

METROPOLITAN AND COMMUNITY PLANNING

Service Description

Metropolitan and Community Planning provides long-range, coordinated, strategic planning for Eugene, the urbanizable unincorporated lands inside the Eugene Urban Growth Boundary (UGB), and with the City's regional partners, Springfield and Lane County. Metropolitan Planning involves inter-jurisdictional and strategic planning for the area covered by the regional comprehensive plan, the Eugene-Springfield Metro Area General Plan (Metro Plan). Metropolitan Planning is involved with regional land use and growth management issues that include managing the UGB, urban services (such as sewer extensions and public safety), and buildable lands supplies. The Region 2050 study, Bus Rapid Transit (BRT), ongoing transportation-related coordination with ODOT, as well as fulfilling state and federal mandates add to the varied responsibilities of this section. Past projects include the Metropolitan Plan Periodic Review Work Program, *Public Facilities Plan*, *Metro Natural Resources Study*, and *TransPlan*.

Community Planning focuses on implementing the City Council's adopted 19 Growth Management Polices, implementing adopted refinement plan policies, sustainable development, smart growth concepts, and high priority tasks outlined in the yearly work program. Community Planning is increasingly focused on smaller area studies, such as Mixed Use Centers (formerly "nodal development"). In addition to Mixed Use Centers, high priority work includes implementing the *Eugene Downtown Plan* and projects related to the new federal courthouse, and "Goal 5" projects for natural resource protection. Ongoing work includes administering the City's annexation and historic preservation programs, including the River Road history projects that are funded by federal pass-through grants.

The Metro/Community Planning section utilizes 5.55 FTE for long range and strategic planning services, including collaboration with metropolitan partners. In addition, administrative assistance is provided by 1.20 FTE. The budget reflects .80 FTE of the Planning Director's time to this section. An additional .50 FTE will come with the hiring of a new GIS position. The total dedicated FTE for this service category is 8.05, with an annual budget of \$986,446.

Historic Perspective

- 1925 Eugene Planning Commission established.
- 1948 First comprehensive zoning ordinance established in Eugene.
- 1959 First Eugene-Springfield metropolitan area land use plan adopted.
- 1973 Senate Bill 100 established statewide Land Use Planning Program.
- 1974 First recognized neighborhood associations created, with 21 established by 2005.

- 1974 Land Conservation and Development Commission requires the establishment of Urban Growth Boundaries.
- 1982 *Eugene-Springfield Metropolitan Area General Plan* adopted.
- 1992 Award-winning *West Eugene Wetlands Plan* adopted.
- 1998 Eugene City Council adopts Growth Management Policies.
- 2001 Eugene City Council adopts updated Land Use Code.
- 2001 *TransPlan* adopted by Eugene, Springfield and Lane County
- 2004 Measure 37 passed by Oregon voters into state law.
- 2004 *Eugene Downtown Plan* adopted by Eugene City Council.

Citizen Involvement and Customer Input

Policy oversight for community planning is provided by the Eugene Planning Commission and City Council. Oversight for metropolitan planning is provided by the respective planning commissions and elected officials of Eugene, Springfield and Lane County. The Historic Review Board oversees the policies that impact the preservation of Eugene's historic resources. All professional staff prepare reports to elected officials, boards, and commissions on a regular basis.

Citizen involvement is a valued and closely integrated component of the work of this section. Neighborhood meetings, open houses, community workshops, design charrettes and public hearings are routinely used to inform and involve citizens. Staff works closely with the Planning Commission, which acts as the Citizen Involvement Committee for land use matters, to develop and implement effective citizen involvement strategies. The section often utilizes advisory groups and steering committees to solicit input on special projects.

The section receives, responds to, and coordinates all citizen inquiries during the public hearing process. The Planning Commission and City Council also receive direct input during the multitude of public hearings and meetings that occur on an annual basis.

Other citizen involvement techniques that are used in planning projects include direct mailings, creation of brochures and flyers, and newsletters to inform the public about projects, issues, upcoming meetings, public forums and opportunities for involvement. Metro/Community Planning relies heavily on the City's Internet portal to provide detailed and timely information to the public for all major projects. Numerous documents and links connect Eugene citizens with projects being considered by the City Council, Planning Commission and Historic Review Board. Land use application forms and procedures are provided on the web. Many older planning documents will soon be scanned and provided through the web.

Metro/Community Planning has not developed a method for measuring customer satisfaction at the completion of planning projects. No customer satisfaction surveys have been conducted in the past four years.

