



# AGENDA

## Meeting Location:

Sloat Room—Atrium Building  
99 W. 10<sup>th</sup> Avenue  
Eugene, OR 97401

Phone: 541-682-5481  
[www.eugene-or.gov/pc](http://www.eugene-or.gov/pc)

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The Eugene Planning Commission welcomes your interest in these agenda items. Feel free to come and go as you please at any of the meetings. This meeting location is wheelchair-accessible. For the hearing impaired, FM assistive-listening devices are available or an interpreter can be provided with 48 hour notice prior to the meeting. Spanish-language interpretation will also be provided with 48 hour notice. To arrange for these services, contact the Planning Division at 541-682-5675.

## **MONDAY, OCTOBER 19, 2015 – REGULAR MEETING (11:30 a.m.)**

### **11:30 a.m. I. PUBLIC COMMENT**

The Planning Commission reserves 10 minutes at the beginning of this meeting for public comment. The public may comment on any matter, **except for items scheduled for public hearing or public hearing items for which the record has already closed.** Generally, the time limit for public comment is three minutes; however, the Planning Commission reserves the option to reduce the time allowed each speaker based on the number of people requesting to speak.

### **11:40 a.m. II. ENVISION EUGENE: VISION TO ACTION PRELIMINARY DRAFT**

Lead City Staff: Terri Harding, 541-682-5635  
[terri.l.harding@ci.eugene.or.us](mailto:terri.l.harding@ci.eugene.or.us)

### **1:15 p.m. IV. ITEMS FROM COMMISSION AND STAFF**

- A. Other Items from Staff
- B. Other Items from Commission
- C. Learning: How are we doing?

Commissioners: Steven Baker; John Barofsky; John Jaworski (Chair); Jeffrey Mills; Brianna Nicoletto; William Randall; Kristen Taylor (Vice Chair)

**AGENDA ITEM SUMMARY**  
**October 19, 2015**

**To:** Eugene Planning Commission

**From:** Terri Harding, City of Eugene Planning Division

**Subject:** Envision Eugene: Vision to Action

**ISSUE STATEMENT**

This work session is an opportunity to discuss the preliminary draft of the four-part set of documents now referred to as *Envision Eugene: Vision to Action*.

**BACKGROUND**

To adopt Eugene's new urban growth boundary, staff is preparing documents required under Oregon statewide planning rules and statutes. 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.

The Envision Eugene Comprehensive Plan is a major component of the UGB adoption package. In addition to this required piece, several other important documents will be reviewed and discussed on a similar timeline. These documents, including the Community Vision, the Urban Form Plan, and the Action Plan, carry forward the content and direction of the 2012 Envision Eugene Recommendation to help the community realize its 20-year vision. However, they are non-regulatory and are not required by state law.

The complete set of documents, both regulatory and non-regulatory, is now called *Envision Eugene: Vision to Action*. The graphic in **Attachment A** shows how the Envision Eugene pillars, 2012 Recommendation, and subsequent Council direction flow into the preliminary draft of *Envision Eugene: Vision to Action*. The graphic also lists what is included in each of the four parts.

The Planning Commission has discussed working drafts of the Community Vision, Comprehensive Plan chapters, and the Community Design Handbook component of the Urban Form Plan. Planning Commission subcommittees have reviewed and provided input into working drafts of the Urban Form Plan introduction, and the Action Plan. Today's meeting will bring all parts of the plan together for a preview of the public engagement work about to begin.

This week, staff plan to launch a revamped website designed around the four parts of *Envision Eugene: Vision to Action*. The public will be invited to give input on all aspects of this preliminary draft, with a focus on the required regulatory components – the Comprehensive Plan and Urban Growth Boundary expansion areas. Fact sheets are in the process of being developed for each major component, and public events are scheduled for the first three weeks of November. Envision Eugene staff will provide an overview of the major components as follows:

- Vision to Action Overview, Introduction, and Community Vision (**Attachments A, B, and C**) – Terri Harding
- Envision Eugene Comprehensive Plan (**Attachment D**) – Alissa Hansen
- Urban Form Plan (**Attachment E**) – Zach Galloway
- Action Plan (**Attachment F**) and Meetings and Events Update (**Attachment G**) – Heather O’Donnell

#### **NEXT STEPS**

Planning staff and Commissioners will be engaged in community meetings and presentations from late October through early December. On December 14<sup>th</sup>, staff will present the public comments received on the Preliminary Draft to the Planning Commission and seek direction on how to revise the draft for the Planning Commission’s public hearing process in early 2016.

#### **ATTACHMENTS**

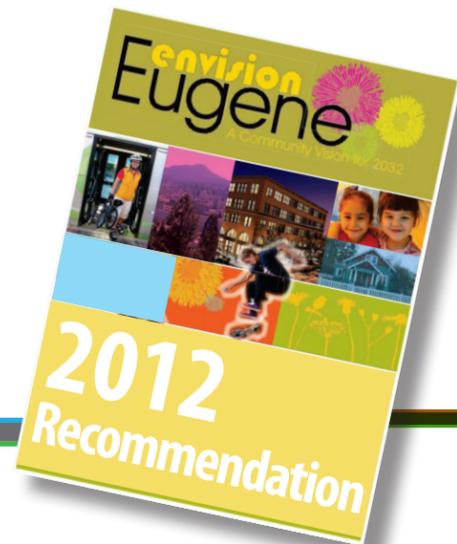
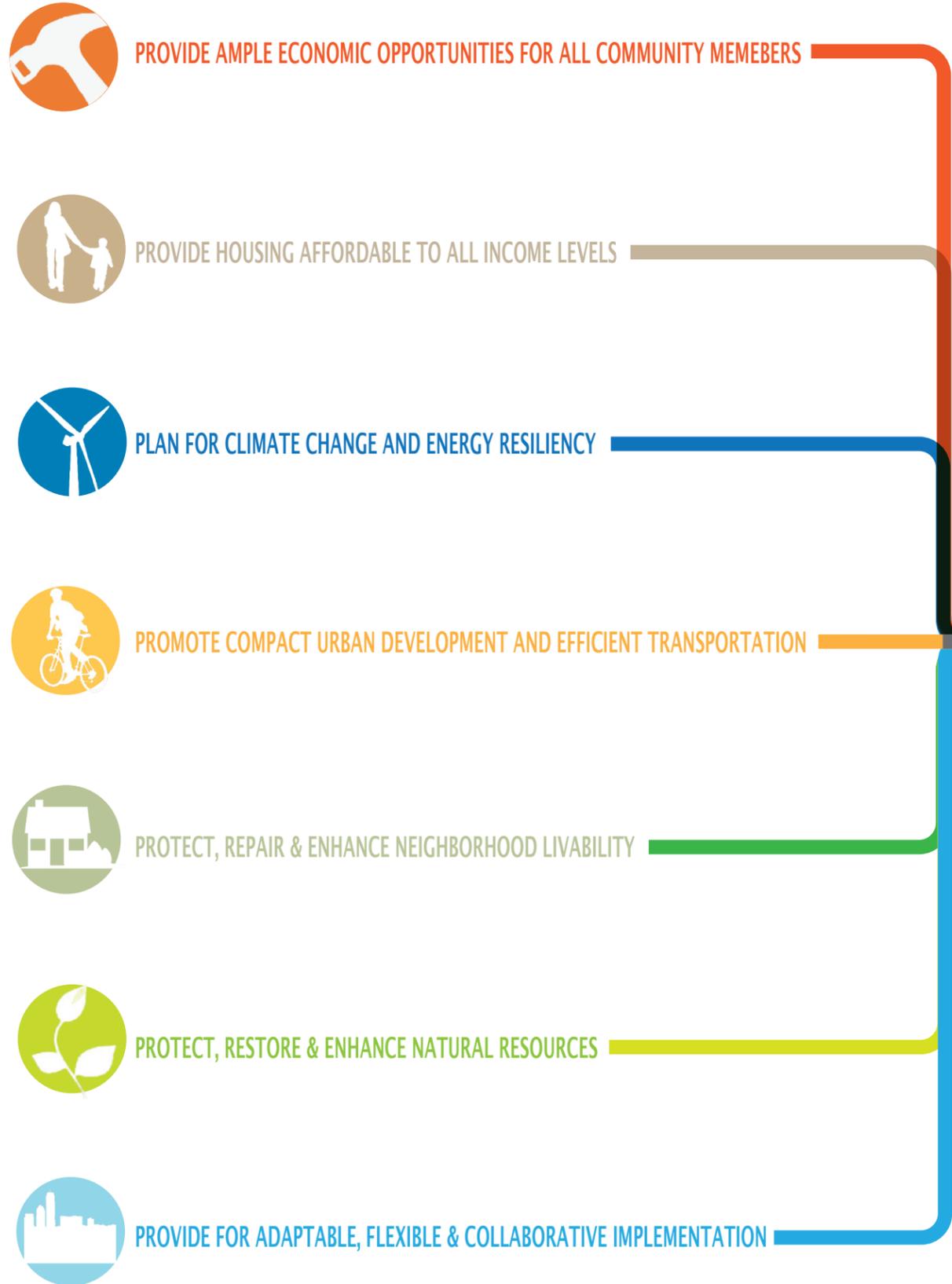
- A. Envision Eugene Pillars - Vision to Action Diagram
- B. Preliminary Draft Envision Eugene: Vision to Action Introduction
- C. Preliminary Draft Community Vision
- D. Preliminary Draft Envision Eugene Comprehensive Plan\*
- E. Preliminary Draft Urban Form Plan (not including [Community Design Handbook](#))
- F. Preliminary Draft Action Plan\*
- G. Envision Eugene: Vision to Action – Meetings and Events

\*not including appendices

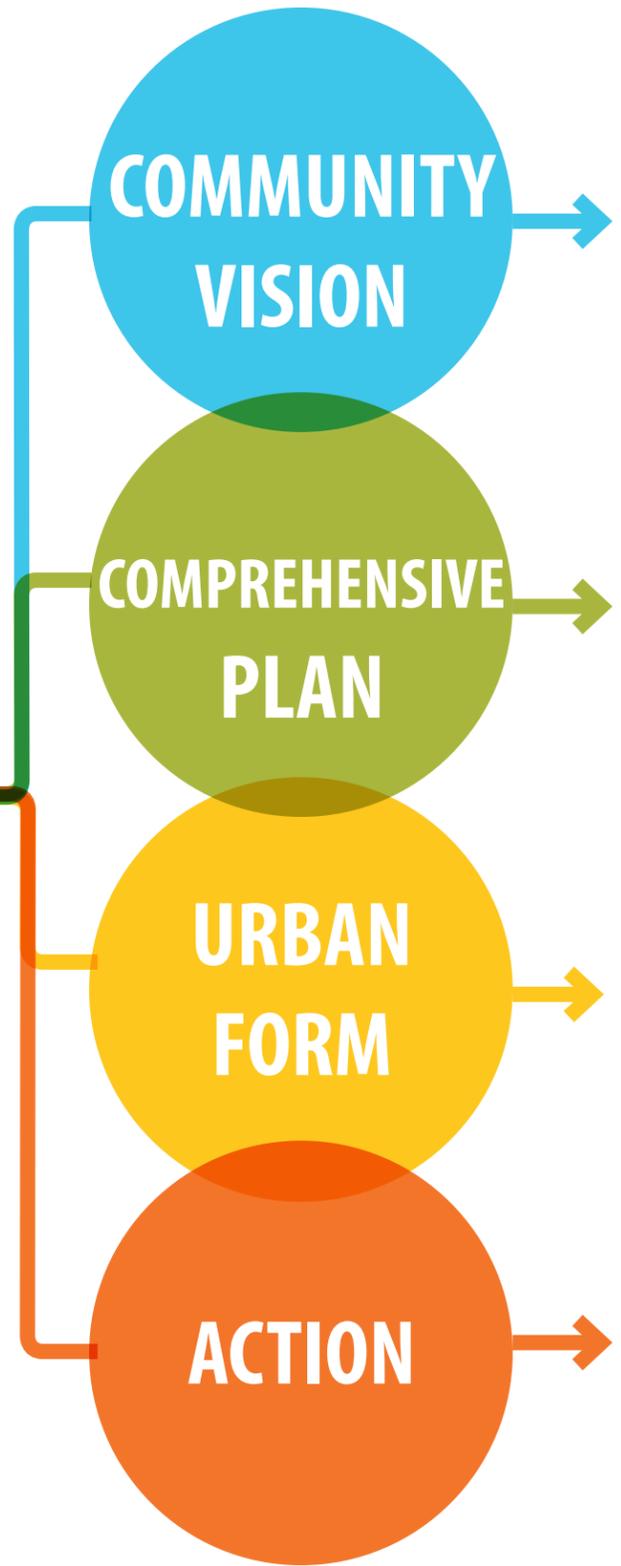
#### **FOR MORE INFORMATION**

Contact Terri Harding at 541-682-5635, [terri.l.harding@ci.eugene.or.us](mailto:terri.l.harding@ci.eugene.or.us)

# envision EUGENE VISION | PLAN | DESIGN | ACTION



+  
2015  
**CITY COUNCIL  
DIRECTION**



**How to Use This Plan**  
 Eugene Today: The People/The Place  
 Eugene Tomorrow: The Community Vision  
 Seven Pillars

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Chapter 1 Public Involvement  
 Chapter 2 Compact Development and Urban Design  
 Chapter 3 Economic Development  
 Chapter 4 Housing  
 Chapter 5 Community Health & Livability  
 Chapter 6 Natural and Environmental Resources  
 Chapter 7 Community Resiliency  
 Chapter 8 Public Facilities and Services  
 Chapter 9 Transportation System Plan  
 Chapter 10 Administration and Implementation  
 Chapter 11 Land Use Map

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Regional Identity  
 Landscape Character  
 Architectural Character  
 Recreation, Culture & Commerce  
 Community Design Handbook

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Introduction  
 Strategies & Actions  
 Monitoring Plan

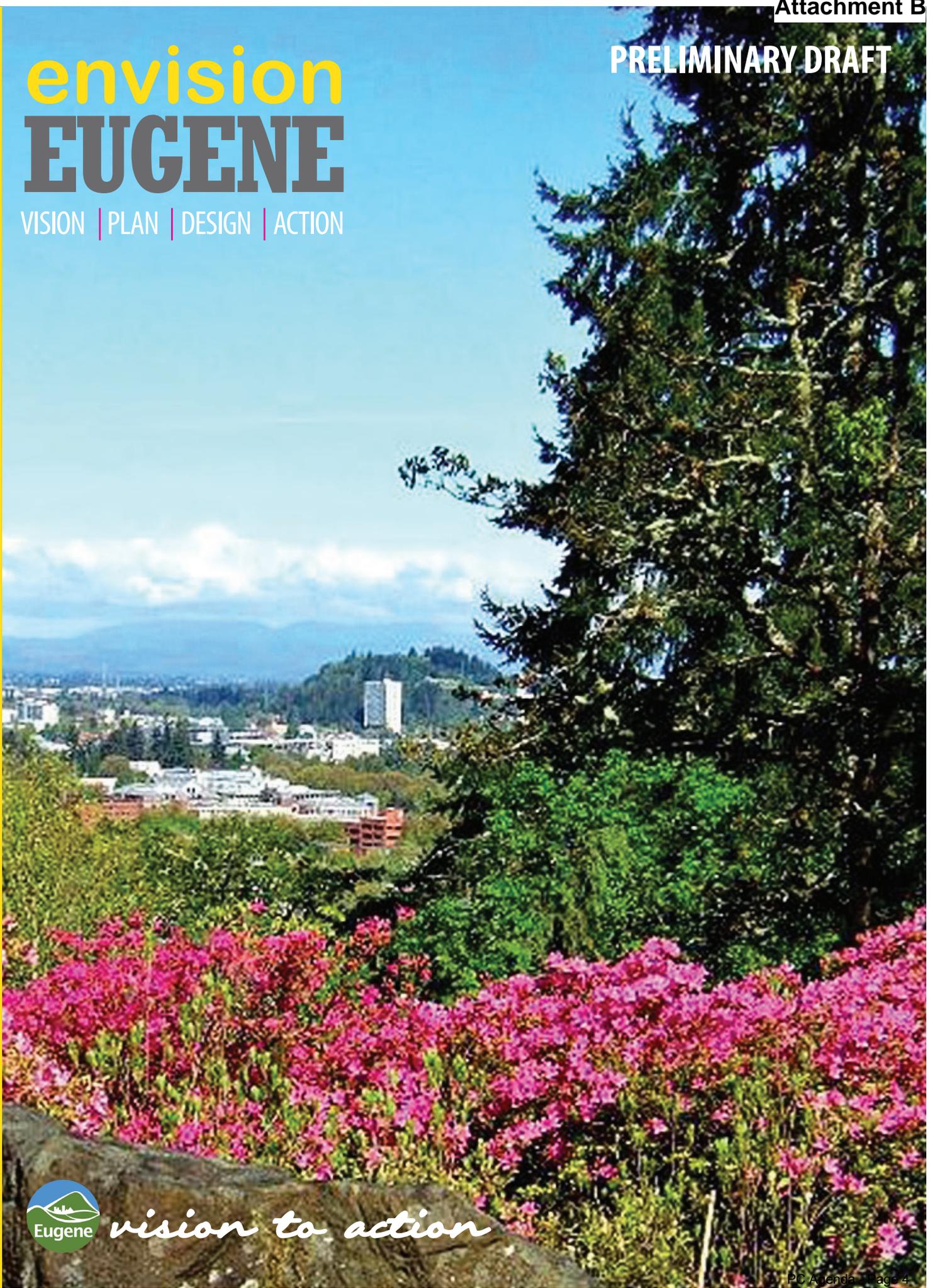
*vision to action*



PRELIMINARY DRAFT

# envision EUGENE

VISION | PLAN | DESIGN | ACTION



*vision to action*

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Goals & Policies  
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Glossary

## **Urban Form Plan**

Introduction  
Regional Landscape  
Architectural Character  
Recreation, Culture &  
Commerce

## **Action Plan**

Introduction  
Implementation  
Strategies & Actions  
Monitoring Program

# envision



# URGENT

# envision EUGENE



PROVIDE AMPLE ECONOMIC OPPORTUNITIES FOR ALL COMMUNITY MEMEBERS



PROVIDE HOUSING AFFORDABLE TO ALL INCOME LEVELS



PLAN FOR CLIMATE CHANGE AND ENERGY RESILIENCY



PROMOTE COMPACT URBAN DEVELOPMENT AND EFFICIENT TRANSPORTATION



PROTECT, REPAIR & ENHANCE NEIGHBORHOOD LIVABILITY



PROTECT, RESTORE & ENHANCE NATURAL RESOURCES



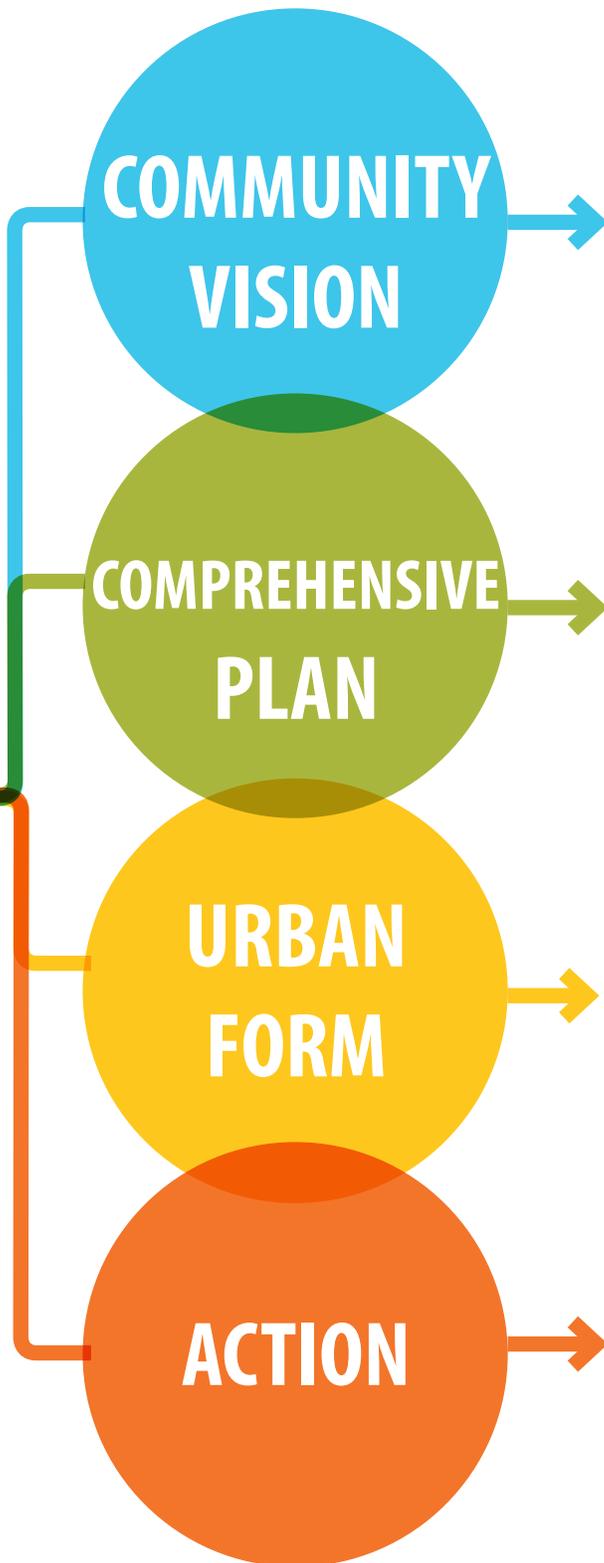
PROVIDE FOR ADAPTABLE, FLEXIBLE & COLLABORATIVE IMPLEMENTATION



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How to Use This Plan  
Eugene Today: The People/The Place  
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Seven Pillars

Public Involvement  
Compact Development & Urban Design  
Economic Development  
Housing  
Community Health & Livability  
Natural Resources & Environmental Quality  
Community Resiliency  
Public Facilities & Services  
Transportation  
Administration & Implementation  
Eugene Urban Growth Boundary & Land Use Designations

Regional Identity  
Landscape Character  
Architectural Character  
Recreation, Culture & Commerce  
Community Design Handbook

Introduction  
Strategies & Actions  
Monitoring Program

*vision to action*



# HOW TO USE THIS PLAN

## Welcome to the Preliminary Draft of Envision Eugene: *Vision to Action!*

*Envision Eugene is comprised of four separate parts, which together form the City's complete plan, consisting of both regulatory and aspirational components for achieving the future vision for Eugene. Envision Eugene is rooted in Oregon's statewide planning program, and addresses land use directly and many integrated topics related to growth management to ensure a comprehensive approach. Envision Eugene guides the physical changes which will occur in Eugene over the next 20 years as the city grows and develops.*

*Part 1: The Community Vision  
An overview and explanation of the vision for Eugene, including the seven foundational pillars of Envision Eugene.*

*Part 2: Envision Eugene Comprehensive Plan  
A state mandated land use plan adopted by the City to serve as the basic guiding land use policy document for land use planning in Eugene's urban growth boundary.*

*Part 3: Urban Form Plan  
A more refined, illustrative view of the Community vision, providing design level guidance for Eugene's unique physical identity.*

*Part 4: Action Plan  
A more detailed look at the actions that are required to implement the seven pillars of Envision Eugene. Ensures that assumptions and strategies are regularly evaluated and adjustments are made as conditions evolve.*

*While Envision Eugene does not cover all aspects of community life, it does address many factors that are critical to daily life- economic development, housing, natural resources and neighborhood livability. Envision Eugene works in coordination with other local and regional plans to form a more comprehensive approach to community planning:*

*Eugene-Springfield Metropolitan General Plan (Metro Plan)  
Regional Transportation Plan  
Eugene Transportation System Plan  
Public Services and Facility Plan  
Regional Prosperity Economic Development Plan  
Eugene-Springfield Consolidated Housing Plan  
Eugene-Springfield Fair Housing Plan  
Climate and Energy Action Plan  
Bicycle and Pedestrian Master Plan  
Parks & Recreation System Plan  
Diversity and Equity Strategic Plan  
Eugene/Springfield Multi-Jurisdictional Natural Hazards Mitigation Plan*

# envision EUGENE

PRELIMINARY DRAFT

# Community Vision

Eugene Today

Eugene  
Tomorrow



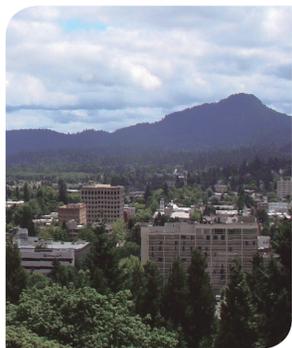
*pillars*





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# Community Vision

## INTRODUCTION

Communities are defined by their geography and natural surroundings, their buildings and structures, and most importantly, by the people that live there. Reflecting these qualities in a plan for the future is both a science and an art. Envision Eugene took on this task by engaging a broad spectrum of community members.

