refinement plans and policies, and existing use.
  - Public notice to affected property owners and nearby properties
  - Seek public comment through workshops or other public meetings
  - Formal adoption process, including Planning Commission and City Council public hearings
  
15. **Zone/Plan Designation Consistency** - Resolve zoning and plan designation maps conflicts by rezoning properties to make them consistent with plan designations.
  - Individually analyze all properties not currently zoned consistent with designation, and determine appropriate designation. Analysis would include land use application history, consistency with refinement plans and policies, and existing use.
  - Hire consultant to conduct analysis for consistency with state’s transportation planning rule
  - Coordinate with ODOT and Lane County on transportation analysis
  - Prepare findings addressing consistency with statewide planning goals, Metro Plan and other applicable land use plans/policies
  - Seek public comment through workshops or other public meetings
  - Public notice to affected property owners and nearby properties
  - Formal adoption process, including Planning Commission and City Council public hearings
  
16. **Dynamic Modeling of Residential Redevelopment** - Model redevelopment as a function of other factors (e.g., land availability, land cost). Ensure that the redevelopment rate is in response to market realities of land availability.
  - Generally assess that redevelopment assumptions are realistic given various assumptions and preferred alternative for UGB location (currently scoped)
  - Postpone EE process until City purchases and initializes new software program or until LCOG modeling program currently under development is available (anticipated for 2012)
  
17. **Further Natural Resource Protections** - Incorporate the South Ridgeline Habitat Study findings (un-adopted), and any new Goal 5 or other resource protections desired by the community (wetlands, drainageways, 25-year floodplains).
  - Goal 5 analysis is required for any UGB expansion areas and is already scoped (currently scoped)

- Given current and anticipated updates to the Stormwater Management Manual, drainageways and areas in the 25-year floodplain are accounted for appropriately. Further protections would be considered through the process outlined below.
  - Seek public comment on current Goal 5 protections through workshops, surveys, etc.
  - Conduct seasonally-appropriate inventory of all key resources
  - Conduct ESEE analysis of all key resources
  - Seek public comment on ESEE analysis
  - Formal adoption process, including Planning Commission and City Council public hearings
  - Update Buildable Lands Inventory to reflect deductions of land from current supply
18. Further Parkland Needs - Consider parkland needs beyond those identified in the Parks Recreation and Open Space (PROS) Project and Priority (P&P) plan.
- New parkland needs based on geography of any new expansion areas identified (currently scoped)
  - Seek public comment on current PROS Plan through workshops, surveys, etc.
  - Develop revised draft P&P Plan
  - Seek public comment on revised plan
  - Council adoption of revised plan
  - Update Housing Needs Analysis to reflect additional lands needed for parks
19. Adopt Parks Plan as Refinement Plan - Formally adopt the Project & Priority (P&P) plan as a refinement plan.
- Review and revise P&P Plan for consistency with statewide planning goals, Metro Plan and other applicable land use plans/policies
  - Seek public comment on revised plan
  - Conduct formal adoption process, including notice to DLCD, and Planning Commission and City council Public Hearings