Mission

Metropolitan and Community Planning works to preserve important resources for future generations, promote livability in Eugene, and to engage citizens in directing the future of Eugene. We assist citizens, the Planning Commission, City Council, and the Historic Review Board to develop and adopt policies, plans and implementing mechanisms that ensure a sustainable and high quality of life with managed growth for our city and region.

Outcomes

- Implement Eugene's Growth Management Policies.
- Increase community livability through managed growth.
- Promote quality decision-making that is informed by community input.
- Preserve important historic and natural community resources.
- Educate the public on sustainability issues as they relate to community and metropolitan planning projects.

Operating Principles

- We value meaningful public participation and strive to collaborate effectively with our regional partners.
- We provide professional expertise on planning topics that increase the livability of Eugene and our region.
- We are responsive, timely and accessible to the community with our technical expertise and information systems.
- We collaborate with our colleagues, neighborhoods, special interest groups, educational institutions, and state and federal agencies to align with our community's vision and values.

Current Operating Environment

External Trends

Increased Complexity

Local planning has become very complex in Oregon. Citizens are increasingly well-informed and are making increasing demands for public information and use of technologies, such as Internet-based information. The City's new portal has resulted in increased questions by citizens and staff. Citizens are prepared to take a stand on issues pertaining to neighborhood character and sustainability, which increases pressure for additional staff work to respond to requests for information.

The State of Oregon establishes detailed rules that dictate local planning practices. The state rules are changing constantly, and citizen initiatives at the ballot have created a multi-layered, and often inconsistent, policy framework for local planners. Recent legislation (SB 82) will require statewide evaluation of the state land use program. The increased complexity of planning in Oregon's Measure 37 environment requires more staff time per project.

Changes to local rules and priorities also affect this section's work. A recent Council directive to use "Opportunity Siting" as the primary method of implementing local Mixed Use Center strategies will require the identification of properties where growth can be directed to alleviate the impact to established neighborhoods. Identification and protection of natural resources in broad upland areas has been added to the list of priority work. The number and complexity of state mandates and local prerogatives leave long term strategic planning functions as lower priority, unfunded work.

Public Expectation for Information

Successful community planning requires increased attendance at neighborhood meetings, more written responses to individual requests for information, collecting and packaging information for easy comprehension and mass distribution, and creating events that foster community interaction and consensus building. Staff is expected to share more information through web-based services, desktop publishing, and computer-generated graphic products. Citizen expectations for timely and complete information are now exceeding staff's ability to provide this information efficiently. The addition of a GIS specialist, approved in last year's budget, will help with some of these requests. The section needs to develop a methodology to provide feedback on special projects to involved citizens, as well as to the City Council, Planning Commission, and Historic Review Board.

Internal Conditions

Work Program Priorities

In 2004 and 2005, the Planning Division has prepared yearly work plans for City Council review and prioritization. The City Council has prioritized growth management, natural resource protection, mixed use centers and exemplary downtown development. All planning staff channel resources to complete the high priority projects identified by City Council. Lower priority projects receive limited attention. The number and complexity of high priority projects do not leave much time to implement policies after adoption, complete customer satisfaction surveys, address low priority unfinished projects, or respond to citizen concerns on issues unrelated to these priorities. However, there remains a high level of community interest in some of the low priority items. There is still a community expectation to maintain and update neighborhood plans, but the current direction for local planning has shifted from

neighborhood planning to Mixed Use Centers and opportunity siting. Implementing the high priority work, such as the Mixed Use Center strategy and natural resource surveys, has proved more time-consuming and expensive than was believed at the time the 19 Growth Management Policies were adopted. Staffing levels and budget in this service area have not kept pace with overall service demands.

Staff Resources and Need for Efficiency

The Planning Division experienced the retirement of three managers in 2003. After a year and a half, the Planning Director was hired as the Executive Director of PDD, so the division has shuffled existing staff to manage this vacancy and still complete high priority work program items. The Planning Director position is expected to be filled within the next year. Since staffing levels and budget have not kept pace with overall service demands, Metro and Community Planning has not been able to effectively focus on improving efficiencies. Staff trainings to maintain service quality and efficiency are desirable. Additional improvements regarding the use of new technology and opportunities to provide greater availability of information to the public (and thus greater efficiency for staff) are anticipated with the recent funding of a senior-level GIS position (.50 FTE) in the Metropolitan and Community Planning section.