## COMMUNITY PROCESS

The Envision Eugene project kicked off in 2010, with a series of community meetings, surveys, videos, focus groups, one-on-one interviews, tours, forums and a youth art contest. At the heart of the public process was a group of individuals called the Community Resource Group (CRG). This group included 65 thoughtful and knowledgeable community members that spanned the entire spectrum of interests and opinions in Eugene. The objective of this group was to bridge decades of mistrust, establish new and productive relationships, and find common ground from which to forge a vision for Eugene's future. The seven pillars of Envision Eugene are the direct result of this community engagement process. The pillars reflect the values of Eugeneans and are the foundation from which a shared vision for the future emerged.

- Provide ample economic opportunities for all community members
- Provide housing affordable to all income levels
- Plan for climate change and energy resiliency
- 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



The technical work that backs up this plan has also been rooted in community engagement. Like the CRG, the Technical Resource Group (TRG) included individuals with diverse viewpoints that shared a common goal. That goal was to agree on technical data that was as accurate and reasonable as possible. The result is a set of assumptions and data that are thoroughly vetted and generally agreed to by all parties.

The benefits of having a shared vision for the future and a common understanding of where we are today, are many. Most important is the need for shared responsibility for implementing the plan. This is not a vision that can be realized by the City alone. A combination of actions, by a variety of community partners is required for success. The types of actions that will implement Envision Eugene are detailed in the Strategies and Actions found in Part 4: Action Plan.

## PURPOSE

The purpose of Envision Eugene is to provide our community with a path toward our best outcomes for managing growth and change. The document collection is intended to be used, not put on a shelf. To that end, the Vision is relatively short, providing context and a foundation for the following plan parts. The Comprehensive Plan is Eugene's first stand-alone land use plan, separate from Springfield, and is intended to guide our City decision making in a way that honors our unique needs, values and traditions. The urban growth boundary itself lives within the Comprehensive Plan.

The Urban Form Plan is new for Eugene, bringing forward years of community work on design issues to set a framework for building a well-designed city. And finally, the Action Plan is the place to track implementation of the city's growth management goals and policies. Here the reader will find lists of specific City strategies and actions such as tracking building permits, population trends, and housing mix in a new growth monitoring database.

This is your vision; this is your plan. Created by the community, for the community, Envision Eugene reflects where we want to go and lights the path to get us there.

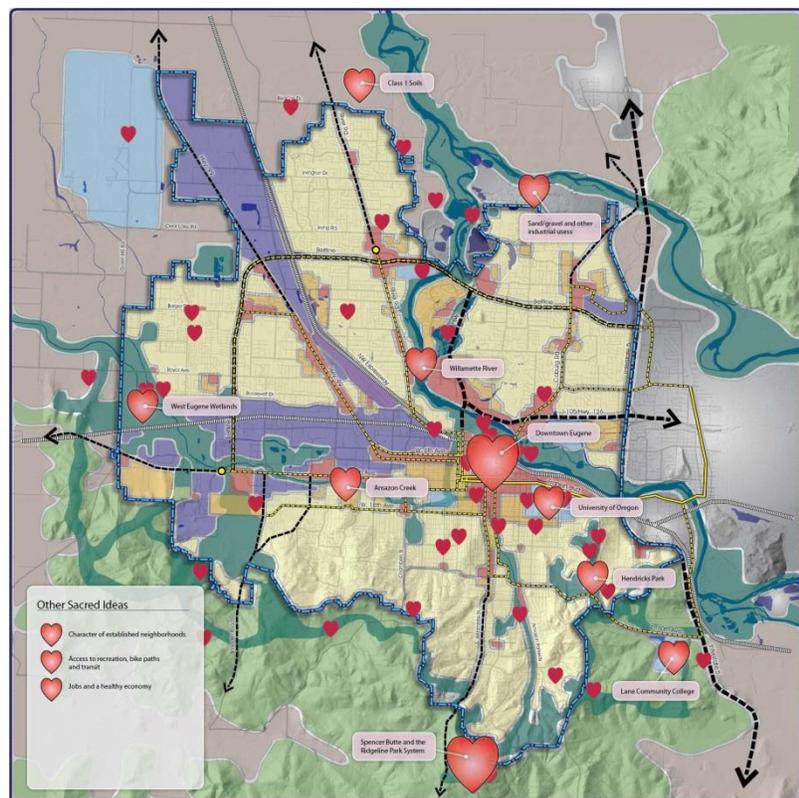
## Eugene Today

### THE PLACE

Eugene is nationally-recognized as a place that offers an exceptional quality of life. In particular, we are known for our community's livable environment, our bike-friendly neighborhoods, our sustainability initiatives, and as the home of the University of Oregon. For the people who live here it is Eugene's unique **sense of place** that is most cherished. Eugene's sense of place is identified by its:

- **NATURAL ASSETS** - our rivers and waterways, our buttes and ridgeline, our wetlands and upland prairies and our urban forest.
- **COMMUNITY INSTITUTIONS** - the University of Oregon, Lane Community College and the Saturday Market.
- **CONNECTIVITY AND ACCESS** - to the Cascade Mountains to the east and the Pacific Ocean to the west, to local high-quality recreation amenities and to walking and biking amenities.
- **NEIGHBORHOODS** - the unique character of our established neighborhoods and their open spaces.
- **WORKING LANDS** - our high value farm soils and aggregate resources are irreplaceable and an important foundation for our economy.
- **DOWNTOWN** - attracting an array of businesses and development that reflects our community's character

Development patterns and building form also contribute greatly to Eugene's sense of place. Eugene can be described as a mid-sized city or a university town, but with many of the amenities of a larger-sized city. Eugene covers approximately 54 square miles. It is relatively compact, when compared to other mid-size cities, thanks to Oregon's land use planning framework and its urban growth boundary. But there is also a feeling of ample space that is not found in larger cities. This is in part due to historical development patterns that resulted in leafy



neighborhoods of mostly single-family homes and to a park system that covers 4300 acres of natural areas and developed parks.

The downtown has been the economic, civic, and cultural center of Eugene throughout Eugene’s history, and is currently experiencing a renewal of energy and investment. It offers cultural and arts amenities that far exceed most mid-size city offerings, which, in part, inspired the city slogan of “A Great City for the Arts and Outdoors”. Close to downtown, the University of Oregon put Eugene on the map for a number of reasons, including its status as “Track Town, USA.”

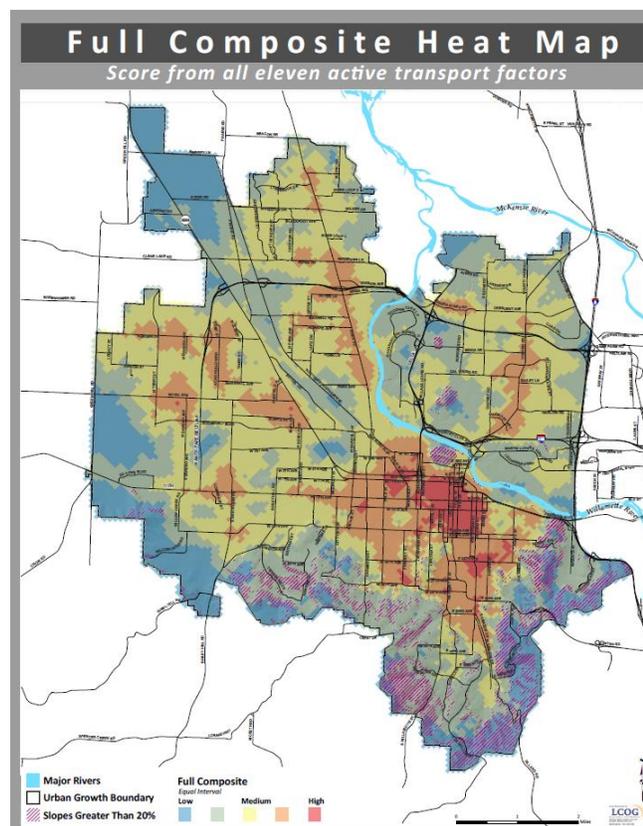
Getting around Eugene is convenient for many community members, and there are multiple options besides the car. Forty two miles of off-street bike paths follow the Willamette River and Amazon Creek, while another 41 miles of hiking and biking trails wind along the Ridgeline. Another 258 miles of on-street bikeways make Eugene a top bike commuter city while the local transit system is the top in its class and promises more for the future.

While our community has amazing access to livability amenities at the city-wide scale, it is also important to note places that still desperately need better access to parks, schools, and neighborhood businesses such as grocery stores and restaurants. Eugene envisions a city where everyone lives in a “20-minute neighborhood,” with easy access to daily service needs within a twenty minute walk. Currently, some parts of the city have better access to these amenities than others.

Preserving Eugene’s historic structures and landscapes is also a critical component to sense of place. The University of Oregon, downtown, and Eugene’s heritage neighborhoods provide examples of architectural styles from the 1850’s through the present. A history of architecture in Eugene is summarized in Part 3: Urban Form Plan.

## THE PEOPLE

Eugeneans are diverse in their attitudes and their interests, making it difficult to describe the character of the typical resident. There are a few characteristics however that most would agree to. As a whole, Eugeneans enjoy the out of doors and have a strong environmental ethic. Given the numerous opportunities for outdoor recreation, many residents are active on a regular basis. We also have a strong belief in inclusion and fairness, which entails looking out for those that are less fortunate. More Eugeneans have college degrees than is typical across the state, and people are generally willing to stand up and speak out on issues of local and regional importance. This engaged population is one of the reasons that Eugene has maintained its livability and unique character over time.



Most of the data in the community vision were gathered between 2010 and 2012. These facts and figures paint a picture of a moment in time, for our community and the people who live here. Some trends have changed since 2012, as is to be expected, and these changes will be captured over time through the Envision Eugene monitoring program.

In 2012, Eugene’s population was about 158,000. Eugene has consistently attracted new residents, growing at a fairly steady rate for several decades (approximately 1% per year). The City and County adopted population forecast for 2032 anticipates an additional 34,000 people being added to our community.

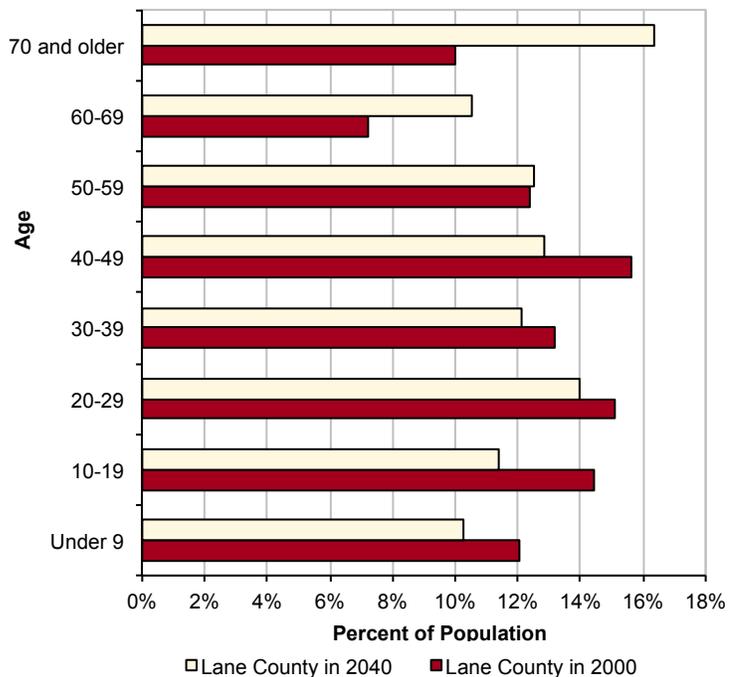
Some key demographic trends affect Eugene’s population currently and help us forecast the future.

*Eugene’s population is aging.*

- The number of people 60 years and older is expected to increase by approximately 25% in the 20 year span from 2010 to 2030. This trend is shared with the rest of the state and nation.
- The number of people 18 years and younger, along with the number of households with children, has decreased in the last decade. Eugene’s percent of population in this age group (18%) is less than the rest of the state (23%).

*The University of Oregon and Lane Community College affect Eugene’s population.*

- Eugene has a greater proportion of its population aged 20-29 than the County or State averages.
- Eugene has a greater proportion of its population with a college degree (39%) than the rest of the state (30%).



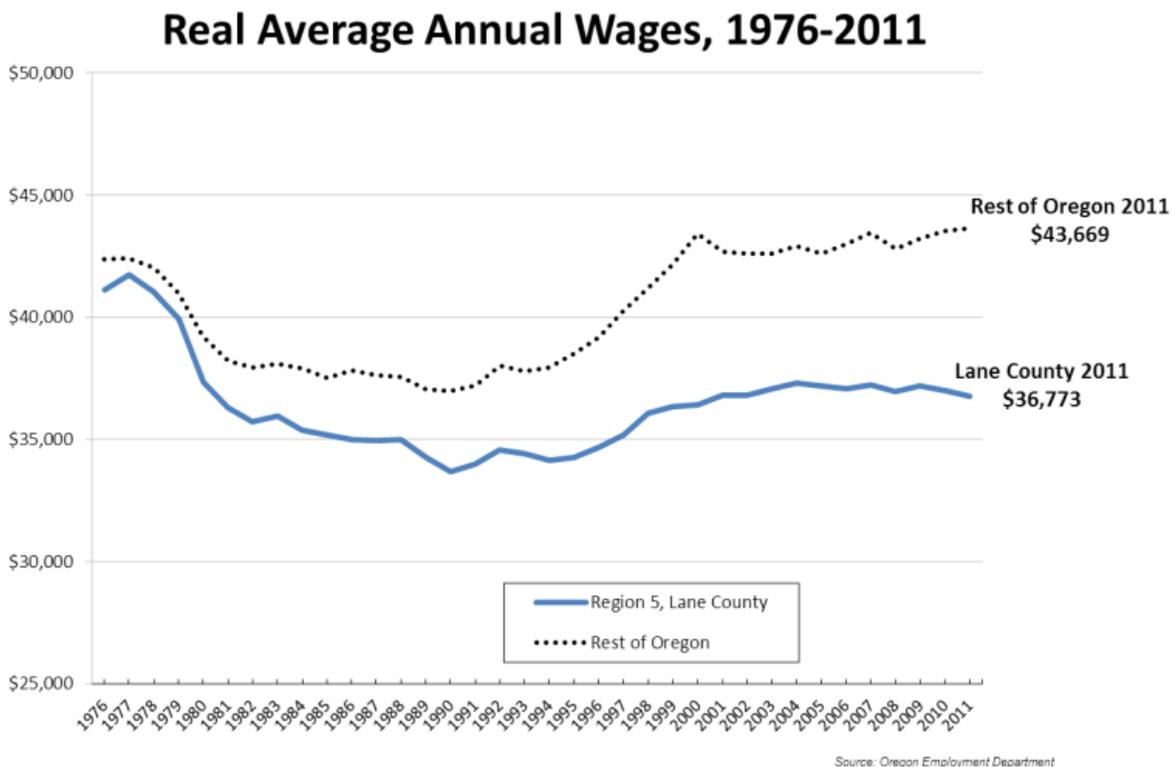
*Eugene is becoming more ethnically diverse.*

- The ethnic composition of Eugene’s population is 82% White, 8% Latino, 4% Asian, 4% two or more races, 1% African American, and 1% American Indian.
- Eugene’s Latino population is the fastest growing ethnic group, increasing by 260% between 1990 and 2007. This trend is shared with the rest of the state and nation.
- In 2000, 76% of Latino Oregonians were under 35 compared to 46% of non-Latino residents.

*Eugene families are struggling economically.*

- From 2009-2013, 24% of Eugene households were below the federal poverty rate, compared with 16% in the rest of Oregon.

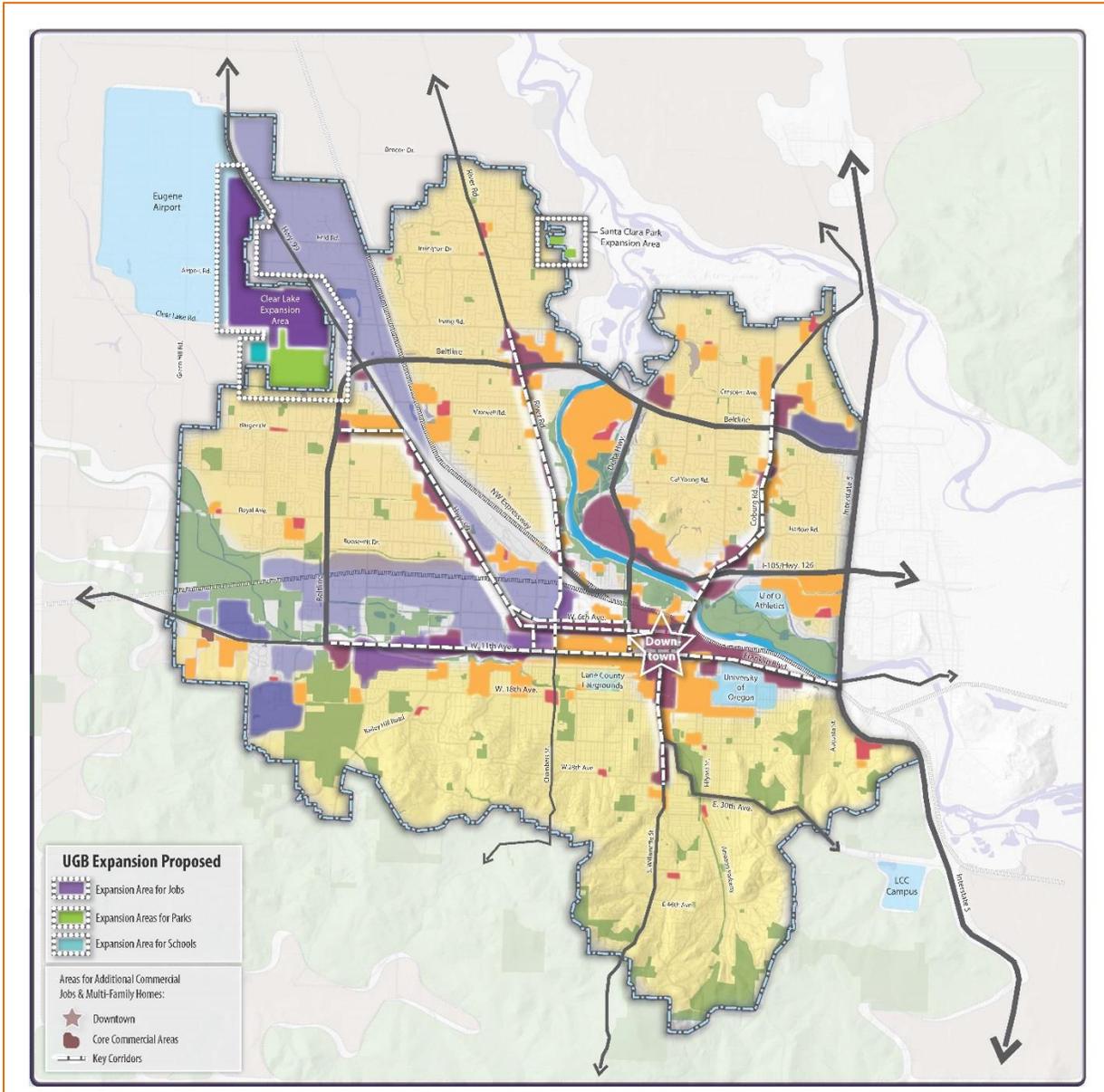
- From 2009-2013, the median home value (\$238,000) was generally consistent with the state average, while the median income was 16% less (\$42,000) than the rest of Oregon (\$50,000).
- This accounts for a lower than average home ownership rate, 50% in Eugene, compared to 62% in the rest of Oregon.
- Average wages, adjusted for inflation, lag significantly behind the state and national averages, with the gap continuing to widen over time (1976-2011 data below).



While it is true that the people of Eugene enjoy a low-intensity/ high-quality of life, it is also true that Eugene has economic challenges that run deeper than state and national trends. And that these challenges make it difficult for many in our community to make ends meet. The downturn in the timber and manufacturing economy in the 1980’s has yet to be replaced with the needed number of jobs that offer wages families need to prosper. However, there are signs of good things to come, and the community appears poised to embrace them. The future prosperity of Eugene lies in its unique sense of place and its greatest asset, the people who live here.

# Eugene Tomorrow

## THE VISION



The community vision for Eugene’s future protects and enhances those features that contribute to its unique sense of place while planning for growth that will contribute to household prosperity and neighborhood livability. To do this, the vision promotes a compact growth pattern that focuses investment in the downtown, around core commercial areas, and along key corridors. Public investments bring added vitality to these core areas of the city while preserving the farmland, rivers, and forests that surround us.

- Mixed use neighborhoods in the downtown and along Eugene’s six key corridors will accommodate future multi-family housing and new commercial development. These revitalized urban neighborhoods will provide people who live and work in them easy access to shops, parks, and entertainment by walking, biking, or taking public transit.
- The City fabric will be comprised of an integration of natural and built systems, including land use, transportation, parks, and green infrastructure; that work together to provide a healthy, connected and prosperous community.
- Neighborhoods across the city will be improved to promote compatible transitions between lower and higher intensity development, increase transportation options, parks and recreation opportunities, and access to neighborhood businesses and community gathering places. Every Eugenean deserves to live in a 20-minute neighborhood.

Eugene’s urban growth boundary is proposed to expand by about 960 acres to address our need for land to support 20 years of additional jobs, parks and schools<sup>1</sup>.

- Most of the anticipated job growth over the next 20 years will occur within the current boundary, focusing on thriving industries such as software development, general offices, and medical offices that want to locate in the downtown or in close-in commercial centers.
- Additional large sized industrial lots are needed to allow for the more diverse and active economy of the future. The Clear Lake expansion area will focus on industries that are likely to locate in the area to build on Eugene’s competitive advantages, pay higher than average wages, and contribute to Eugene’s sense of place; for example, local food and beverage production and advanced manufacturing.
- Additional land is needed for two community parks in areas of town that are currently underserved by parks and recreation amenities; the vision includes land for parks in Santa Clara and the Bethel neighborhood. Additional land is also needed for a future school for the Bethel School District.

## THE LANGUAGE OF ENVISION EUGENE

The language of Envision Eugene has emerged through thousands of hours of community conversation about the future of our community. Below are some of the terms used throughout the Envision Eugene documents, and the thinking that led to their use.

**Best Outcomes:** Best outcome statements are direct quotes from individuals that participated in the planning process. The statements express participants’ desires and aspirations for the community and helped inform the shared community vision and pillars. Best outcome statements are included throughout the Envision Eugene: Vision to Action collection of documents.

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<sup>1</sup> This text and similar references to the Urban Growth Boundary expansion areas will be updated once the adoption process is complete and Eugene’s UGB is acknowledged by the State of Oregon.

Pillars: The seven pillars of Envision Eugene are the direct result of a multi-year community engagement process. They reflect the values of Eugeneans and are the foundation from which a shared vision for the future emerged. This plan uses the pillars as the primary organizing structure.

- Provide ample economic opportunities for all community members
- Provide housing affordable to all income levels
- Plan for climate change and energy resiliency
- 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

Goals: Envision Eugene goals articulate the overarching aspirations of the community. The comprehensive plan goals are broad statements that describe our collective hopes for the way in which our community will grow. A goal is aspirational and may not be fully attained within a particular time frame.

Policies: Envision Eugene policies set a course of action for moving our community toward attainment of its goals. Policies in the Envision Eugene Comprehensive Plan guide the City as it develops work programs, conducts long range planning, prepares budget and capital improvement programs, makes public investments and develops related investment programs. New land use plans and changes to the City's land use code and land use plans must be consistent with the policies in the Envision Eugene Comprehensive Plan. The policies do not apply in approving or denying individual land use applications.

## The Seven Pillars

Provide ample economic opportunities for all community members

Provide housing affordable to all income levels

Plan for climate change and energy resiliency

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

## Provide ample economic opportunities for all community members

### What's the issue?

Wages in Lane County lag far behind state and national averages, and are especially low when compared to the cost of housing in our area. The average wage in Lane County in 2009 was \$35,500, which is 16% below the State average. Unemployment rates in Eugene have been the same or slightly higher than the State and anywhere from 1-3% higher than the nation over the past 15 years.

Low average wages cause many families to struggle to meet their basic needs. Some statistics help paint the picture of economic opportunity in Eugene in 2012:

- Nearly 60% of Bethel School District children are eligible for the free or reduced lunch program and over 40% of the children enrolled with Eugene 4J School District are eligible for the program.
- Over 20% of households in Eugene received some form of public assistance in 2010.
- An additional 18% of local households fall between 100-200% of the federal poverty guideline and thus are ineligible for many services, but they do not have enough income to meet their family's basic needs.

Changes in the local economic base over the past 30 years have led to fewer stable, well-paying jobs in manufacturing and other sectors. Much of the land designated for industrial jobs in Eugene has not met the needs of larger manufacturers, including local companies that want to expand their operations. As Eugene grows, new retail, office and industrial jobs will be needed, as well as space for the businesses that provide jobs.

### Why does it matter?

If we do not respond to the lack of economic opportunities, including the deficit of suitable land for industrial and manufacturing jobs, our ability to retain and grow local companies and attract new employers will be limited. As a result, we can expect average wages to continue to remain low. Low wages mean housing and transportation costs will burden more and more residents and families. As families become more cost burdened, the need for public services will increase. Low wages also diminish the tax base, however, and public agencies will be less able to support those services as well as other needs in the community, such as roads, police and parks.

### What do we intend to achieve?

The aim is to reduce unemployment and raise average wages. Strategies will help local businesses thrive and grow and make Eugene an attractive location for new, outside businesses. Employment lands need to be prepared and protected for specific kinds of jobs and industries. Economic development efforts will focus on the needs of key industries that build on our unique strengths, such as specialty food and beverage manufacturing, clean technology and renewable energy, software, health and wellness,

biomedical and advanced manufacturing. Existing lands will be used as efficiently as possible through redevelopment, preparing brownfields (abandoned or contaminated sites) for new buildings, and helping businesses locate downtown, along key transportation corridors, and near existing employment centers.

The plan for addressing our economic development needs through City action is contained in the Economic Development chapter of the Comprehensive Plan.

- ❖ For more information on economic opportunities, see the Regional Prosperity Economic Development Plan.

## Provide housing affordable to all income levels

### What's the issue?

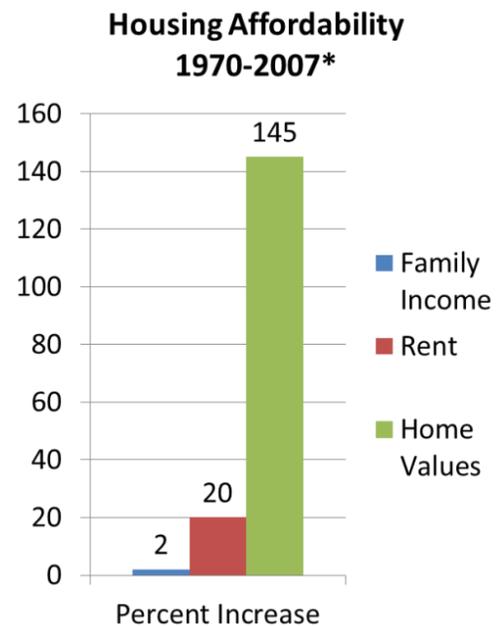
Historically low wages and high unemployment result in a large number of Eugeneans having difficulty paying for housing. The decline in the local economy that began in 2008, further increased this problem with a significant increase in the number of households who cannot meet their basic needs for food, shelter, medical care, and transportation. In addition, there are growing numbers of seniors, persons with disabilities, and others who are unable to work.

Studies show that there are not enough homes available for rent or ownership for people with low to moderate income levels. Some statistics (based on 2008 data) help paint the picture of housing affordability in Eugene:

- xx% of households in Eugene spend more than 30% of their income on housing costs (56% of renters and 28% of owners)
- Between 1999 and 2008, growth in homeownership costs outpaced growth in income; median home value increased by 71% while median household income increased by 13% and median family income increased by 18%.
- A household with a median income (\$55,500) could afford to buy a home of up to \$140,000. The median home price in Eugene is \$260,000.
- Eugene had a deficit of about 9,000 dwelling units that would be affordable to households earning \$25,000 or less (HUD's national standard for housing affordability).

### Why does it matter?

Having an adequate supply of housing for people with low and moderate incomes is especially important for diverse populations, such as young families with school-aged children, people of ethnic diversity, and seniors. As homes continue to become more expensive and incomes do not increase at the same rate, more people will find it difficult to afford a place to live in Eugene. This further stresses the ability for families to have enough money for other vital needs such as food and health care, and increases pressure on affordable housing programs and social services in the area. Additionally, if more affordable housing options are located far away from city services or in communities outside Eugene, commuting and transportation costs will increase, as will vehicle emissions that contribute to greenhouse gas production.



## What do we intend to achieve?

Reducing unemployment and increasing wages is the most important step to addressing Eugene's housing affordability gap. Additionally, a greater variety of housing stock for all income levels will help reduce the "cost burden" of housing and better respond to the changing demographics of the city. Solutions need to address housing for both lower income levels (subsidized housing) and moderate income levels. Tools include planning for more multi-family housing types, continuing and expanding subsidized housing programs, preserving and investing in the existing housing stock, and removing regulatory barriers that increase the cost of housing. It will also be important to provide incentives for housing types anticipated to be needed in the future, such as smaller homes, row houses and clustered housing.

Demographic shifts and housing preference trends will also impact the type of housing that people will seek in the future. These shifts include an aging population, smaller households (fewer people living in a home), and potentially higher energy costs.

Issues around residential land and housing stock are addressed in the Housing chapter of the Comprehensive Plan.

❖ For more information on housing affordability, see the Eugene-Springfield Consolidated Plan

## Plan for climate change and energy resiliency

### What's the issue?

Fossil fuel use has increased the level of carbon dioxide and other gases in the earth's atmosphere. These gases are also known as greenhouse gases. More greenhouse gas emissions cause a warming of the earth's surface and associated changes with the earth's climate. Some of the changes that are expected to affect our region include: reduced snowpack, increased flooding, drier summers, and the potential for more people to move into our region as climates in other areas make it difficult to live there.

In addition to the challenges of climate change, our community may be impacted by increases in energy prices. This affects not only the direct price for fuel and electricity, but also increases the cost of growing food, producing and shipping goods, heating our homes, and maintaining our roads and infrastructure.

### Why does it matter?

If we and other communities do not reduce greenhouse gas emissions, we will continue to accelerate the very serious and costly effects of climate change. By ignoring the potential effects, we expose our community to greater risk of economic instability, health impacts, greater out-of-pocket costs and reduced livability.

Climate change and energy uncertainty are far-reaching and complex issues that create an unknown future. Since we cannot know for sure what the outcome will be, it is important for our community to become more adaptable. We can reduce our contribution to climate change to lower the likelihood and severity of predicted affects as well as prepare for the affects that do occur. We can also reduce the impact of increasing energy prices by boosting energy efficiency and developing alternative energy sources.

### What do we intend to achieve?

The *Community Climate and Energy Action Plan* was approved by the City Council in 2010 with the following goals:

- Reduce community-wide greenhouse gas emissions to 10 percent less than 1990 levels by 2020 and 75 percent below 1990 levels by 2050.
- Reduce community-wide fossil fuel use 50 percent by 2030.
- Identify strategies that will help the community adapt to a changing climate and increasing fossil fuel prices.

Additionally, the Climate Recovery Ordinance was adopted by the City Council in 2013 with the goal of reducing community-wide fossil fuel use by 50% of 2010 levels by 2030.

Land use and transportation play a significant role in our community's ability to reach these goals. Reducing our reliance on single-occupancy, petroleum powered cars is an important component and can

be addressed, in part, by providing transportation options such as high-quality transit and walkable and bikeable neighborhoods. Such actions have additional benefits for community health, livability, equity and economic prosperity. Eugene has a long history of compact development and environmental stewardship. With renewed effort, we can continue this legacy and serve as a model to other communities.

- ❖ For more information on planning for climate change and energy uncertainty, see the Climate and Energy Action Plan, the Climate Recovery Ordinance, the Food Security Scoping and Resource Plan, and the Eugene-Springfield Natural Hazards Mitigation Plan.

## Promote compact urban development and efficient transportation options

### What's the issue?

Eugene has experienced steady annual population growth for decades. Eugene is forecasted to continue to grow into the future, and as it does we need to plan for that growth. By planning for growth, we can preserve and protect our community's livability and those assets that make Eugene special. We can also limit the amount of land that is needed in our urban growth boundary. Promoting compact urban development and efficient transportation options are long-held community values in Eugene and there is significant agreement across the community that we want to limit urban growth boundary expansions to the extent possible, thus limiting the spread of urban development into farm and forest lands.

By redeveloping existing lands and creating more compact neighborhoods in the downtown, around key corridors and core commercial areas, the need to expand the urban growth boundary can be reduced, while the quality of life for urban residents can be improved. However, the high costs of construction and relatively low-wages in the area, combine to make it unaffordable to redevelop properties in most cases. In order to achieve the vision the community desires- of walkable urban neighborhoods connected by transit- financial and regulatory tools are required.

### Why does it matter?

Without financial and regulatory tools to facilitate redevelopment activity, we will not be able to realize the potential of existing land, lose economic opportunities and have fewer transportation options for Eugene residents. This could result in a need to further expand the urban growth boundary to accommodate the future housing and employment needs of Eugene's steadily growing population.

Vibrant, mixed use neighborhoods that are walkable and connected by high-quality, high-capacity transit have benefits beyond reducing urban sprawl. They are also good for community health, equity and economic prosperity. They can increase the quality of life for individuals with less time spent in the car, and more time with family. Household expenses can be reduced as a result of less auto-dependency and increases in active transportation can improve health.

### What do we intend to achieve?

The goal is to transform the downtown, key corridors and core commercial areas into mixed-use, walkable neighborhoods that are connected by transit and walking and biking infrastructure. Coordinating the closely connected needs of land use and transportation in our community will make the most efficient use of land and financial resources and provide a high quality of life for urban residents. We will do this by continually addressing regulatory, financial, and planning barriers to redevelop existing lands. While past approaches have relied on regulations, new solutions will proactively prepare for and support desirable and highly livable development. This will be achieved through simplifying regulations and increasing incentives for redevelopment in the downtown, core commercial areas and key transit corridors. We will also plan for transportation that will match the needs of these core areas, and the city as a whole, over the long term.

The plan for addressing our compact development and transportation needs through City action is contained in the Compact Development and Urban Design chapter of the Comprehensive Plan, as well as in the in-progress Eugene 2035 Transportation System Plan.

- ❖ For more information on planning for compact development and transportation options, see the Climate and Energy Action Plan, Eugene Downtown Plan, and the Pedestrian and Bicycle Master Plan.

## Protect, repair and enhance neighborhood livability

### What's the issue?

Eugene's livability depends on development that adds to the positive character of existing neighborhoods. Without adequate design standards, many areas have been impacted over the years by incompatible development. Out-of-scale and poorly designed buildings have caused loss of privacy and neighborhood character, parking impacts, safety concerns, and other issues. The result has been a high cost to the public, including legal battles, loss of trust, and a declining sense of community.

### Why does it matter?

If left unaddressed, incompatible development will have a continued adverse impact on neighborhoods and compromise livability. In addition, overly restrictive regulations could prevent positive infill and redevelopment and increase pressure for urban expansion. A balanced approach that protects livability and neighborhood character while accommodating well-designed infill in the areas that make the most sense is needed.

### What do we intend to achieve?

Solutions will ensure that new homes and commercial buildings in and around Eugene's existing neighborhoods are compatible, well designed, and contribute positively to the neighborhood's character and function. These new buildings will create a pleasant, human-scale environment and build on the best characteristics of the neighborhood. Housing density and the overall character of Eugene's existing neighborhoods will remain reasonably stable and predictable.

Residents of our community have been instrumental in advocating for new design tools. Infill compatibility standards have already been put in place for some areas, and existing programs will continue to improve compatibility of new development across the city.

City-sponsored regulations and incentive programs will help well planned development projects succeed, and improve the design quality of all projects. Neighborhood residents will have a more collaborative role in the development process, and developers operating in the Eugene community can anticipate benefits from process improvements that reward high-quality design and assure greater clarity about development requirements.

- ❖ For more information on neighborhood livability, see the Metro Plan, and Envision Eugene Community Design Handbook

## Protect, restore and enhance natural resources

### What's the issue?

Our community's natural resources are the foundation for Eugene's unique sense of place. Conservation of these resources has added to the livability and beauty of our community, while also protecting the health and habitat of people, plants and animals. While the city has extensive natural resource protections already in place, the continued refinement of these protections need to address the impacts of ongoing development. If not done with care, development activity could have negative impacts on Eugene's livability- its urban forest, water quality, air quality, plant and wildlife habitat, and overall beauty. Eugene's livability is also directly tied to its economic prosperity. It is Eugene's quality of life that is often touted as the reason people and businesses choose to locate and stay here.

### Why does it matter?

Streams, wetlands and open spaces help prevent urban flooding and improve the quality of stormwater that runs off developed areas. Agricultural and forest lands both inside and outside the UGB provide food and wood products for Eugene and surrounding communities and also provide habitat and open space.

By failing to plan for the protection of Eugene's natural resources, Eugene could experience increased flooding, threats to our drinking water (or that of cities downstream) or health issues resulting from poor air or water quality. Other results may include loss of habitat for native plants and animals, loss of mental and physical benefits of green spaces for residents, and reduced economic prosperity.

### What do we intend to achieve?

The goal is to continue the protection, restoration and enhancement of natural resources, thereby preserving Eugene's unique sense of place. Eugene's Parks and Open Space system provides an excellent foundation for publicly-owned natural resources, both inside and outside the urban growth boundary, with future plans for acquisition, restoration and enhancement. High value natural resources, such as streams and wetlands are regulated on private property inside the urban growth boundary, but additional habitat conservation and farm land preservation tools such as rural reserves, conservation easements, and incentive programs can further protection efforts.

- ❖ For more information on natural resource planning, see the Metro Plan, Rivers to Ridges, the Ridgeline Open Space Vision and Action Plan, the West Eugene Wetland Plan, and the Willamette River Open Space Vision and Action Plan

## Provide for adaptable, flexible and collaborative implementation

### What's the issue?

Creating a 20-year plan requires making a number of assumptions and projections. Only the passage of time will show if these projections are correct. Therefore, this plan needs to be flexible enough to adapt to changing conditions and the needs of the community. After several years, it may be evident that some of the assumptions and projections differ from what has actually occurred. New housing types, demographic or economic trends, changes in federal or state law or policies, or shifts in community preferences could impact the community's vision or the ability to achieve the vision. To ensure that the plan and implementation tools remain effective, desirable and relevant, ongoing monitoring and adjusting of the plan and tools must occur.

### Why does it matter?

If we do not monitor plan implementation and adapt to changing conditions, the plan could become obsolete and implementation tools may no longer align with the vision. Ultimately, this could result in a stagnation of planning activities that work to achieve the community's vision. Any resulting shortage of land for residential, employment, parks and schools could have devastating effects on the economic prosperity and livability of Eugene.