Grant Funding

The section remains dependent on grant funding to implement Mixed Use Centers and special projects for the Historic Preservation Program. Grant funding can sometimes be used to hire temporary employees who can assist with completing grant funded projects. Grants are increasingly more competitive due to increasing demand, decreasing revenues, and are usually targeted in their scope. There are often not easily obtained grants for some high-priority work.

Activity Indicators: FY 05

- Total service budget: \$986,446
- Total service FTE: 8.05 FTE
- Total number of projects completed related to the yearly work plan.
- Total number of public meetings conducted yearly. (In 2004, 42% of City Council items were dedicated to PDD issues; PC had 33 meetings in 2004; HRB had 11 meetings in 2005).
- Total number of community participants at yearly meetings.

Performance Measures

Total System

Effectiveness

- Percent of City Council, Planning Commission and Historic Review Board members surveyed who support Metropolitan and Community Planning activities.
- Population per square mile of land managed within the City limits.
- Acres of land zoned or designated for nodal development, or for which plans have been adopted.
- Number of citizens involved in Metro/Community planning projects.

Efficiency

- Completion of the high priority work program items on schedule, with the available FTE and budget.
- Number of visits to web pages.

Financial

- Grants revenue received per year that helps to defray expenses against the existing budget.

Customer Satisfaction

- Percent of customers who report they are satisfied with service.
- Percent of interested parties who report they are satisfied with the level of citizen involvement/opportunities for involvement and level of information provided.
- Number of plans available on Internet.

Strategy 1: **Increase public access to informational resources and participation in Metropolitan and Community Planning activities through continued improvements in systems and processes.**

Objectives: Improve rating of customer satisfaction with access to information about Metropolitan and Community Planning activities.

Improve rating of customer satisfaction with level of involvement in Metropolitan and Community Planning activities.

Work Activities:

- Create a methodology to regularly measure change over time (year 1), determine baseline customer satisfaction level and measure change (years 2-4).
- Expand and coordinate technology training and resources for staff.
- Assist Land Use Planning section to independently answer public inquiries regarding Metro/Community Planning projects.

- Gauge support and approval by the City Council, Planning Commission and Historic Review Board through a survey.
- Increase available information and technology at PIC self-help center, and implement design improvements.
- Provide greater public Internet access to resources including all refinement plans, special studies, and the Metropolitan Plan Designation map.

Strategy 2: Focus staff on completing high-priority work program items, including Mixed Use Centers, natural resources protection, and effective Downtown Development.

Objective: Complete Mixed Use Center study for Walnut Station by July 2007 and at least one successful Downtown implementation or additional Mixed Use Study project per year.

Work Activities:

- Obtain state grant funding to support mixed use centers.
- Provide lead staffing and coordination with all consulting services utilized to complete high priority work program items.
- Maximize use of the new Senior-level GIS position as it relates to Metropolitan and Community Planning projects.
- Coordinate assistance with Land Use Planning for public inquiries regarding Metro and Community Planning projects.
- Forecast staffing opportunities for cross-training and team-building for high priority Mixed Use Centers, natural resource protections, and Downtown Plan implementation.

Metro and Community Planning System

KEY SUPPORTING PROCESSES
 Management processes (e.g., finance, budget, HR)
 Public involvement
 Technical assistance
 Internet access management
 GIS support and management
 Records management

KEY STAKEHOLDERS:
 Executive managers
 Voters
 Development community
 Other agencies
 Neighborhood groups
 Special interests
 Current and future residents and businesses

SUPPLIERS
 Metro area governments
 Consultants and experts
 Planning staff
 Other City staff
 Vendors
 Labor pool
 State and local legislators
 Tax and fee payers

INPUTS
 Development patterns
 Agreements and contracts
 Maps and data
 Federal and state mandates
 Professional expertise and knowledge
 Tax and grant funds
 Labor hours
 Volunteer hours
 Staff hours
 Materials, supplies and equipment

CORE PROCESSES

- Conduct community and metropolitan planning studies
- Design and manage public participation
- Evaluate and administer annexations, historic, and metro plan applications

OUTPUTS:
 Recommendations
 Plan amendments
 Planning studies
 Inventories
 Trend analysis
 Public participation programs
 Information
 Web access
 Graphics products
 Application and referral for annexed properties

DIRECT CUSTOMERS:
 Hearings Official
 Public development community
 Land Use Planning staff
 Other departments
 Utility service providers
 Other jurisdictions
 Planning Commission
 City Council
 Historic Review Board

organizational feedback & improvement processes

SYSTEM MEASURES