### What do we intend to achieve?

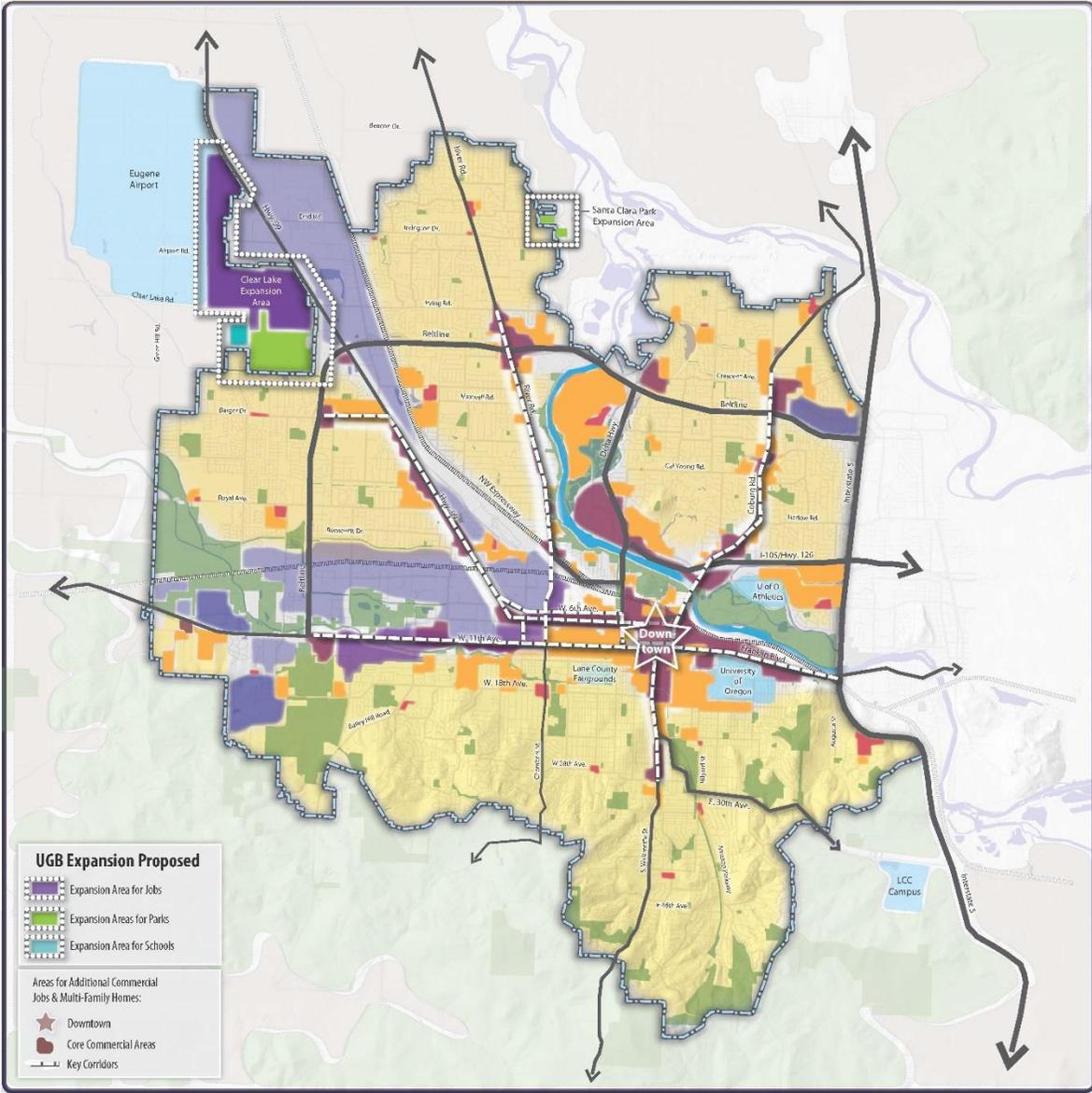
The goal is to create a flexible plan that contains provisions for checking progress on a regular basis. The plan will also provide new monitoring tools to measure the success of the plan, address emerging needs and streamline future planning efforts such as urban reserves. We will use a variety of implementation tools that clearly align with the community's vision in the plan. These tools will be reviewed and revised on an ongoing basis to ensure they have the desired outcome and do not make it more difficult to achieve the vision. As we monitor and make adjustments, we will collaborate with the community and our partner agencies to ensure that the plan and implementation tools continue to reflect the community's vision.

Adaptable, flexible, and collaborative implementation is addressed in the Administration and Implementation chapter of the Comprehensive Plan.

- ❖ For more information on flexible implementation, see the Envision Eugene Action Plan, which includes the Growth Monitoring Program

## ENVISION EUGENE: VISION TO ACTION MAPS

- A. Community Vision
- B. Key Corridors and Core Commercial Areas
- C. Vision for Jobs
- D. Efficiency Measures



envision EUGENE

October 2015 PRELIMINARY DRAFT

Community Vision  
for Homes, Jobs, Parks & Schools

Legend

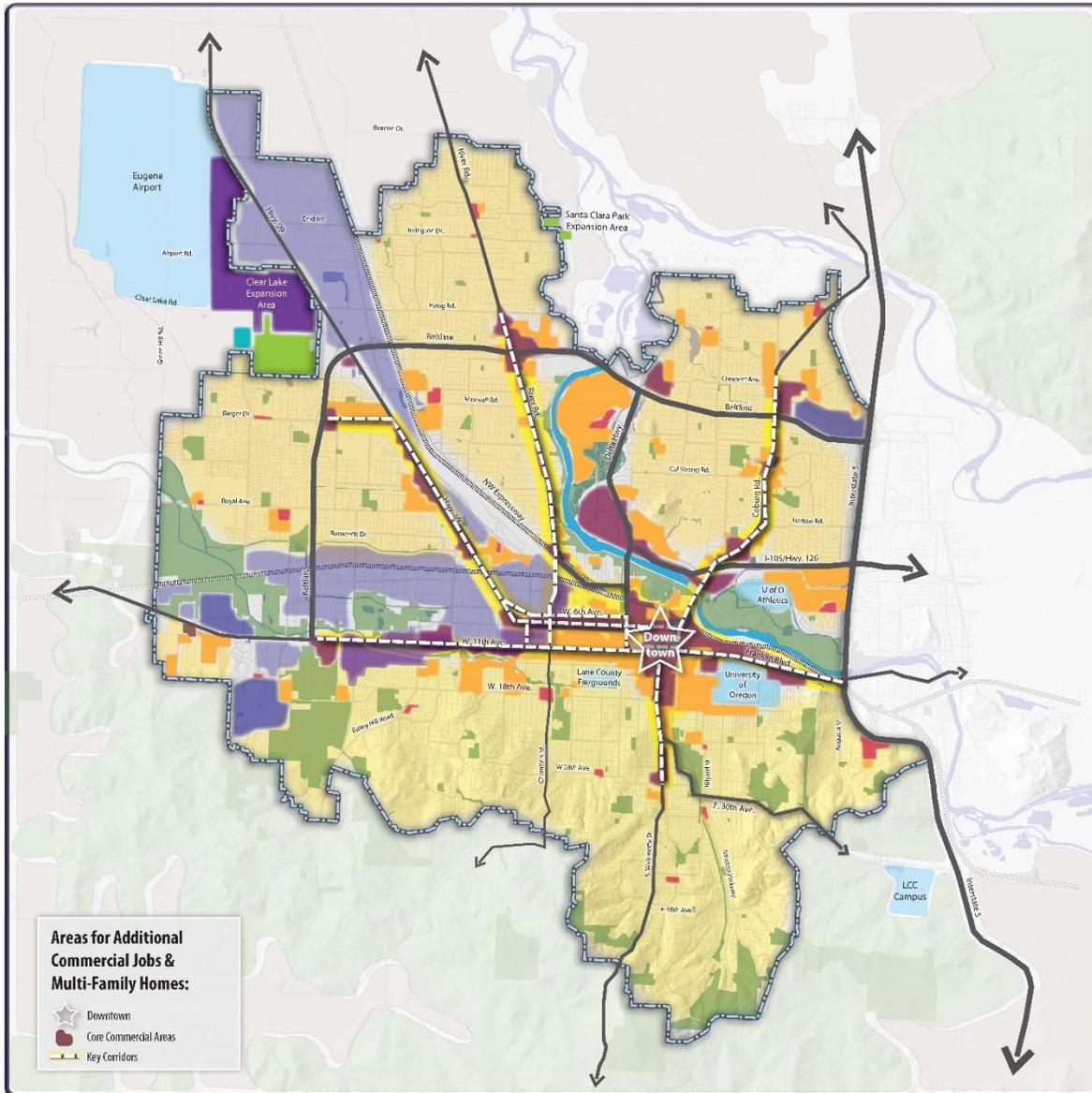
- UGB Expansion Proposed
- Urban Growth Boundary (UGB)
- Freeway
- Major Road
- Railroad
- Water Bodies / Rivers
- Existing Multi-Family Areas
- Existing Single-Family Areas
- Existing Mixed-Use Employment Areas
- Other Commercial Areas
- Existing Industrial Areas
- Existing Mixed-Use Employment
- Existing Campus Employment
- Key Institutions
- Farms and Fields
- Hills and Forest
- Existing Parks & Open Space



• Map is not tax lot specific and is for illustrative purposes only.  
 • This map updates the March 14, 2012 map found at [www.envisioneugene.org](http://www.envisioneugene.org) and reflects subsequent City Council direction.



[www.EnvisionEugene.org](http://www.EnvisionEugene.org)



# envision EUGENE

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## Key Corridors & Core Commercial Areas

### Legend

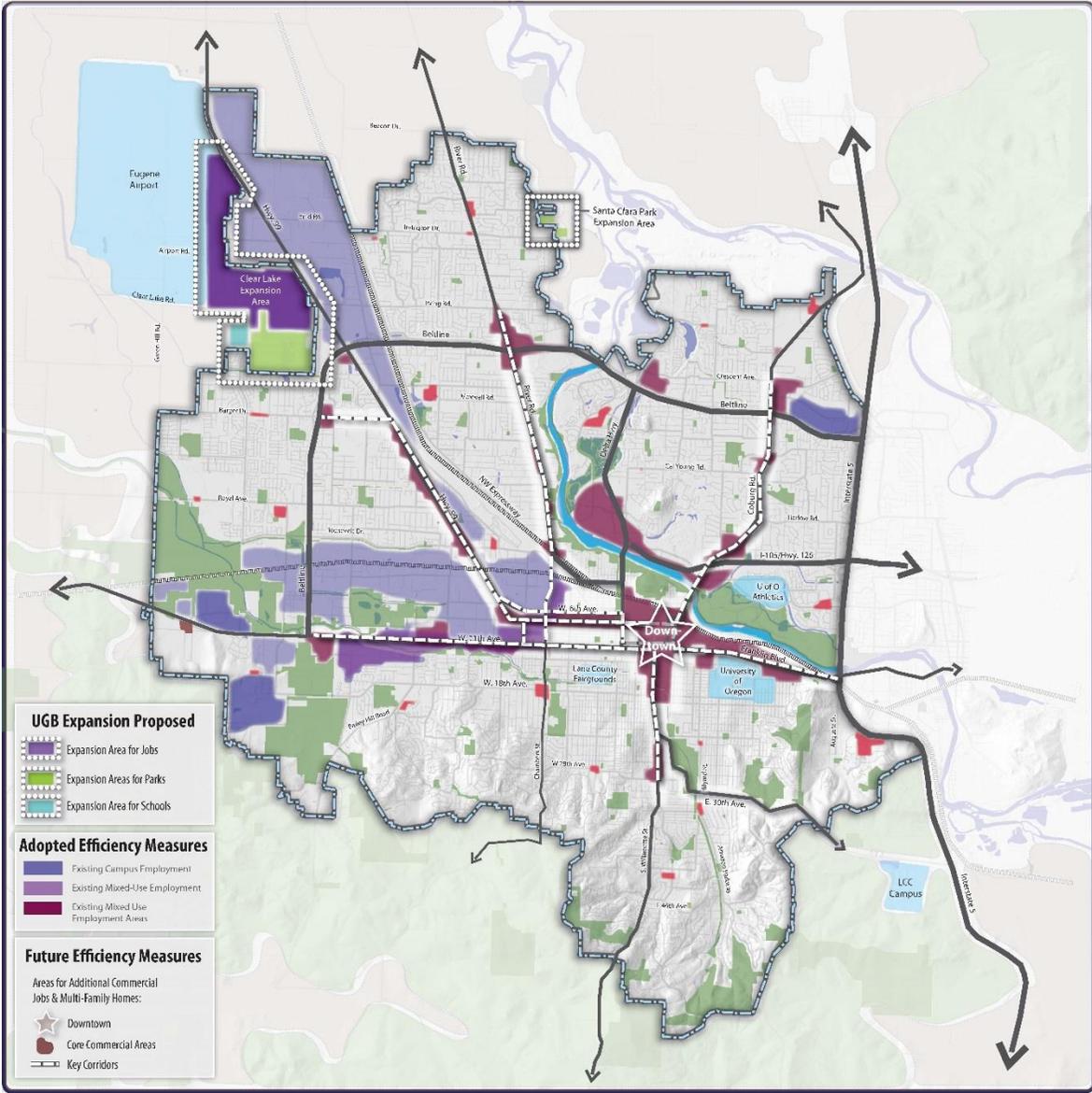
- UGB Expansion Proposed
- Urban Growth Boundary (UGB)
- Freeway
- Major Road
- Railroad
- Water Bodies / Rivers
- Expansion Area for Jobs
- Expansion Area for Parks
- Expansion Area for Schools
- Existing Multi-Family Areas
- Existing Single-Family Areas
- Existing Mixed Use Employment Areas
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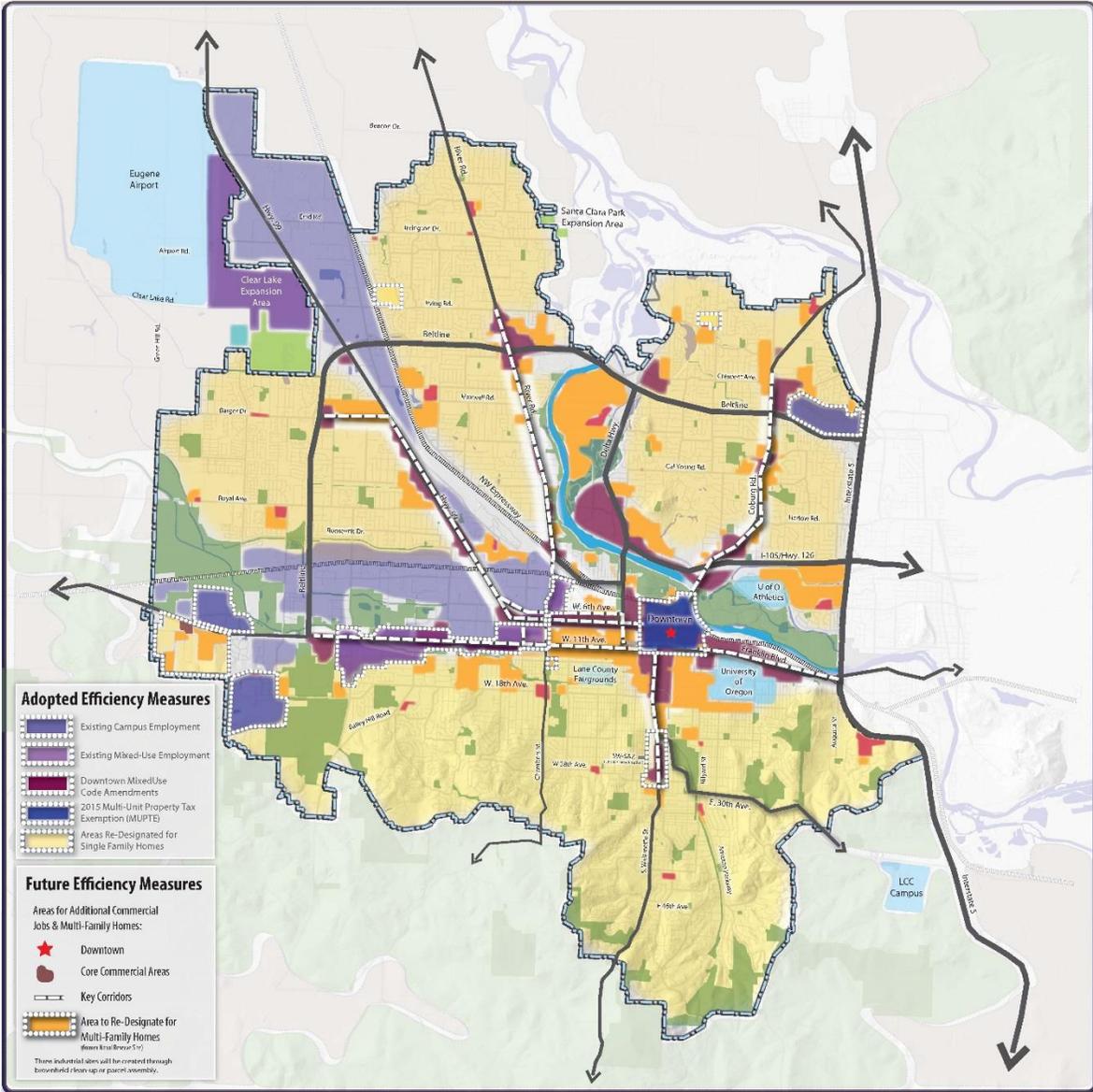
Community Vision for Jobs

Legend

- UGB Expansion Proposed
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**Efficiency Measures**

• These measures are actions the City can take so that more development occurs than would have otherwise occurred without the actions (e.g., zone change, zoning standards, financial programs).

• Map is not tax lot specific and is for illustrative purposes only.

• This map reflects efficiency measures adopted by the City Council in 2014 and 2015 in order to accommodate additional commercial jobs and multi-family homes inside the existing urban growth boundary (UGB).

**Legend**

- UGB Expansion Proposed
- Urban Growth Boundary (UGB)
- Freeway
- Major Road
- Railroad
- Water Bodies / Rivers
- Expansion Area for Jobs
- Expansion Areas for Parks
- Expansion Area for Schools
- Existing Multi-Family Areas
- Existing Single-Family Areas
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EUGENE

# COMPREHENSIVE PLAN

## GOALS & POLICIES



PRELIMINARY DRAFT

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### Glossary

## Envision Eugene Comprehensive Plan

### Introduction

#### Purpose

The Envision Eugene Comprehensive Plan guides the City in its land use planning for future growth within Eugene's urban growth boundary. The policy direction in the Envision Eugene Comprehensive Plan is based on the community's vision. It is intended to address the needs and desires of Eugene's residents, as well as the requirements of Oregon's Statewide Planning Goals. This plan is Eugene's city-specific comprehensive land use plan.

#### Background

Prior to the adoption of the Envision Eugene Comprehensive Plan, the City of Eugene (the City) addressed its comprehensive land use planning needs through the regional Eugene-Springfield Metropolitan Area General Plan (Metro Plan). Many of the Metro Plan policies were based on the fact that Eugene and Springfield shared a single, regional urban growth boundary. ORS 197.304, adopted by the Oregon Legislature in 2007 with the passage of House Bill 3337, required Eugene and Springfield to divide their shared urban growth boundary, so that each of the cities would have its own, separate urban growth boundary and separate policies for land uses within its urban growth boundary.

The Envision Eugene Comprehensive Plan is the result of Eugene's efforts to implement ORS 197.304 by adopting Eugene-specific policies to address land use issues that would no longer be addressed as a region. The full development and adoption of all chapters of the Envision Eugene Comprehensive Plan will take place in several steps, over several years. As each new chapter of the Envision Eugene Comprehensive Plan is adopted, the Metro Plan will be amended to identify the Metro Plan provisions that will no longer apply to Eugene and to refer readers to the Envision Eugene Comprehensive Plan, instead. Ultimately, the Metro Plan will continue to serve as Eugene's comprehensive plan only as needed to address those land use planning responsibilities that remain regional in nature.<sup>1</sup> The relationship between the Envision Eugene Comprehensive Plan and the Metro Plan is addressed below.

#### How to Use this Plan

The Envision Eugene Comprehensive Plan is divided into eleven chapters that address specific aspects of land use planning. Each chapter begins with an introductory section, followed by goals and policies. The introductory text is provided for general explanatory purposes only. In the future, the Envision Eugene Comprehensive Plan will also include a land use diagram and descriptions of land use designations. As used in this comprehensive plan:

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<sup>1</sup> In addition to the continued collaboration through the *Metro Plan* and other regional land use plans, such as the regional transportation system plan and the regional public facilities and services plan, Eugene remains committed to working collaboratively with Springfield and Lane County through other initiatives, such as regional economic prosperity planning.

- **Goals** articulate the overarching aspirations of the community. The Envision Eugene Comprehensive Plan goals are broad statements that describe our collective hopes for the way in which our community will grow. A goal is aspirational and may not be fully attained within a particular time frame.
- **Policies** set a course of action for moving our community toward attainment of its goals. Policies in the Envision Eugene Comprehensive Plan guide the City as it develops work programs, conducts long range planning, prepares budget and capital improvement programs, makes public investments and develops related investment programs. New land use plans and changes to the City's land use code and land use plans must be consistent with the policies in the Envision Eugene Comprehensive Plan. The policies do not apply in approving or denying individual land use applications.

The policies of the various chapters are interrelated and, together, create the City's policy framework for land use planning. There may be conflicts and inconsistencies between and among some policies. When making decisions based on the Envision Eugene Comprehensive Plan, not all of the policies can be met to the same degree in every instance. Use of the Envision Eugene Comprehensive Plan requires a balancing of its various components on a case-by-case basis, with an emphasis on those policies most pertinent to the issue at hand.

The policies in the Envision Eugene Comprehensive Plan vary in their scope and implications. Some call for a specific City action; others call for a City study aimed at developing more specific policies later; and still others are directives the City must address when adopting or amending its land use code or plans. The common theme of all the policies is that each represents the City's approach toward land use problem-solving and goal realization. Adoption of the Envision Eugene Comprehensive Plan does not necessarily commit the City to immediately carry out each policy to the letter. The City will carry out the policies to the best of its ability, given sufficient time and resources.

### Relationship to Other Adopted Plans

The Envision Eugene Comprehensive Plan is one plan among a family of land use plans at the state, regional and local level. As a state-mandated land use plan, the comprehensive plan has a certain relationship to other adopted plans.

The Envision Eugene Comprehensive Plan is the basic guiding policy document for land use planning within the urban growth boundary for the City of Eugene. The Eugene-Springfield Metropolitan Area General Plan (Metro Plan) is the basic guiding land use policy document for regional land use planning. Eugene's refinement plans (including special area studies, area plans and functional plans) must be consistent with applicable provisions in both the Envision Eugene Comprehensive Plan and the Metro Plan.

- If inconsistencies occur between the Envision Eugene Comprehensive Plan and the Metro Plan, the Envision Eugene Comprehensive Plan is the prevailing policy document.
- If inconsistencies occur between the Envision Eugene Comprehensive Plan and a refinement plan, the Envision Eugene Comprehensive Plan is the prevailing policy document.

## Relationship to Envision Eugene: Vision to Action

The Envision Eugene Comprehensive Plan comprises the regulatory component of Envision Eugene: Vision to Action, which is a set of four documents that encompass the visionary, regulatory, design, and implementation aspects of how to achieve the future vision for Eugene. The four parts are as follow:

- **Community Vision:** A non-regulatory overview and explanation of the vision for Eugene, including the seven foundational pillars of Envision Eugene.
- **Comprehensive Plan (this document):** A state mandated land use plan adopted by the City to serve as the basic guiding land use policy document for land use planning within Eugene’s urban growth boundary.
- **Urban Form Plan:** A non-regulatory expression of the community’s vision, providing illustrative examples of urban design in keeping with Eugene’s unique physical identity.
- **Action Plan:** A non-regulatory look at actions to implement the seven pillars of Envision Eugene and the Comprehensive Plan policies, including regular evaluation of, and adjustments to, assumptions and strategies as conditions evolve.

The non-regulatory parts of Envision Eugene (Community Vision, Urban Form Plan and Action Plan) are endorsed, not adopted, by the City. These three documents do not constitute adopted land use plans.

While the four parts of Envision Eugene: Vision to Action do not cover all aspects of community life, they do address many factors that are critical to daily life - economic development, housing, natural resources and neighborhood livability. The four documents of Envision Eugene work in coordination with other local and regional plans (regulatory and non-regulatory) to form a more complete approach to community planning. The seven pillars, or community values, are the foundation for Envision Eugene: Vision to Action, and arose out of a major community involvement and visioning process. While all seven pillars were taken into consideration throughout the comprehensive plan, individual chapters may focus on specific pillars as particularly relevant to the goals and policies for that topic.



## Chapter 1

# Public Involvement

## Introduction

Community members in Eugene have a rich history of active, engaged participation in planning activities and decisions both as individuals and through a variety of groups. The City of Eugene is committed to supporting this participation through collaborative partnerships and mechanisms that invite meaningful engagement from a wide range of community members. Public involvement in the planning process leads to more grounded decisions while strengthening the social fabric and civic cohesion of our community.

This chapter lays out goals and policies to guide City efforts to engage the public in ways that support more equitable consideration of community needs, clear channels of communication, and ultimately stronger planning decisions. The tools that the City uses to engage the public range from formal committees to opportunities for individual communication with decision makers. The City of Eugene Planning Commission serves as the official committee for citizen involvement, providing input on public involvement strategies, a city-wide perspective on planning matters, a venue for public comment, and recommendations on land use projects and applications.

The Envision Eugene project that led to the City's adoption of this comprehensive plan utilized multiple avenues of community involvement, including a Community Resource Group, a Technical Resource Group, open houses, mailings, videos, surveys, and newsletters. From the beginning of the project, it was very important to have the words and concepts come from the community, in order to build a broadly supported common vision for realizing best outcomes for Eugene's future. The 2012 Envision Eugene recommendations, the reflection of two years' worth of community visioning, was built around seven "pillars" or community values. This chapter focuses on the Envision Eugene pillar: "provide for adaptable, flexible and collaborative implementation."

The City of Eugene's goals for public involvement, which articulate the overarching aspirations of the community, are:

### 1. Meaningful and Equitable Public Participation

Provide opportunities across all phases of the planning process for the full spectrum of community members to engage with decision makers and contribute to land use planning and processes.

### 2. Accessible and Transparent Processes

Design clearly documented, open processes that are accessible in terms of time, location, and language to support the engagement of community members with diverse abilities, backgrounds, and contributions.

### 3. Integration of Community Values with Technical Analysis

Seek out and honor community perspectives to enhance and compliment robust data analysis in support of thoughtful land use planning and processes that implement community best outcomes.

The policies guiding public involvement in land use planning and processes are listed below.

#### Policies

- 1.1 **Diverse participation opportunities.** Provide formal and informal opportunities for public involvement in all phases of land use planning including but not limited to:
  - The City of Eugene Planning Commission which serves as the committee for citizen involvement and whose members are selected through an open, well-publicized process
  - A land use code that sets out procedures for an accessible citizen involvement program for land use decision making
  - Other topic-specific community advisory committees
  - Public hearings and forums
  - Informal and ad hoc opportunities for community participation
- 1.2 **Foundation for civic engagement.** Provide the public with sufficient information regarding specific issues, underlying principles, and broad context for meaningful, informed, and effective participation in land use planning processes. Support civic infrastructure (institutions, organizations and processes) and tools that enable community participation.
- 1.3 **Enhanced engagement strategies.** Continue to invest in ongoing education of City employees on best practices for culturally appropriate, innovative, inclusive engagement techniques and tools, and evaluate opportunities to improve outreach strategies. Maintain efforts to engage the public early and often in land use projects.
- 1.4 **Transparency.** Make land use planning information and documentation accessible through mechanisms and practices such as digital availability, comprehensible language, clear organization, established channels for two-way communication, and diverse media for announcements.
- 1.5 **Equity by design.** Plan participation processes with particular sensitivity to under-served and under-represented populations to support decisions that consider the needs of all affected parties. Seek out diverse representation from our community with regard to race, color, national origin, English proficiency, gender, age, disability, religion, sexual orientation, gender identity, income, and geographic area of the community. Utilize the City's Diversity and Equity Strategic Plan to inform outreach efforts for planning projects.

## Chapter 2

# Compact Development and Urban Design

## Introduction

The structure of our city, from the shape of its boundaries to the form of buildings and public spaces, reflects the values and spirit of the people of Eugene. Compact urban development and efficient transportation options are long-held values that are central to the community's vision for how Eugene should grow and change in the future. These values have been expressed through many local and regional plans over several decades. Compact development allows the community to provide and access urban resources in the most cost-effective and livable way possible, reducing travel times and associated environmental effects, knitting a stronger social fabric, and preserving the rural and wild areas that are essential to our quality of life. While compact urban development provides these and other important benefits, it is essential that the community is also safe, attractive, and highly livable. Thoughtful urban design is the key to achieving this outcome. Together, compact urban development and quality urban design support vibrant community life, the health and safety of all residents, and a harmonious connection between our natural and built environment.

The historic development patterns of Eugene shape its evolving character and form. The preservation of neighborhood character is a priority for Eugene as the city grows, evolves, and inevitably changes. This does not mean that neighborhoods should remain static, but that public and private investment should build on successful patterns to increase the beauty, vitality, and functionality of each neighborhood and the city as a whole. New development should contribute to a positive evolution of community character and a sense of place that is uniquely Eugene.

Private developers and public agencies act in close partnership to create the physical realm of our community. While the City influences development through visioning, regulation, incentives and as a direct investment partner, private developers make many important decisions and direct investments that shape the built environment throughout the community. The City of Eugene plays a vital role in supporting excellent urban form as the community develops and evolves over time, for example by establishing the shape and size of our urban growth boundary, and engaging in area and neighborhood planning for particular sections of the city.

Further guidance for urban design can be found in the Envision Eugene Urban Form Plan, the non-regulatory design vision for Eugene. The Urban Form Plan includes the Community Design Handbook, which lays out design principles and guidelines for use by the community with an emphasis on the early phases of planning and project development. Regulations that apply to specific development proposals are found in Eugene's land use code (Chapter 9 of the Eugene Code). Additional policies regarding annexation and urbanization can be found in the Eugene-Springfield Metropolitan Area General Plan (Metro Plan). Policies related specifically to transportation can be found in the Eugene 2035 Transportation System Plan, which also serves as the transportation chapter of this comprehensive plan.

The forms and patterns of development are foundational to our city. These affect many aspects of how the city looks and functions, as well as crucial factors like economics, public health and safety, and the quality of the environment. For example, compact urban development connects residents and businesses more closely, improving economic viability and reducing the cost of services to households. It

also limits our exposure to natural hazards such as floods and wildfires. In addition, public services, including transportation investments, are made more effective and efficient by compact development. For these reasons, issues related to compact urban development and urban design are addressed by policies throughout this comprehensive plan.

This chapter lays out goals and policies to guide City efforts to foster urban development that maximizes the benefits of well-designed higher intensity development in key areas while supporting housing and neighborhood choice for all community members. This chapter focuses on the Envision Eugene pillars: “promote compact urban development and efficient transportation options,” “plan for climate change and energy resiliency,” and “protect, repair and enhance neighborhood livability.”

The City of Eugene’s goals for compact development and urban design, which articulate the overarching aspirations of the community, are:

### 1. Responsible Urban Development

Foster a compact urban form that promotes efficient use of resources and a reduced environmental footprint.

### 2. Strategic Density

Direct the majority of growth and redevelopment to well-connected centers and corridors that support efficient transportation options, enhance economic development, and encourage civic vitality.

### 3. Vibrant Neighborhood Design

Encourage the creative, intentional design and development of unique, attractive and functional urban neighborhoods and places that enhance the prosperity and wellbeing of all those who live, play, learn and work in the community.

The policies guiding compact development and urban design are organized into the following topic areas:

- **Development Principles**
- **Development Patterns**
- **Downtown**
- **Design Principles**

## Policies

**Development Principles** – *This section establishes core values and provides general guidance for city-wide development.*

**2.1 Efficient use of land.** Implement measures that increase the efficiency of land use while balancing the appropriate form and scale of development through activities such as revising plan designations, rezoning, area planning, strategic investment and incentives, and amending development standards.

**2.2 Efficient transportation patterns.** Support energy-efficient, resource-efficient, and sustainable development and transportation patterns at the city-wide scale through integrated land use and

transportation planning.

- 2.3 Urban intensity.** Plan for a wide range of urban development intensities, from the rural edge to the downtown core, to increase the viability of Core Commercial Areas and provide a variety of living environments for the community.
- 2.4 Form-based planning.** Plan the future development of specific areas with respect to both the existing and desired form, scale and character of buildings in each area to support a healthy mix of land uses and activities.
- 2.5 20-Minute Neighborhoods.** Increase the percentage of Eugene residents living in neighborhoods with safe, attractive and convenient walking access to most daily needs by encouraging more housing and job opportunities in areas where these qualities exist, by adding amenities and services where they are needed, and improving walking routes.
- 2.6 Natural systems.** Incorporate natural elements and corridors throughout developed and developing areas of the community as the preferred method of managing stormwater, and to improve air and water quality, reduce flooding, mitigate urban heat and preserve and restore habitat.

**Development Patterns** – *This section identifies particular methods and physical arrangements of development to further the community vision and goals.*

- 2.7 Key Corridors and Core Commercial Areas.** Facilitate the transformation of Key Corridors and Core Commercial Areas into attractive locations for community living that support walking, biking, driving, and convenient access to frequent transit, and that provide a mix of residential, employment and public uses in proximity to one another. Prioritize Key Corridors and Core Commercial Areas as locations for neighborhood centers and higher intensity development. While Key Corridors serve important roles in the transportation network, their role in neighborhood identity and place making is equally valuable.
- 2.8 Area planning.** Conduct “area planning” to increase vital and sustainable commercial and residential development and redevelopment of identified Key Corridors and Core Commercial Areas. As part of area planning, apply a range of regulatory, facilitative and investment measures to increase development and redevelopment while recognizing the unique characteristics of each corridor or commercial area. Such measures may include:
- Reducing regulatory barriers to desired development types
  - Adjusting regulations to reflect the form, character and quality of private development, public spaces and streets and to match the community’s vision for the area
  - Engaging in public/private partnerships to increase the feasibility and quality of development, including opportunities for technical and financial assistance
  - Identifying and implementing needed infrastructure improvements
- 2.9 Redevelopment opportunities.** Encourage redevelopment of underutilized sites within Core Commercial Areas and along Key Corridors to increase activity and vibrancy by providing more jobs and housing.

- 2.10 **Transit Oriented Development.** Support higher intensity development at or near transit stops, including commercial services, employment opportunities, and multifamily housing, through the use of area planning, parking management strategies, economic incentives and zoning amendments.
- 2.11 **Transit station area safety.** Coordinate with Lane Transit District to create transit station areas that promote high levels of pedestrian, bicycle, and personal safety.
- 2.12 **Urban Reserves.** Identify Urban Reserves through a collaborative process to more comprehensively and predictably plan for growth over a long period of time (50 years), anticipating the need for future, incremental urban growth boundary expansion.

**Downtown** – *This section covers specific policy direction for downtown Eugene as a neighborhood that also serves a unique function as the city’s core and a regional employment and civic center.*

- 2.13 **Downtown vitality.** Promote downtown vitality in alignment with the Eugene Downtown Plan through development that makes downtown a great place to live, play, learn and work.
- 2.14 **Cultural center.** Reinforce and promote the creative, distinctive culture of downtown Eugene as the arts, culture, and entertainment center of the city.
- 2.15 **Downtown riverfront.** Facilitate dense, pedestrian-friendly development that expands the downtown core to incorporate Willamette River frontage.
- 2.16 **Connected downtown.** Support stronger transportation connections between downtown Eugene and adjacent activity centers (e.g. the University of Oregon, the Whiteaker Neighborhood, the mid-town area, the South Willamette area, and nearby parks) and other areas of the city and region through:
- Frequent, convenient transit service
  - Car and truck routes
  - A safe, attractive network of walking and biking paths
  - High-speed rail linking downtown Eugene to other population centers in the western United States and beyond
- 2.17 **Downtown housing.** Encourage downtown housing options for a range of household types and demographics across the economic spectrum to improve the vitality, safety and economic prosperity of downtown.

**Design Principles** – *This section supports development that enhances the health, safety, prosperity, and beauty of the community through design.*

- 2.18 **Community Design Handbook.** Encourage the use of the non-regulatory Envision Eugene Community Design Handbook as a source of inspiration for property owners, developers and designers, and to influence community investments and future land use code updates.
- 2.19 **Special places.** Celebrate important places of natural, historical or cultural value in the community. Support design options that preserve, protect, and enliven these resources with new adaptive uses, for example through collaboration with City programs, other public agencies,

and community partners. Utilize urban design, art and teaching tools to enhance and express the value of important places.

- 2.20 **Public spaces.** Enhance the public realm with a variety of inviting public spaces such as parks and plazas, which support a variety of uses and experiences to make city living healthy and attractive.
- 2.21 **Resilient design.** Support a built environment designed to be resilient to hazards, climate change and energy cost increases through regulation, direct public investment and coordination with investment partners.
- 2.22 **Energy-efficient design.** Promote energy-efficient design strategies at the district, site and building scale for each phase of the development life cycle.
- 2.23 **Parking management.** Implement parking strategies that incorporate market forces and treat parking as a public resource to be managed for the benefit of the entire community. Utilize best practices to calm traffic, generate revenues for local improvement, support local business, and equitably reduce dependence on automobiles.
- 2.24 **Walkable places.** Support the design of places that are inviting to pedestrians of all ages and abilities, by creating an urban environment that is easy to navigate, convenient, safe, comfortable and attractive at the pedestrian scale.
- 2.25 **Design transitions.** Enhance the effectiveness of zoning to reduce impacts between low and high intensity uses by encouraging thoughtful site and building design, promoting a smooth gradation of development types and scales across transition areas.
- 2.26 **Crime prevention.** Encourage design that incorporates crime prevention techniques such as promoting visibility between uses, inviting activity through extended hours of use, use of lighting, and other recommendations of Crime Prevention Through Environmental Design (CPTED).

## Map

[A Key Corridors and Core Commercial Areas Map will be included in Draft Two of the comprehensive plan prior to the formal adoption process.]



## Chapter 3

# Economic Development

## Introduction

Economic opportunity is essential for a high quality of life, both as individuals and the community as a whole. A healthy economy allows community members to reach their full potential, supports a strong tax base for public services, and promotes the health and well-being of individuals, households, and the broader community. Throughout the history of Eugene, the types of economic opportunities available have shifted dramatically. The city is becoming more integrated into the global marketplace, and is growing away from a primarily natural resource-based economy to a more diverse base of industry, commerce, and entrepreneurship. The City of Eugene has a role in promoting economic opportunity that is equitable, environmentally sensitive, and reflects local culture and values.

The Employment Land Supply Study, located at Appendix B to this comprehensive plan, includes a supply and demand analysis of buildable employment land within the Eugene urban growth boundary area for the 2012-2032 planning period. The study demonstrates that, based on the best information available at the time of the study, Eugene's urban growth boundary does not include sufficient buildable employment land to meet demands through 2032, and must be expanded. The City's Growth Monitoring Program, discussed in Chapter 10 of this comprehensive plan, will be used to evaluate new information for purposes of determining whether future adjustments to the urban growth boundary are needed.

Beyond the issue of land supply, there are considerable challenges to tackle as the nation recovers from the economic downturn of the early 21st century. Unemployment, homelessness, and wages that lag behind national and state averages, and equity issues are all economic concerns that require strategic attention. Economic development is an effort with partners in public, nonprofit and private sectors. The City is committed to collaborating with those partners to pursue initiatives that leverage resources to the greatest effect. The Regional Prosperity Economic Development Plan provides a foundation for initiatives that enhance the prosperity of the greater area.

This chapter lays out goals and policies to guide City efforts to enhance prosperity for households, businesses, and the broader community. The City of Eugene supports economic opportunity through an array of activities. Zoning and the land use code affect the geographic distribution and of the built environment that supports economic activities, while incentives and other forms of programmatic support enable projects that otherwise might not happen. This chapter focuses on the Envision Eugene pillar: "provide ample economic opportunities for all community members."

The City of Eugene's goals for economic development, which articulate the overarching aspirations of the community, are:

### 1. Household Prosperity

Broaden and diversify the Eugene economy so all residents have ample employment opportunities with increased average income, improving individual and household quality of life.

## 2. Business Development

Encourage business development that leads to a higher employment rate and an economic climate where business ventures grow and thrive with the land, zoning, and infrastructure they require.

## 3. Community Vitality

Support downtown Eugene as the civic, economic, and cultural heart of our community; support infill and redevelopment on Key Corridors and in Core Commercial Areas; support local business districts in neighborhoods across the city; and work with partners to promote the region as a place to thrive.

The policies guiding economic development are organized into the following topic areas:

- **Overall Economic Development Objectives**
- **Targeted Industries**
- **Land Supply**
- **Short-term Land Supply**
- **Infrastructure, Facilities and Transportation Planning**
- **Downtown, Key Corridors and Core Commercial Areas**

### Policies

**Overall Economic Development Objectives** – *This section notes policy areas that are a priority for the community as a whole.*

**3.1 Employment growth.** Plan for an employment growth rate that is identified in the current adopted Economic Opportunities Analysis. Strive to capture a majority of the region's employment growth within the City of Eugene.

**3.2 Economic advantages.** Strengthen and capitalize on Eugene's comparative economic advantages, including:

- Our highly educated and skilled workforce
- Partnerships with the University of Oregon, Lane Community College and other educational institutions
- Growing national presence in the specialty food and beverage, software, heavy machinery, advanced materials, and wood products industries
- Access to natural resources and open spaces
- High quality of life

**3.3 Expanding Eugene's assets.** Adapt to new trends and opportunities in the tourism, hospitality, and retirement living sectors that are attracted by Eugene's favorable economic factors, including:

- A healthy, outdoor-oriented lifestyle and Track Town USA branding
- Easy access to outdoor recreation opportunities and agricultural tourism

- Local food and beverage manufacturing and restaurants
- Walkable and livable neighborhoods served by transit
- City and University sponsored arts, cultural and athletic events

3.4 **Business incubators.** Encourage the formation of new business ventures in the creative arts, small scale industry, technology, food and beverage, and other sectors by supporting a variety of flexible, collaborative and incubator spaces accessible to residents throughout the city.

3.5 **Business retention and expansion.** Facilitate the retention and growth of existing businesses in the community.

3.6 **Responsible economic development.** Support economic development initiatives that reflect long-term priorities, improve community resilience to climate change and natural hazards, improve energy efficiency or reduce greenhouse gas emissions, and enhance opportunities to borrow, rent, or otherwise make better use of underutilized public and private assets.

3.7 **Home-based and microenterprises.** Promote the development of small, locally-owned businesses that have minimal adverse impacts on their surrounding neighborhoods.

3.8 **Industry clusters.** Develop networks among associated targeted industry clusters for innovative networking, information sharing, and to provide opportunities for business growth.

**Targeted Industries** – *This section identifies established and emerging industries that are a particular focus for the City.*

3.9 **Advanced manufacturing.** Encourage the expansion of existing and the location of new manufacturing activities, especially in advanced technology and manufacturing, heavy machinery, advanced materials, and advanced wood products.

3.10 **Food and beverage manufacturing.** Promote the expansion of food and beverage manufacturing and processing facilities, including beer and wine, frozen desserts, agricultural products, and natural foods.

3.11 **Health and wellness.** Promote the development of expanded opportunities in the health and wellness sectors, including health care, biomedical research and development, and facets of healthy living, such as active transportation and outdoor recreation.

3.12 **Clean technology and renewable energy.** Support the development of an industry cluster in renewable energy and clean technology.

3.13 **Software and educational technology.** Support the expansion of the local software development field, including educational, gaming, and other types of computer software.

3.14 **Biomedical and biotechnology.** Support the development of an industry cluster in advanced biological technology.

**Land Supply** – *This section addresses City strategies for the appropriate designation and assembly of available land for development.*

3.15 **Adequate land supply.** Designate an adequate number of sites within the urban growth

boundary to accommodate growing local businesses and new targeted industries, especially a diversified manufacturing base that includes advanced manufacturing, food and beverages, wood products manufacturing, regional distribution, trade, and services such as offices, software developers, educational technology, corporate headquarters, and other employment uses.

3.16 **Parcel size and suitability.** Designate land for industrial sites in the various sizes needed to accommodate the city’s identified target industries.

3.17 **Large lot preservation.** Apply regulations that protect and preserve large lot industrial and employment sites (greater than 10 acres) in the Clear Lake area, and prevent re-designations or land divisions into lots smaller than 10 acres prior to securing the large lots in accordance with the stated land needs of the Economic Opportunity Analysis, as shown in the following table. Additionally, provide appropriate area for the development of smaller-scale support industries and services in close proximity to the large lot users.

Site Size Range (Suitable Acres)	Number of sites needed	Suitable Acres Needed
10 to 20 acres	4	40 – 80
20 to 50 acres	2	40 – 100
50 to 75 acres	3	150 - 225
75 acres and larger	2	150 – 200
<b>Total</b>	<b>11</b>	<b>380 – 605</b>

3.18 **Multimodal freight accessibility.** Encourage maximum use of industrial land by businesses that rely on access and adjacency to multimodal (rail, highway, airport) freight infrastructure and services.

3.19 **Industrial land preservation.** Protect and retain the West Eugene and Highway 99 Industrial Corridors as industrial land, particularly parcels with access to rail infrastructure. Foster opportunities for a variety of heavy industrial development in existing heavy industrial areas.

3.20 **Brownfields.** Promote brownfield redevelopment in partnership with the City of Springfield and Lane County by pursuing opportunities to acquire industrial lands or secure funding to assist property owners with assessment and cleanup costs of environmentally contaminated lands.

3.21 **Parcel assembly.** Facilitate assembly of smaller vacant or underutilized industrial parcels to create redevelopment opportunities within the urban growth boundary.

3.22 **West Eugene employment areas.** Protect industrial areas in west Eugene, while supporting their evolution into diverse places of commerce with a flexible regulatory approach that offers a broad mix of employment and industrial uses, thereby accommodating increased employment densities and services to surrounding neighborhoods.

3.23 **Flexible campus employment areas.** Recognize changing market demands and accommodate land needs through flexible zoning for light industrial/campus employment areas, including

Greenhill Technology Park, Willow Creek Circle and Chad Drive.

- 3.24 **Environmental justice and compatibility.** To promote compatibility between industrial lands and adjacent areas, revise the land use code to avoid the siting of new heavy industrial uses in areas that already accommodate a disproportionate amount of such uses or near residentially designated lands, schools, day care centers, and community recreational facilities such as athletic fields, pools and playgrounds; or, mitigate typical associated impacts when adjacency cannot be avoided.

**Short-term Land Supply** – *This section presents strategies for optimizing developable sites.*

- 3.25 **Short-term supply.** Provide a competitive short-term supply of land for the industrial and other employment uses identified in the Economic Opportunities Analysis.
- 3.26 **Urban services.** Provide urban services to employment lands inside the urban growth boundary in order to increase the short-term land supply.
- 3.27 **Site preparedness.** 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 making these sites ready for development. In particular, explore a private/public partnership to address wetland permitting issues on larger industrial sites.

**Infrastructure, Facilities and Transportation Planning** – *This section identifies key physical elements of City investment.*

- 3.28 **Infrastructure.** Accommodate future employment and industrial land needs within the urban growth boundary where public facilities are already present or can be efficiently extended. Plan for the extension of infrastructure services through amendments to the regional public services and facilities plan and the local transportation system plan.
- 3.29 **Transportation services.** Encourage the development of transportation facilities which improve access to employment areas and improve freight movement capabilities by implementing the policies and projects in the Eugene 2035 Transportation System Plan and the Eugene Airport Master Plan.
- 3.30 **Technological support.** Collaborate with partners to acquire technological systems such as broadband internet service, both current and as needed in the future, as a means to accelerate high technology firm development.
- 3.31 **Public investment.** In strategically prioritized locations – downtown, neighborhood centers, Key Corridors, Core Commercial Areas, and employment and industrial areas – use public infrastructure investment and other financial incentives as a catalyst to foster private development and site intensification to support employment growth, economic competitiveness, and increased access to opportunity.

**Downtown, Key Corridors, and Core Commercial Areas** – *This section supports geographic areas of particular economic intensity.*

- 3.32 **Priority Development Areas.** Promote redevelopment and reuse in prioritized areas including

downtown, Key Corridors, and Core Commercial Areas.

3.33 **Urban economy.** Promote downtown as a hub of creative, entrepreneurial activity that can attract new investment and retain and grow existing businesses that thrive in the urban environment.

3.34 **Multifaceted, regional center.** Strengthen downtown's role as a destination and the functional center for government, business and commerce, entertainment and the arts, and education in Eugene and the Southern Willamette Valley.

3.35 **Neighborhood vitality.** Recognize the vital role of commercial facilities that provide services and goods in complete, walkable neighborhoods throughout the community. Encourage the preservation and creation of affordable neighborhood commercial space to support a broad range of small business owners across all neighborhoods.

## Chapter 4

### Housing

#### Introduction

Housing is both a basic human need and an investment that shapes the neighborhoods of our city. Safe, healthy, quality, affordable shelter provides the security that allows community members to pursue individual and collective goals. The community's housing needs shift over time, along with changes in the population, preferences, economic opportunity and related physical needs. The City of Eugene plays a key role in anticipating and laying a foundation for how those needs can be met in collaboration with the many partners involved in the housing market.

State land use laws require the City to maintain a residential land supply based on projected population growth. Eugene's residential land supply has been established based on analysis that shows Eugene residents will desire more multi-family housing than they have in the past, as well as greater density and more diverse housing types that will provide for the needs of households at all income levels. The Residential Land Supply Study, located at Appendix C to this comprehensive plan, includes a supply and demand analysis of buildable residential land within the Eugene urban growth boundary area for the 2012-2032 planning period. The study demonstrates that, based on the best information available at the time of the study, Eugene's urban growth boundary includes sufficient buildable residential land to meet demands through 2032. The City's Growth Monitoring Program, discussed in Chapter 10 of this comprehensive plan, will be used to evaluate new information for purposes of determining whether adjustments to the urban growth boundary are needed.

In addition to addressing land use laws, the City promotes fair and equitable access to all housing. "Fair housing" is addressed in detail in the Eugene-Springfield Fair Housing Plan. The Eugene-Springfield Consolidated Plan presents many housing and community development strategies for making the best use of funds received from the federal Housing and Urban Development program.

In addition to this chapter, other comprehensive plan chapters address topics related to housing. This chapter focuses on the City's provision of regulations, incentives, subsidies and other mechanisms that influence the supply and cost of housing units.

The goals and policies in this chapter guide City efforts to support the creation and maintenance of housing that is affordable for all income levels, in sufficient variety to meet the diverse needs of the community, and equitably accessible to community members. This chapter focuses on the Envision Eugene pillar: "provide housing affordable to all income levels."

The City of Eugene's goals for housing, which articulate the overarching aspirations of the community, are:

#### **1. Quality and Affordability**

Work across the community to maintain and develop a quality, safe and healthy housing supply that is affordable and accessible to all Eugene households.

## 2. Choice and Diversity

Provide opportunities for a mix of housing across the city that accommodates the diverse needs and preferences of community members in terms of structure type, tenure, density, size, cost, and location, with an emphasis on promoting housing in locations with convenient access to employment, schools, shopping and other services.

## 3. Fairness and Equity

Proactively advance equitable access to housing, with a special effort to remove disparities in housing access.

The policies guiding housing are organized into the following topic areas:

- **Housing Affordability**
- **Supply and Demand**
- **Housing Diversity and Type**
- **Fair and Equitable Housing**
- **Programmatic Support and Regional Coordination**

### Policies

**Housing Affordability** – *This section supports the development of housing that allows households of all income levels to spend no more than 30 percent of their income on housing and utilities.*

- 4.1 **Housing affordability.** Encourage the development of a robust supply of market-rate housing that is affordable to moderate-income households and located in areas that reduce associated transportation cost burdens through strategies such as area planning, tax incentive programs, infrastructure subsidies/incentives and land use code updates.
- 4.2 **Incentives and exemptions.** Consider revising the land use code, through a public planning process, to provide incentives and exemptions that enable certain housing types (such as controlled income and rent housing) to develop at higher densities than would otherwise be permitted.
- 4.3 **Barriers to affordability.** Identify policy, regulatory, and financial barriers to housing affordability and remove or minimize them in order to increase housing opportunities that are affordable to all households.
- 4.4 **Subsidized affordable housing.** Maintain and increase public and private assistance for low- and very low-income households whose housing needs remain unmet by the private market.

**Supply and Demand** – *This section addresses City strategies regarding housing market forces.*

- 4.5 **Existing housing stock.** Pursue strategies that preserve, maintain, or restore existing housing units to conserve the supply of existing affordable housing, increase the stability and quality of older residential neighborhoods, and minimize displacement of existing residents.
- 4.6 **Buildable land.** Designate an adequate supply of buildable residential land within the urban

growth boundary to meet the projected housing demand.

**4.7 Housing mixture.** Address shifting demographic trends toward an aging population and smaller household size by planning for a higher proportion of new housing stock to be multi-family, townhouses (a.k.a. rowhouses), condominiums, or clustered and courtyard housing types.

**4.8 Housing supply.** Support the development of a housing stock that meets the diverse needs, preferences, and financial capabilities of Eugene residents.

**Housing Diversity and Type** – *This section establishes strategies for providing a diverse mix of housing types in the community.*

**4.9 Housing variety.** Develop zoning and land use regulations that support a full range of consumer choice in housing type, density, size, cost, and location.

**4.10 Greater housing choice.** Facilitate the creation of smaller, clustered or attached housing options that result in varied neighborhoods and address the housing needs of a diverse population.

**4.11 Manufactured housing.** Allow manufactured dwellings and parks as an outright permitted use in low-density residential zones if prescribed development standards are met.

**4.12 Universal housing.** Support the development of housing that meets the needs of the disabled and elderly by encouraging housing development and units that employ universal design principles and by supporting the siting of such units in areas with access to services and amenities that allow residents to age in place.

**4.13 Adaptable housing.** Encourage adaptation of existing housing and the development of new housing that can be adapted in the future to accommodate the changing variety of household types.

**Fair and Equitable Housing** – *This section provides guidance for proactively addressing discrimination and inequitable access to housing.*

**4.14 Fair housing.** Coordinate with fair housing programs to assist in protecting persons of Federal, State, and locally designated protected classes from housing discrimination.

**4.15 Disparate impacts.** Evaluate and revise housing policies and regulations that may have negative disparate impacts on underrepresented populations of our community.

**4.16 Dispersal and integration.** Seek to create housing opportunities for a variety of income levels spread throughout the community in order to both to improve equitable access to a range of urban amenities and public services, and to avoid or reduce concentrations of poverty.

**4.17 Housing and neighborhood stability.** Coordinate plans and investment programs to maintain the ability of households to stay in their housing and neighborhoods, and to limit involuntary displacement for all residents.

**4.18 Special needs and transitional housing.** Encourage and support the development of affordable special needs and transitional housing that is equitably integrated across the community.

**Programmatic Support and Regional Coordination** – *This section identifies opportunities to support City housing goals through partnerships and a variety of programs.*

- 4.19 **Housing programs.** Support programs such as land banking, financial subsidies, housing development and rehabilitation, and building code enforcement, which lead to the increased provision of and access to safe, healthful, and affordable housing.
- 4.20 **Coordination and partnerships.** Coordinate with public, private, and consumer sectors of the regional housing market to efficiently provide housing that is affordable for all Eugene households.

## Chapter 5

# Community Health and Livability

### Introduction

Eugene's high quality of life and unique sense of place is defined by the community's many amenities. Our natural, historical, cultural, institutional and recreational assets contribute to an environment that enhances the health, vitality and enjoyment of Eugene's residents and visitors. The City strives to enhance our community's health and livability by celebrating, safeguarding, and enhancing these assets and amenities.

Eugene's comprehensive plan provisions relating to community health and livability are provided in the Eugene-Springfield Metropolitan Area General Plan (Metro Plan) (See Chapter III-A. Residential Land Use and Housing Element, Chapter III-E. Environmental Design Element, Chapter III-H. Parks and Recreation Facilities Element, and Chapter III-I. Historic Preservation Element).

Community health and livability are also addressed locally through city programs, Lane County Public Health, and refinement plans, as well as through the land use code.

As a future phase of the Envision Eugene Comprehensive Plan, the City will develop this chapter to address community health and livability for Eugene, including goals and policies. The policy below serves as a placeholder until that work is complete.

### Policies

**5.1 Local community health and livability planning.** Develop and adopt Eugene-specific goals and policies into this Envision Eugene Comprehensive Plan related to community health and livability.



## Chapter 6

# Natural Resources and Environmental Quality

### Introduction

Our community's natural resources make Eugene a unique and livable place. From our ridgeline to the Willamette River, conservation of these resources has added to the livability and beauty of our community, while also protecting the health and habitat of people, plants and animals. Streams, wetlands and open space areas help prevent urban flooding and improve the quality of stormwater that runs off developed areas. Agricultural and forest lands both inside and outside the urban growth boundary provide food and wood products for Eugene and surrounding communities and also provide habitat and open space. The value of these resources must be carefully considered and balanced with the value of other uses for the land.

Eugene's comprehensive plan provisions relating to natural resources and environmental quality are provided in the Eugene-Springfield Metropolitan Area General Plan (Metro Plan) (See Chapter III-C. Environmental Resources Element and Chapter III-D. Willamette River Greenway, River Corridors, and Waterways Element).

Natural resources and environmental quality are also addressed locally through city programs, refinement plans, and the land use code.

As a future phase of the Envision Eugene Comprehensive Plan, the City will develop this chapter to address natural resources and environmental quality for Eugene, including goals and policies. The policy below serves as a placeholder until that work is complete.

### Policies

**6.1 Local natural resources and environmental quality planning.** Develop and adopt Eugene-specific goals and policies into this Envision Eugene Comprehensive Plan relating to the protection of significant natural resources and to the maintenance or improvement of environmental quality.



## Chapter 7

# Community Resiliency

### Introduction

Community resiliency is the ability of a community (its people, structures, systems and environment) to anticipate, absorb, respond and adapt to events that can cause disruption. Natural hazards, energy cost and availability, and the many effects of climate change are areas where our vulnerability can be decreased through land use policy.

Eugene's comprehensive plan provisions relating to community resiliency are provided in the Eugene-Springfield Metropolitan Area General Plan (Metro Plan) (See Chapter III-C. Environmental Resources Element and Chapter III-J. Energy Element).

Community resiliency is also addressed locally through city programs and plans as well as through the land use code.

As a future phase of the Envision Eugene Comprehensive Plan, the City will develop this chapter to address community resiliency for Eugene, including goals and policies. The policy below serves as a placeholder until that work is complete.

### Policies

**7.1 Local community resiliency planning.** Develop and adopt Eugene-specific goals and policies into this Envision Eugene Comprehensive Plan related to community resiliency.



## Chapter 8

# Public Facilities and Services

### Introduction

The Eugene-Springfield Metropolitan Area General Plan (Metro Plan) sets out the comprehensive plan provisions relating to public facilities and services (See Chapter III-G. Public Facilities and Services Element). The Eugene-Springfield Metropolitan Area Public Facilities and Services Plan describes how and when public facilities and services, including water, wastewater, stormwater and electrical facilities, will be provided. Eugene’s local transportation planning is addressed in the Eugene 2035 Transportation System Plan.

The City and the Eugene Water and Electric Board (EWEB) conduct additional, more detailed infrastructure system planning, including Eugene-specific stormwater basin and wastewater master plans, and EWEB-specific water and electric master plans, which guide the management of these systems within their scope as non-adopted, non-land use plans.

As a future phase of the Envision Eugene Comprehensive Plan, the City will develop this chapter to address public facilities and services for Eugene, including goals and policies. The policies below serve as a placeholder until that work is complete.

### Policies

- 8.1 **Regional wastewater planning.** Continue to plan on a regional level for wastewater facilities provided by the Metropolitan Wastewater Management Commission.
- 8.2 **Local public facilities planning.** Develop Eugene-specific planning for the provision of water, stormwater facilities and city-specific wastewater facilities.
- 8.3 **School facility planning.** The Eugene School District 4J Facilities Long-Range Plan and the Bethel School District Long Range Facilities Plan adopted by the school districts in consultation with the City of Eugene serve as an element of this comprehensive plan, meaning that those school district plans form the basis for school facility planning in the Eugene urban growth boundary.



## Chapter 9

# Transportation System Plan

### Introduction

To realize our community's vision for a future growth pattern that makes the most efficient use of land and financial resources, land use planning must be integrated with transportation planning. The Eugene 2035 Transportation System Plan was developed to address the future transportation needs of the community as envisioned in the Envision Eugene Comprehensive Plan.

The Eugene 2035 Transportation System Plan complies with Statewide Planning Goal 12, Transportation: "To provide and encourage a safe, convenient, and economic transportation system." By addressing all modes of travel, either directly or by reference to other plans such as the Airport Master Plan and Lane Transit District's long range plan, the Eugene 2035 Transportation System Plan is designed to meet Eugene's transportation needs as they evolve in the future and to increase transportation choices available throughout the community. Additionally, the regional and state-wide transportation needs of Eugene's residents are addressed in two regional transportation plans, numerous transportation plans adopted by surrounding communities, and the Oregon Highway Plan.

### Policies

**9.1 Local transportation planning.** The Eugene 2035 Transportation System Plan, not including the transportation financing program, serves as the transportation element of the Envision Eugene Comprehensive Plan and amendments to that plan shall constitute amendments to this plan.



## Chapter 10

# Administration and Implementation

## Introduction

The Envision Eugene Comprehensive Plan is a result of the Envision Eugene community visioning project. This local comprehensive plan reflects the long-term vision for Eugene, describes implementation tools to achieve this vision, and sets a Eugene-specific urban growth boundary. Because the Envision Eugene Comprehensive Plan is based in part on assumptions and projections, its effectiveness depends upon its responsiveness to changing conditions and community needs. As the City of Eugene maintains and implements this plan, it will adhere to the community's vision, comply with state laws and goals, and strive for efficient, responsible administration.

In addition to administering the plan and implementing its goals and policies, the City recognizes the need to provide information to the community and decision makers so that both may periodically assess the validity of growth planning assumptions and the effectiveness of the City's growth management strategies. This will take the form of monitoring efforts that are flexible enough to address changing conditions and needs in the community. Because quantitative analysis and qualitative analysis require different programmatic approaches, the City's monitoring efforts will include different frameworks to address these types of analysis.

The Growth Monitoring Program focuses on quantitative analysis, and represents a renewed commitment by the City to track changing conditions and policy outcomes. This program is intended to provide information to inform future policy decisions related to growth management. It will provide a recurring feedback loop by collecting data about the way in which Eugene is actually growing, comparing that data to growth assumptions that were previously made, sharing and seeking feedback on the results through a public process, and then bringing actions to the City Council to address differences between the actual growth and the growth assumptions. The cycle then continues by collecting new data about the way in which Eugene is growing, and so on into the future.

This chapter lays out goals and policies for management and implementation of the Envision Eugene Comprehensive Plan in a way that supports the seven pillars of Envision Eugene. Responsible administration relies on clear, consistent processes, while effective implementation relies on solid partnerships and a diverse array of tools. Many of the tools that the City will use in this effort are noted in policies below, ranging from regulations and programs to partnerships. Ongoing monitoring and adjustment of the plan and implementation tools allow them to remain effective, desirable and relevant. This chapter introduces some of the mechanisms by which policy direction of the Envision Eugene Comprehensive Plan is implemented through regulations and land use application criteria in City code. The Envision Eugene Action Plan, while not an adopted plan, provides much greater detail regarding the methods for accomplishing the community vision. This chapter focuses on the Envision Eugene pillar: "provide adaptable, flexible and collaborative implementation of the plan."

The City of Eugene’s goals for administration and implementation, which articulate the overarching aspirations of the community, are:

**1. Clear and Effective Process**

Administer the Envision Eugene Comprehensive Plan efficiently, effectively, and in accordance with state laws and goals, through processes that are clear and accessible to the community.

**2. Adaptability and Responsiveness**

Provide mechanisms for amending and updating the Envision Eugene Comprehensive Plan and its implementation programs and tools to reflect the changing conditions, needs and attitudes of the community.

**3. Coordination and Collaboration with Partners**

Align planning efforts with local and regional jurisdictions and agencies in support of the goals and values of the community as expressed in the Envision Eugene Comprehensive Plan.

The policies guiding administration and implementation are organized into the following topic areas:

- **Administration**
- **Implementation**
- **Monitoring**

## Policies

**Administration** – *This section addresses the legal responsibilities of maintaining and updating this plan.*

- 10.1 Comprehensive Plan amendments.** Periodically review factual information regarding Eugene’s growth and, if necessary, make corresponding amendments to the Envision Eugene Comprehensive Plan. Amendments may include updates or additions to policies and supporting text, changes to the urban growth boundary, or changes to the land use designation map.
- 10.2 Comprehensive Plan review process.** Process the review and recommendations for proposed amendments to the Envision Eugene Comprehensive Plan and its implementation measures through the City of Eugene Planning Commission and City Council (and through Lane County when necessary) in accordance with the procedures set out in Chapter 9 of the Eugene Code.
- 10.3 Local planning coordination.** Collaborate with local planning partners, both among City staff and beyond, to enhance alignment between the Envision Eugene Comprehensive Plan and other planning efforts in the area.

**Implementation** – *This section outlines key strategies for achieving the community vision, goals and policies.*

- 10.4 Implementation tools.** Utilize a broad spectrum of tools to implement the policies of the Envision Eugene Comprehensive Plan, examples of which include:
- Area planning (such as planning for transportation corridors, neighborhoods)

- Changes to land use regulations (to address such conditions as transitions between land uses)
- Regulatory streamlining (such as removing barriers to encourage smaller housing types and affordable housing)
- Design-based tools (such as the design principles and guidelines in the aspirational, non-regulatory Community Design Handbook, or a design review process)
- Land use designations or zoning changes
- Collaborative and facilitative partnerships
- Financial assistance (such as tax incentives, loan programs and fee adjustments)
- Improvements to infrastructure (such as public spaces, amenities, utilities, services and multi-modal transportation)

**10.5 Community partnerships.** Continue to plan collaboratively with partner agencies to develop implementation and planning efforts that reflect the community vision and make efficient use of regional resources.

**10.6 Code Improvement Program.** Create and maintain a program for the evaluation and regular adjustment of regulations in Eugene’s Land Use Code through collaborative, ongoing code improvement.

**Monitoring –** *This section identifies the goals and overall process of the City’s monitoring efforts<sup>1</sup>.*

**10.7 Livability indicators.** The City’s monitoring efforts shall provide a means for evaluating whether development is achieving Envision Eugene’s more qualitative goals and objectives, such as to create livable neighborhoods and thriving mixed use Key Corridors and Core Commercial Areas. A diverse set of interested parties, such as City boards and commissions, the (growth monitoring) technical advisory committee, and community and neighborhood groups will be involved in developing the analysis and reviewing the results.

**10.8 Growth Monitoring Program.** The City’s Growth Monitoring Program shall include such components as: data collection, analysis and reporting, consideration of actions to address the data, and evaluation of Growth Monitoring Program. Examples of relevant data and trends to be collected / monitored include, but are not limited to:

- Official population forecasts
- Housing trends such as the mix of housing types, housing density and housing affordability
- Economic development trends such as employment growth rate
- Rate of development of the city’s employment and residential land
- The number of homes or jobs developed through the city’s growth management or “efficiency” strategies

**10.9 Growth Monitoring Program reporting.** The City Manager shall report to the City Council on relevant Growth Monitoring Program data as follows:

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<sup>1</sup> The City’s monitoring efforts will include both quantitative and qualitative assessments regarding the city’s growth and development. Monitoring is integral to a responsive, adaptable, and transparent growth plan. The following policies initiate these efforts through commitments to specific monitoring strategies. The details of the City’s monitoring efforts can be found in the non-regulatory Envision Eugene Action Plan.

- Provide an annual report on key data
- Provide a comprehensive report three years after the Eugene-specific urban growth boundary has been acknowledged by the State and, thereafter, every five years
- Provide additional reports on an as-needed basis

**10.10 Growth Monitoring Program analysis.** The City's review and analysis of Growth Monitoring Program data shall include input from an advisory committee appointed by the City Manager, as well as other interested parties, boards and commissions, such as the Planning and Sustainability Commissions. The advisory committee shall be comprised of community members with diverse interests and areas of technical expertise concerning growth management.

**10.11 Growth Monitoring Program evaluation.** The Growth Monitoring Program shall include a schedule for its periodic evaluation so that it is adaptable to changing needs and trends and to enhance its efficiency, accuracy and achievement of program key objectives. Key objectives are:

- To have growth-related data that is complete and relevant to future needs
- To efficiently collect the growth-related data
- To provide growth-related information to the community
- To regularly assess current status of the City's land supply
- To regularly assess the effectiveness of land use efficiency strategies
- To identify growth planning trends
- To regularly assess and adjust the program in response to changing needs

## Chapter 11

# Eugene Urban Growth Boundary and Land Use Designations

## Introduction

The Eugene urban growth boundary identifies the land that is likely to be needed by Eugene’s growing population over a specific period of time. Eugene’s urban growth boundary, adopted by Eugene and Lane County in 2016, is expected to accommodate Eugene’s land needs through 2032. It includes all land inside Eugene’s city limits and some additional land that is likely to annex to the City over time. Land located between the city limits and the urban growth boundary, an area referred to as the “urban transition area,” will remain in rural use until the land owner applies to the City for annexation.

The location of the Eugene urban growth boundary was identified with careful consideration of the forecasted population growth for the City of Eugene and the corresponding need for additional housing, employment opportunities, parks, schools and public infrastructure, as discussed in previous chapters of this plan.

The precise location of the Eugene urban growth boundary is depicted and described in Exhibit \_\_\_ to Eugene Ordinance No. \_\_\_. The location of the urban growth boundary depicted on Appendix A to this Envision Eugene Comprehensive Plan and in the Metro Plan is shown for illustrative purposes only.

The Eugene-Springfield Metropolitan Area General Plan (Metro Plan) includes the “Metro Plan Diagram,” the land use designation map that assigns general land use designations to all land within the Eugene urban growth boundary (See Metro Plan Chapter II-G). As a future phase of the Envision Eugene Comprehensive Plan, the City will develop this chapter to include a Eugene-only land use designation map and descriptions of the land use designations shown on that map. When it is adopted, it will replace the Metro Plan Diagram and Metro Plan text describing the land use designations shown on the diagram. The policy below serves as a placeholder until that work is complete.

## Policies

**11.1 Land Use Designation Map.** Develop and adopt, as part of this Envision Eugene Comprehensive Plan, a land use designation map that clearly shows the land use designation(s) of each parcel within Eugene’s urban growth boundary.



## Glossary

As used in the context of the Envision Eugene Comprehensive Plan, the following words and phrases mean:

**Affordable housing.** Housing priced so that a household at or below median income pays no more than 30 percent of its total gross income on housing and utilities. In the context of the Envision Eugene Comprehensive Plan, this also means housing that is certified as affordable by a local agency or is subsidized in some other manner to preserve affordability.

**Buildable residential land.** Residentially designated land within the urban growth boundary, including both vacant and developed land likely to be redeveloped, which is suitable, available and necessary for residential uses. These are shown on Eugene’s Buildable Lands Inventory.

**City.** Where the word City is capitalized, it refers to the City of Eugene as a governing body and organization. Where the word city is not capitalized, it refers to the physical or social community of Eugene.

**Core Commercial Areas.** Long established commercial areas that accommodate a majority of the large-scale retail businesses in Eugene. These areas are typically located along or at intersections of major arterial streets and are identified on the Key Corridors and Core Commercial Areas map.

**Development ready or Ready for development.** A term used to categorize land supply within the urban growth boundary that has urban services and is free of regulatory barriers to development.

**Fair housing.** Refers to the prevention of discrimination against protected classes of people.

**Housing Affordability.** Housing that allows households of all income levels to spend no more than 30 percent of its total gross income on housing and utilities, while also recognizing the full range of household expenses (i.e., transportation efficient).

**Industry cluster.** A business cluster that represents a geographic concentration of interconnected businesses, suppliers, and associated institutions in a particular field.

**Key Corridors.** The six corridors – Highway 99, River Road, Coburg Road, South Willamette, Franklin Boulevard, and West 11th Avenue – that are intended to have frequent transit service connecting downtown to numerous core commercial areas. See Key Corridors and Core Commercial Areas Map.

**Low-income housing.** Housing priced so that a household at or below 80 percent of median income pays no more than 30 percent of its total gross household income on housing and utilities.

**Special needs housing.** Housing for special needs populations, including, but not limited to the elderly, persons with disabilities, homeless individuals and families, at-risk youth, large families,

farm workers, and persons being released from correctional institutions. These populations represent some unique sets of housing problems and are usually at a competitive disadvantage in the marketplace due to circumstances beyond their control.

**Underutilized Sites.** Properties that are vacant, or partially vacant with low value or low intensity development, where the land use regulations allow for significantly greater entitlements.

**Universal design.** The design of the built environment – both structures and landscapes – to be usable by all people, to the greatest extent possible, without the need for adaptation or specialized design.

**Very low-income housing.** Housing priced so that a household at or below 50 percent of median income pays no more than 30 percent of its total gross household income on housing and utilities.

envision  
EUGENE

PRELIMINARY DRAFT

# Urban Form Plan

landscape

Character



CONTEXT

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## Introduction

### **Purpose**

As part of Envision Eugene, the Urban Form Plan (UFP) gives greater detail to the community's vision and aspirations for the future. It offers a more refined, illustrative view of that vision, providing design-level guidance for Eugene's unique physical identity. While policy statements contained in the Comprehensive Plan set a clear direction for the community and answer important questions about how we will meet our future needs, these pages contain the keys to protecting and enhancing Eugene's character, vitality and livability through the built environment.

The goal of the Urban Form Plan is to put forth ideas that guide new development to build Eugene toward the best version of itself we can imagine.

The Urban Form Plan focuses on the form of the built environment, how our city looks and functions. The built environment includes our homes, where we work and shop, where our children learn, and where we play and relax. It also includes everything in between: streets, sidewalks, bridges, neighborhood parks, utilities and services. Finally, it includes the human connections to natural areas like rivers, meadows, and woods.

### **Where Do These Ideas Come From?**

The ideas put forth in the Urban Form Plan were gathered from many different sources, including international, national, and local studies and projects, as well as community discussions. While many topics are the subject of a great deal of research, the most important ideas have been simplified here. In almost all cases, source reports are available for anyone to find independently. As a starting point, principles in the Community Design Handbook include a list of Resources for further study.

Many local design professionals and developers have adopted, championed, and in some cases pioneered these concepts for many years through excellent quality projects and education. Some of their work has informed the guidelines and is highlighted in these pages.

The ideas presented in the Community Design Handbook are drawn from a range of projects and initiatives. Some ideas may be expensive. Others are solidly based on best practices demonstrated to save money and improve property values. Some are proven and well-recognized. Others are unfamiliar and innovative. It is incumbent on developers, project managers, and designers to undertake their own investigation of these concepts and determine the best solution for each situation.

### **How to use the Urban Form Plan?**

The Urban Form Plan is a non-regulatory document providing guidance to many parts of the Eugene Comprehensive Plan, which is regulatory and legal in nature. As such, the ideas in the Urban Form Plan will be realized to the extent that the community embraces them and makes them real. As it is possible and practical in the local context, concepts included here may be manifested in code, area and site

planning efforts, public projects, investments, and other programs sponsored or administered by the City of Eugene. In addition, public agencies and private developers may choose at any time to adopt the recommendations to improve the value and quality of individual projects.

The Urban Form Plan is intended to provide information and influence. It does not propose implementation tools or specific actions, which are covered in the Envision Eugene Action Plan, Part 4 of the overall plan. In addition, the Urban Form Plan does not include feasibility studies or research. While some concepts may benefit from further study, others relate to broad values that can be successfully achieved without the need for additional analysis.

Urban design, or the practice of designing the parts of a city, is a complex practice. The Urban Form Plan is organized to help simplify larger concepts by examining them in their various parts. In the case of neighborhood planning (a process of creating a vision for one part of the city) the Urban Form Plan provides the necessary building blocks to fulfill the neighborhood vision. As a shared set of community aspirations, collaboration between the public and private sector will be needed to make them a reality. Some concepts, for example, may not be compatible with current regulations or in certain locations. Others may be too expensive or have insufficient market appeal. Working through these challenges together will be important to our success as a community.

The Urban Form Plan contains three parts, each applicable to a more comprehensive design process. The focus of each component ranges from the broad, regional level to building- or site-specific ideas.

*Regional Identity.* Basic histories and summaries of our region's natural, cultural and architectural context help future projects match and enhance Eugene's unique character. This encourages richer thinking about the environment into which a new project is built, and opportunities to integrate and enhance the local culture.

*Urban Design Framework.* This illustrative overview of the basic elements that make up our city helps inform and enrich planning of specific areas. Elements include gateways, districts, key corridors, and landmarks. In neighborhood planning, for example, this will encourage discussion of how to enhance these elements or relate them to the rest of the city.

*Community Design Handbook.* A set of illustrated principles highlight ideas from studies and best practices covering topics such as green infrastructure, neighborhood compatibility, urban agriculture, and transportation. These principles serve to inform and inspire site-specific projects with detailed information. In many cases, these guidelines offer ways for a project to accomplish more: add beauty and function, enrich the environment, increase safety, and save money.

When combined, the Urban Form Plan offers a range of tools, from concept to implementation, for making great places. The following pages begin to paint a picture of the underlying principles that make places special to us, whether they are our favorite parts of Eugene or far-off destinations we have visited. The Urban Form Plan takes these principles and integrates them with Eugene's context and history, to provide inspiration and direction for all of us as we participate in evolution of our city. Individually and in combination, the ideas and practices described in the Urban Form Plan can help us create the most beautiful, sustainable, prosperous, and livable city possible.

## Regional Landscape

The City of Eugene lies at the southern terminus of the Willamette Valley where the Coast Range merges with the Cascades. The landscape is characterized by flat alluvial plains of the Willamette River and tributaries punctuated by volcanic hills and distant mountain vistas. The city spans the Willamette River and is framed to the south by a range of hills, to the west by wetlands of Amazon Creek, Wolf Creek, and the Long Tom River, and to the north by rich farm lands. With its abundant and varied natural resources, Eugene is known as a region of agricultural bounty and timber booms as well as forward-thinking ecological protection and restoration. The region is rich with outdoor recreational opportunities ranging from neighborhood woodlands and waterways to nearby mountains and beaches.

Eugene is also home to many important and threatened ecosystems including wetlands, waterways and creeks, upland forest, prairies, and savannahs. This complex landscape of diverse habitats supports an abundance of plants and wildlife including many endangered and rare species. Recognizing the importance of the role of natural habitat in the urban environment, Eugene has protected over three thousand acres of publicly-owned and protected natural areas.

### **Natural History**

Eugene lies on a base of sedimentary rock from the Coast Range, known as the Eugene Formation, where it intersects with volcanic basalt from the Cascades. A layer of gray clay is tied to the eruption of Mt. Mazama 7,700 years ago. Seasonal flooding of the Willamette River deposited agriculturally rich, silty clay loam and sandy loam along the original flood plains, creating some of the world's best agricultural soils.

Much of what we regard as the natural environment in and around Eugene was actually shaped over many thousands of years by human intervention. The original inhabitants of the region – the Kalapuya people – utilized low-intensity under burns in the late summer and autumn to shape and expand areas of grasslands in the naturally wooded region. Over thousands of years, vast expanses of prairie land were formed to attract game for hunting and to cultivate staple crops such as camas lily and tarweed.

By the time the Euro-American settlers arrived in the mid-1800's the native clans were already devastated by introduced disease and were but a small remnant of a once thriving culture. As the controlled burns ceased the woodland began to reestablish itself primarily along the rolling hills around the valley floor. These forests were subsequently logged and the upland prairies used for grazing and orchards. The grasslands on the valley floor were primarily converted to agricultural land and divided into small farms.

Seasonal flooding of the Willamette River saw its banks and channels continually shifting and changing. In some places, networks of river channels and sloughs covered an area over a mile wide. Rich soils were

spread across the valley floor, while local tributaries such as Amazon Creek washed clay from the hills down into lowland deposits. These natural patterns determined much of the original settlement of the area, with early farmers claiming the most fertile lands. Later, the construction of dams, reservoirs, and levees dramatically changed the course of the waterways of the region and confined the natural systems to patterns more suitable to human use.

Eugene remained a predominantly rural community until a population boom after WWII. The urban expansion, mostly in the form of single-family suburbs, replaced many acres of natural, semi-natural and agricultural lands. Unseen in previous centuries, this immense pressure on the natural environment led to an interest in protecting and restoring natural habitat. Three main ecosystems are protected and maintained by the city: wetlands, waterways, and the south hills ridgeline. This complex of connected and semi-connected natural lands offers a glimpse of the original landscape so admired by early naturalists like David Douglas.

## **Wetlands**

Seasonal wet prairie, a habitat dominated by grass and wildflowers, was historically common in the Willamette Valley. This type of prairie is unique to the Pacific Northwest, however only 1% of the original habitat remains. Recognizing its regional value, Eugene has protected and restored a 3,000 acre complex of wetlands and associated uplands through a nationally-acclaimed partnership known as the West Eugene Wetlands. Characterized by clay soils, the area is flooded for most of the year and then dries through the summer months. Wetlands support a high diversity of native plant and wildlife species including: butterflies, damselflies, dragonflies, birds, and frogs, native plants, wildflowers and grasses.

Low-intensity fires were historically a crucial part of the wet prairie ecosystem. Today, land managers are experimenting with controlled burns as a means of preserving these habitats.

## **Waterways**

Creeks, rivers, ponds and the adjoining riparian edge create significant habitat for the Western pond turtle, beaver, river otters, neo-tropical migratory birds, and Chinook salmon. Much of the original riparian edge was lost in the last century through human activities, but with recent restoration efforts reestablishing the big-leaf maple, black cottonwood, and Douglas fir along the river banks, this native ecosystem is healing. By far the most significant waterway in the region, the Willamette River offers abundant habitat and recreational value as it courses through the middle of Eugene. An extensive river bank park system preserves much of this land in public ownership, including over 14 miles of multi-use trails. Another significant Eugene waterway, Amazon Creek, is also largely buffered by a linear park and multi-use path system. Several other tributaries and human-made channels meandering through Eugene neighborhoods tend to be more fragmented.

## Ridgeline

Historically comprised mostly of open, upland prairie and oak savanna, the south hills are now largely covered with Douglas fir forest. This occurred naturally following the end of seasonal burning by the Kalapuya. For this reason, both upland prairie and oak savanna have become, like wet prairie, very rare habitat types in the Willamette Valley. These habitats also cover less than 1% of their original range. Today, the ridgeline park system includes 1,900 acres of connected and semi-connected parklands along the south edge of Eugene's urban growth boundary. It forms a buffering greenbelt between urban and rural landscapes. Spencer Butte is the highest point at over 2,000 feet. This prominent local landmark and destination is an old volcanic extrusion characterized by rocky outcroppings, conifer forests, hilltop prairie, riparian headwaters, and other fragile plant communities. The ridgeline park system also includes a few areas of oak savanna and upland prairie, which are managed to maintain these habitat values.

## Working Landscape

Most of Eugene's history has been that of a rural community. The first Euro-American settlers to arrive sought out the rich agricultural land surrounding the Willamette River. As land was granted to individuals for farming, other land was also set aside for schools and other public functions. This helped to establish a stable and family-oriented community character. This character and an appreciation for the land still draws residents to the area.

Where the loss of natural habitat often draws attention - the loss of rural land to urbanization is sometimes overlooked. However, similar to natural habitat, urban encroachment on rural lands is a continuing threat to an important community asset. In the 1970s, the creation of Oregon's land use planning system recognized that asset and sought to protect it with urban growth boundaries. Along the northern edge of Eugene and in surrounding Lane County, the rural economy is diverse and thriving. Farms and their products continue to evolve. Original crops included wheat and hops and shortly after fruit. Most local farms are small (less than 50 acres) and produce a wide variety of crops such as: organic produce, grass seed, berries, wine grapes, and filberts. Local products are enjoyed everywhere from the neighborhood farmer's market to international markets. Recently, farmers are working to expand local markets and connect with buyers regionally. Larger farms are once again looking to expand wheat production as that market expands nationally.

The timber industry developed around the turn of the century with camps established in the foothills of the Cascades and Coast Range. Although the timber industry has seen recent decline there is a move towards redeveloping timber harvesting and manufacturing of wood products utilizing sustainable methods. Remanufacturing of reclaimed timber products, replanting, and selective harvesting are being explored as ways to maintain forest land. A balance of cultivating environmentally healthy tree standards and while simultaneously encouraging economic growth is the goal.

## **Sustainable Landscape**

As Eugene looks towards the future, a sustainable growth pattern must be determined to protect the landscape so valued by residents. Creating a built environment that is more compact and dense within the existing urban boundary is important. A flexible and adaptable mix of infill, a better use of allocated land, and increased density can all play a role. Natural systems help mitigate greenhouse gases, filter storm water, protect a diversity of species, and provide recreational opportunities. Farm land in close proximity to the city shortens distribution and supply chains, enabling a more robust local economy. It is clear that as the urban form develops, connectivity to the natural resources close at hand will be increasingly important.

## Recreation, Commerce & Culture

Eugene is known as a world-class city for arts and outdoors - a unique blend of arts, culture, and recreation surrounded by scenic beauty. It is also an important center of commerce and industry for the region.

### Recreation

Eugene residents have a passion for the natural environment and enjoy a diversity of outdoor recreation. The city is well known for outstanding cycling, running, rafting, kayaking and many other outdoor activities, as well as a diversity of athletic and special events.

Early vacationers made their way up the McKenzie River for a soak in the natural hot springs or to visit a favorite fishing hole. The annual hops harvest became a time for camp-outs and evening barn dances. As Eugene grew from an agrarian town into a regional urban center, residents had the foresight to preserve many of the region's unique natural qualities, which bring us continued enjoyment to this day. Visitors and residents alike can explore the valley floor with its 3,000 acres of protected wetlands to view the hundreds of bird, butterfly, dragonfly, and other wildlife species that inhabit this unique Northwest ecosystem. A stroll through the conifer forests of the ridgeline trail leads hikers up to the 2,000 ft. peak of Spencer Butte for spectacular valley and Cascade views.

Rock climbing takes place on the "columns" at Skinners Butte, a stone's throw from downtown, and many people enjoy a summer's evening paddle down the Willamette River, flanked by over 700 acres (fact check) of park land and the outstanding Ruth Bascom Riverbank Trail. Expert kayakers can take on the world-class whitewater nearby.

Eugene is known around the world as "Track Town, USA." Residents and visitors energized by the Olympic Track and Field Trials or one of the many other events at historic Hayward Field can take a run or walk along Pre's Trail – a course inspired by Steve Prefontaine's training in Europe. The four-mile trail follows the north side of the Willamette River and connects to Eugene and Springfield's extensive network of running trails.

Sports fans also enjoy cheering on the Oregon Ducks at Autzen Stadium or the new Matthew Knight Arena, or taking in a summer baseball game with the Eugene Emeralds. For the many active Eugeneans who participate in sports year-round in the region's mild climate, many excellent sports facilities such as all-weather fields keep the action alive rain or shine.

When something more relaxing is needed - Eugene boasts over 100 parks with a diversity of features from nationally-recognized playgrounds to community gardens, picnic spots, water play areas, dog parks and skate parks. Hendricks Park is home to the acclaimed Rhododendron Garden, and the spring wildflower and autumnal mushroom festivals also attract many visitors to the nearby Mt. Pisgah Arboretum.

The broader region is equally rich in outdoor opportunities. A quick trip west leads to the rugged Oregon Coastline and beaches near Florence, a trip east finds the camping areas and lakes of Central Oregon, world class hiking and mountain bike trails, and the ski slopes of the Cascades.

### **Arts and Culture**

Early in Eugene’s settlement, residents took a strong interest in establishing the city as a cultural center. A campaign to bring the first state university founded The University of Oregon in 1873 and the institution continues to be a major culture force. The university attracts international lecturers, diverse performing arts, national conferences and music.

Downtown, the Hult Center for the Performing Arts houses two world-class theaters that present International and national touring performances. Locally, Eugene has two resident ballet troupes, the Eugene Opera, the Eugene Symphony, the Mozart Players, and hosts the yearly International Bach Festival which draws performers and visitors from around the globe.

Several museums are also in the offering. The Jordan Schnitzer Museum of Art hosts visiting collections and a permanent collection of notable Asian Art. The Museum of Natural History houses the oldest shoes in North America and an outstanding collection of Native American art and artifacts among other displays.

A thriving local art community is featured during the “First Friday” art walk of downtown galleries. The products of local artists can also be found at Eugene’s famous Saturday Market, during the Holiday Market, and at local retailers.

The summer months bring the popular and free outdoor performance series with events ranging from skateboarding competitions, the busy “Breakfast at the Bike Bridges”, music, movies, and “Shakespeare in the Park”. Other seasonal events include the Oregon Festival of American Music, Art in the Vineyard, and the Microbrew Fest, as well as the Oregon Country Fair.

The summer also sees many festivals and markets that celebrate the bounty of the valley. The Lane County Farmers Market (the oldest public market in Oregon) boasts 160 growers and producers in the Park Blocks of downtown. Adjoining the Farmer’s Market is the Saturday Market featuring local arts, crafts, food and music. The annual “Art and the Vineyard” pairs creative arts with local and regional vintners.

### **Commerce**

As with most new settlements in the fertile Willamette Valley, Eugene’s first economy was farming. Early agriculture included wheat and various livestock, and gradually transformed over time to grass seed, hazelnuts – locally known as filberts – and hops and grapes. The Willakenzie area, where the historic grange still stands, was a cornucopia of produce for the region in the late 1800s. The arrival of the railroad in 18XX expanded the reach of regional farmers and brought greater prosperity. The region’s agricultural heritage is still thriving and present, in particular in the River Road and Santa Clara

neighborhoods and north of town. The Willamette Valley is a major world producer of filberts and grass seed. More recently, regional vineyards have also begun exporting outstanding wines to a global market, and distribution and manufacturing of organically-grown produce has seen tremendous growth. The Pacific Northwest's largest distributor of organic produce is located in Eugene.

Historically, Eugene has also been a major hub of the timber industry – harvesting, milling and shipping the world's best construction lumber around the world. As evidence, Eugene has hosted the Oregon Logging Conference, the largest equipment expo west of the Mississippi, for 73 years. Wood product manufacturing remains one of Eugene's largest industries.

In addition to being a strong cultural force, the University of Oregon (UO) is also the region's largest employer and a driver of innovation. The UO's reputation as a research center continues to grow along with new facilities for brain research, molecular biology, solar energy and nanotechnology. Dozens of programs and institutes within the university provide research and consulting services, while others are aimed at commercializing patents and bringing products to market. The UO is among the nation's top 25 universities for return on research through licensing technologies.

More recent additions to Eugene's commercial profile include microbrewing, electric vehicle manufacturing, and software development.

Recognizing the character of the region and the values of its residents, a group of Joint Elected Officials has developed a Regional Prosperity Economic Development Plan to promote local and regional economic opportunities. The plan aims to support established industries such as transportation manufacturing, wood products and construction, and healthcare.

The plan also looks towards new trends to support and promote including health and wellness, clean tech, advanced manufacturing and software, renewable energy and University of Oregon research. Promoting growth in smaller sustainable industries is also important to the economic future of the community. Examples include bike manufacturers, local agriculture looking to re-localize, and specialty food producers.

## Architectural Context

Eugene's architectural history is typical of the Western frontier town: a scattering of small log-cabins and timber-framed settlements rapidly giving way to larger commercial structures as the pattern of the town's fabric begins to evolve into a city. As transportation links expanded the popular national architectural styles of the day were soon introduced: from ornately detailed Gothic Revival residences to modern streamlined motor courts. While there is no one particular style that defines Eugene there is a general spirit within the layers of historic traditions, cultural influences, and local materials. Steady growth and the Urban Renewal decisions of the 1960's and 70's led to the demolition and alteration of many of the historic buildings in the downtown core. However, a renewed interest in establishing a cultural identity through the preservation of the remaining historic structures has recently seen the restoration of key buildings. This brief historic outline hopes to familiarize architects, builders and residents with the primary architectural context of the region.

### **The Historic Downtown**

The early settlers arrived to a seeming wilderness in need of taming. But the rolling oak prairie and lush river valley was in actuality an area of abundance that had been shaped by the hunting and gathering traditions of the Kalapuya Natives. Moving seasonally, the Kalapuya divided their time between the flood-safe higher ground of established villages and their more temporary summer shelters along the Willamette River where fish were gathered, game hunted and crops cultivated in fields cleared through burning.

### **Early Settlement**

Eugene was founded in 1846 when Eugene and Mary Skinner built a log cabin at the base of Skinner's Butte and thus established a land claim of 640 acres including the butte and surrounding area. Ignoring the warnings of the natives regarding seasonal flooding, the earliest structures - primarily log cabins and then timber framed residences in the Early Settlement Style, were constructed on adjacent claims in the lowland along the west side of the river. Flooding would affect the development pattern of the region for the next 100 years. The millrace was developed in 1851 by Hilyard Shaw and construction began on an industrial and commercial area of barn-like timber structures. Shaw opened a saw mill to supply the steady building in the area and was also hired to build the first frame house in the city at the corner of 7th and High Streets. Eugene Skinner introduced a ferry across the Willamette (near the location of the Ferry Street Bridge today) and a post office. Jim Huddleston operated a trading post first on Skinner's porch and then moved to a purpose-built store near the ferry crossing. The town thrived through the processing and trading of the abundant resources: timber and the agricultural bounty of wheat and then later hops and fruit. In just ten years the town had been platted, grown to 200 people, and had all the basic underpinnings for future urban development.

## **Victorian Boom 1870's**

By the 1870's the common western boom-town style of timber framed false-front commercial structures with plank sidewalks was giving way to multi-storied Victorian brick buildings. Many local brickyards had been established up and down the Willamette Valley to supply the need for more substantial and fire resistant structures in the growing settlements. The arrival of the railroad introduced the importation of building materials, architectural elements, and even entire house kits from the East Coast. Subsequently, the national trends in architecture from the 1870's to the present are represented in Eugene.

## **Establishment of University of Oregon 1876**

In the early 1870's, the citizens of Eugene campaigned vigorously, raising funds and lobbying the state legislature, to locate the first state university in Eugene. They won their bid and the brick masonry constructed Second Empire-style Deady Hall became the first building on the campus opening in 1876. The establishment of the university spurred 20 years of major change and growth affecting community life, commerce and settlement patterns.

## **Turn of the Century**

The rapidly evolving downtown saw the stone masonry Lane County Courthouse open in 1898. The size and importance of the building introduced a new scale and style to the area. Larger, more sophisticated buildings began to appear. By this time most of the commercial buildings were made of local brick masonry - the primary exception being the hotels and boarding houses which continued to be timber framed. Willamette Street crossed by Broadway formed the heart of the commercial center, anchored by the railway terminal to the north with the park blocks and government buildings grouped to the east. Surrounding the central grid and reaching east towards the University commercial buildings quickly replaced the original residential structures. West of downtown, small farms still predominated until the 1870's when the area began to be divided into smaller residential lots.

The turn of the century also brought larger multi-storied buildings of consolidated use such as department stores and the idea of the "commercial block" with party walls was established.

## **Chicago Style 1912**

By 1912, the new commercial buildings were of the "Chicago Style" and concrete began to replace traditional brick structural systems. The new buildings were less ornate and featured simplified detailing. The rectangle was the basic element of composition as well as ornamentation with fenestration becoming the primary decorative feature. This simplification of style reflected a movement away from the eclectic "aristocratic" styles of the nineteenth century. Merchants began to establish themselves as the influential members of American society.

## High Rises 1920's

In the 1920s, advances in technology drove change. A more unified, streamlined and polished aesthetic began to define the downtown. Street paving, begun in 1912, continued. A vertical orientation began to appear when "high-rise" buildings were introduced. Again the downtown saw a change in scale and a reinforcement of the urban fabric. Compositionally balancing this vertical emphasis was another new form: the horizontal office block.

## Decorative Styles

The simplifying of architectural style in commercial design was contrasted with new highly decorative styles used primarily for specialized-use buildings such as theaters, dance halls, and other entertainment venues. These thematic styles were defined by surface ornamentation rather than an architectural concept. Eugene examples include: The Art Deco Schaffer Bldg. (1929), the Mediterranean Eugene Cleaners (1925), a Neo-Gothic Pacific Telegraph and Telephone (1932), and the Classical Revival/Art Deco McDonald Theater (1925).

## 1930's - 1940's

The 1930's and 40's marked a transitional period moving from traditional architectural styles towards modernism. With growth slowed by the depression and World War II, few commercial structures were constructed in Eugene during these years.

## Post War Boom

Another building boom followed WWII; the 1950's saw the construction of modern automobile defined building types. Motor lodges, drive-in restaurants, car dealerships, and supermarkets featuring large surface parking lots began to ring the downtown core and service the new residential suburbs. Inspired by "space-age" aesthetics and materials they were often defined as much by their architecture as by their large, highly fanciful neon-lit signage.

## Urban Renewal

The 1960's and 70's national trend of "Urban Renewal" saw the demolition and destructive renovation, including façade replacement, of many historic buildings in the downtown commercial core.

Post-war Europe introduced a new International Style. The modernist form boldly broke with traditional styles and filled a need for larger more modern functioning spaces. Stripped of ornament and expressive of materiality the new designs reflected technical advances in material manufacturing and building methods. The "machines for living" featured a palette of glass, steel and concrete and strong architectural compositions notable for intersecting planes, simplified massing of volumes, balanced asymmetry, flat roofs and a visual and physical lightening of structure. A distinct Northwest variation utilized wood cladding and a low pitched roof. These buildings are now reaching historic status.

## Historic Residential Architecture

Unlike the waves of change in the downtown core, many historic residences and intact neighborhoods can be found in Eugene. The thriving community has often been promoted as the ideal place to live and has seen population booms interspersed with steady growth. With the improvement of transportation connections between American cities, the later part of the nineteenth century saw a demand for residences which followed popular national trends. Eugene's residences often express a regional interpretation of each style: simplification of detailing, stylistic responses to climactic conditions, and a local materials palette. In many other regions the grandest houses followed commercial buildings in the use of brick and stone. However, in Eugene even the largest single-family homes utilized the local abundance of timber and were almost always of wood construction and detailing.

The summaries below present the residential architecture found throughout Eugene neighborhoods. Each summary also highlights those design or structural elements that define the era.

### Victorian Era

*Classical Revival, Vernacular Gothic, and Gothic Revival, 1870s–1890s.*

- Steep gabled roofs with central gables and wall dormers.
- A vertical emphasis with tall, narrow windows and doors.
- Pointed arched windows, bay windows, ornamental elements and porch detail.

*Italianate, 1870s–1880s.*

- Low-pitch hipped roofs, projecting eaves with decorative brackets, tall sometimes rounded windows, and bay windows.

*Queen Anne, 1880s–1900s*

- Complex roofs with conical, pyramidal and tower projections. Wood detailing and decorative elements.
- Irregular floor plan, wrap around porches, multiple window types, stained and leaded glass, and dormers.

### Pre-War

The expansion of the streetcar system and the introduction of an electric streetcar in 1907-10, enabled expansion of residential neighborhoods or the “streetcar suburbs” of Fairmont, College Park Hill, Jefferson, Westside, and Whiteaker.

*Arts & Crafts, 1900–1930*

- Steeply pitched roofs, intersecting or double gable dormers with one side of the gable sweeping down asymmetrically.
- Asymmetrical massing, prominent chimney, stairway windows expressed diagonally on facade.

*Craftsman (variation: American Four-Square & Bungalow), 1900 – 1930*

- Free-flowing floor plan, natural materials and fine craftsmanship.
- Low pitch gable or hip roofs.

*Revival Styles, 1910–1935*

Colonial Revival, Tutor Revival, English Cottage, and Norman Farmhouse:

- Design and detailing meant to pay homage to a specific historical style.

*California Mission, 1915–1940*

- Shaped dormers and flat parapet roofs.
- Stucco exterior finish, arched details.

## WWII - Post War

*Minimal Traditional, 1940–1950*

- Traditional style lacking the ornamental detailing.

*WWII Era Cottage (minimal traditional related style)*

- Lack of eaves.
- Pairing of windows wrapping at corners. Octagonal and round windows.

*Suburban Ranch, 1950–1960*

- Single story, low-pitch roof.
- Horizontal orientation to street. Picture windows, garage facing street.

*Mid-Century Modern, 1950–1970*

- Flat or low-pitched roof, walls of glass.
- Expressed structural elements, free flowing indoor/outdoor emphasis, car ports.

## **Life of a Building**

The reuse of existing structures is nothing new. However, looking to adapt the current building stock for contemporary needs is an important sustainable strategy. Additionally, designing within the historic framework of the original adds another layer to the visual vocabulary.

## Urban Design Framework

### **Purpose**

The Urban Design Framework shows the basic elements of how Eugene looks and functions today, as well as a conceptual look at how we might grow tomorrow. The plan helps us understand how these elements fit together to make up our city, and provides a solid foundation for future planning and development projects. The concepts, or building blocks, cover ideas at a broad scale with citywide significance.

### **Building Blocks of a City**

<i>Downtown.</i>	The heart of the city. As the center for civic life, arts, culture, and entertainment, it truly belongs to everyone.
<i>Corridors.</i>	Transportation routes, where infill and redevelopment is expected, that provide connections between core commercial areas and neighborhoods.
<i>Gateways.</i>	Distinct or memorable places of transition or entry at the city, neighborhood, or street scale.
<i>Core Commercial Areas.</i>	Mixed use development centers of commerce, trade, and employment with the potential to provide housing options and transit connections
<i>Complete Neighborhoods.</i>	Walkable districts with a range of housing types and a center that provides small scale employment, retail services, and community facilities such as a school, park, or transit connection.
<i>Employment Areas.</i>	Areas primarily dedicated to exclusive office, industrial, or other employment types, along with support services.
<i>Greenways and Open Spaces.</i>	Natural corridors, trails, and park lands that accommodate sport, relaxation, bicycle route connections, natural habitat, and respite from the city.
<i>Institutions.</i>	Regionally significant destinations that most often take a campus form.
<i>Transit Station Areas.</i>	Stations are the site of key connections among the important places in daily life. Depending on size, scale, and transit frequency, stations can be appropriate development sites.

# envision EUGENE

PRELIMINARY DRAFT



# Action Plan

## Implementation



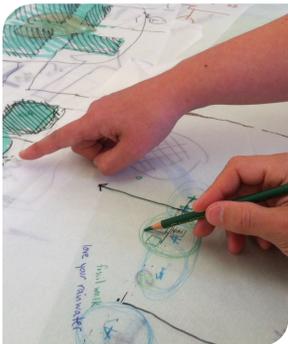
## *Monitoring Program*

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# Introduction

## PLAN PURPOSE / STATEMENT OF INTENT

The Action Plan is the tool for turning the vision into action. The goal of the Action Plan is to guide implementation and to assist with regular evaluation of Eugene’s growth management assumptions and outcomes. A variety of strategies and actions are needed to implement all the parts of the Envision Eugene: Vision to Action, including the Envision Eugene Community Vision, the Comprehensive Plan and the Urban Form Plan. In addition, because Eugene’s 20-year growth plan is based on certain assumptions continuing into the future, it needs to be adjusted as conditions evolve and trends change so it can remain nimble and responsive. The Action Plan provides a more detailed look at these implementing strategies and actions as well as a programmatic framework to monitor how growth actually occurs in Eugene over the next 20 years and assess adjusting strategies as necessary. As such, it is intended for the Action Plan to be updated regularly to reflect changes from the removal of completed actions, to revisions to the monitoring program.

## PLAN OVERVIEW

This document will provide guidance for ongoing implementation and monitoring of the Envision Eugene: Vision to Action over time. The intent is for this document to be viewed as a City work plan of sorts. It will be regularly updated, such as on an annual basis, as work is completed and strategies and actions are removed and others are added. While the Action Plan is critical to the success of Envision Eugene, it is important to note that the Action Plan is non-regulatory; it does not constitute an adopted land use plan.

### Strategies and Actions

This Action Plan includes strategies and action items that will implement the Envision Eugene: Vision to Action. As used in this plan:

- **Strategies** are generally an expression of what the City intends to accomplish by implementing the Envision Eugene pillars. These strategies also implement many of the Envision Eugene Comprehensive Plan policies. The majority of the strategies are accompanied by action items. Strategies can provide guidance for decision-makers and will be updated over time.
- **Actions** are recognized as possible ways to carry out the strategies or the Envision Eugene Comprehensive Plan policies. Not all potential actions are listed, as not all strategies include action items at this time; in some cases the strategy serves as the action, in other cases, the action has yet to be determined. The identified action items outline specific projects or courses of action that the City or its partner agencies could take to implement Envision Eugene. Actions can provide guidance for decision-makers and will be updated over time.

The strategies and actions in Section A of the Implementation Strategies and Action chapter are based on the 2012 Envision Eugene Recommendation and the Envision Eugene Comprehensive Plan.

The **2012 Envision Eugene Recommendation** (2012 Recommendation) provides the foundation for the first round of strategies and actions. The 2012 Recommendation includes seven pillars

(or community values) that reflect Eugene’s collective community values and are the foundation from which a shared vision for the future emerged. Each pillar is accompanied by strategies and actions to implement the vision. The majority of those strategies and actions are carried forward directly into this Action Plan. In some cases, the strategies and actions have been updated to reflect completion of work since the 2012 Recommendation (e.g. adoption of measures to increase the amount of development that would otherwise occur), subsequent City Council direction (e.g. direction by the Council to prepare an urban growth boundary (UGB) adoption package), or updated technical analysis (e.g. refinement of the technical analysis particularly regarding capacity of low density residential land).

The **Envision Eugene Comprehensive Plan**, developed as Eugene’s city-specific comprehensive land use plan, contains policies that set a course of action for moving our community toward attainment of its goals. While many of the [draft] comprehensive plan policies align with the pillars, strategies and actions from the 2012 Recommendation, some policies remain in need of implementing strategies and actions. Such strategies and actions will be developed after comprehensive plan adoption and subsequently added to the Action Plan. Section B is a cross-reference of the [draft] Envision Eugene Comprehensive Plan goals and policies with the Envision Eugene pillars, strategies and actions, generally showing which policies are already implemented by the pillars, strategies or actions, and which are not.

Each strategy or action in this plan also includes a status, such as when the item was completed, an estimated date of completion, or when work on this item is anticipated to occur. However, nothing precludes a strategy or action from occurring on a different time frame.

Status key:

- **Completed.** This indicates a strategy or action was adopted or the analysis for this strategy action or is complete. Both a completion date and a specific project are provided. Examples of specific completed projects include:
  - Employment Zone Code. These actions were addressed through the adopted zone changes and code amendments for new E-1 and E-2 employment zones to accommodate more commercial uses and mixed use inside the UGB.
  - Residential Re-designation. These actions were addressed through the adopted Metro Plan re-designations and corresponding changes to zoning, refinement plans and land use codes to accommodate more low density housing inside the UGB.
- **In-progress.** Work to address this strategy or action is currently in progress. Examples of specific in-progress projects include:
  - UGB adoption package. These actions are addressed in policies or amendments that are part of the proposed 2012-2032 Urban Growth Boundary adoption package. After adoption, these items will be revised in the Action Plan to include the completion date.
  - South Willamette Project. These actions are addressed in an area planning project actions such as visioning and actions currently under consideration including associated Metro Plan amendments, zoning and zoning code changes.
  - Brownfields Assessment Project. These actions are addressed through the Eugene-Springfield Brownfield Assessment Coalition Project, a joint effort to inventory and assess potential brownfield sites, and future work to establish a brownfields program.

- **Ongoing.** These strategies or actions are ongoing efforts that do not necessarily have a specific completion date.
- **Short-term.** Work to address these strategies or actions has not yet fully begun, but is anticipated to begin during the first five years of adoption of the UGB. When known, a specific project is identified, such as:
  - Comprehensive Plan Future Phase. These actions will be addressed in later phases of the Eugene-specific comprehensive plan including completing the remaining chapters of the Envision Eugene Comprehensive Plan and land use map.
  - Longer-term. Work to address these strategies or actions has either not yet begun, or in some cases the full scope of strategies or actions needed to implement it has not yet been determined. It is anticipated to begin during the 20-year planning period.

### Growth Monitoring Program

The Envision Eugene: Vision to Action is based on well-founded assumptions about what will happen in the future. However, not all of these assumptions will be correct and the City’s plan must be flexible enough to address changing conditions and needs in the community. To ensure that the plan and implementation tools remain effective, desirable, and relevant, the City is committing to ongoing monitoring and adjusting of the plan and its implementation tools.

The City’s monitoring efforts will include both quantitative and qualitative assessments regarding the city’s growth and development over time. The last section of the Action Plan is the Growth Monitoring Program which at this point in time focuses on the **quantitative** assessment efforts. Like the other parts of the Action Plan, the Growth Monitoring Program is also anticipated to be updated over time as monitoring needs change.

The Growth Monitoring Program is intended to provide the information needed by the community and decision makers to periodically assess the validity of assumptions and evaluate the effectiveness of goals and policies adopted as part of Eugene’s new comprehensive plan. Specifically, the Growth Monitoring Program establishes a “feedback loop” type framework for the City to collect, report and analyze data related to growth trends (e.g. how much vacant land has been developed, how dense is new housing), assess whether some sort of action is needed if the trends or needs are different than we anticipated (e.g. if vacant land is being developed quicker than anticipated), make any necessary adjustments and repeat the monitoring cycle. The monitoring program framework is informed by input from key partner groups and agencies including specifically the Envision Eugene Technical Resource Group, research from other jurisdictions, and ongoing refinement of the data collection list and data collection systems.



**Growth Monitoring Framework**

While much of the monitoring program work to date has focused on developing the quantitative framework, equally as important is the City's monitoring efforts for evaluating whether development is achieving Envision Eugene's more **qualitative** goals and outcomes, such as livable neighborhoods and thriving mixed use corridors and commercial areas. A diverse set of interested parties, such as City boards and commissions, the (growth monitoring) technical advisory committee, and community and neighborhood groups, will need to be involved in developing the qualitative analysis and reviewing the results. When this framework is identified, it too will need to be incorporated into the Action Plan.

## Implementation Strategies & Actions

### **A. The Seven Pillars of Envision Eugene**

The tables in this section include the strategies and actions of the seven pillars, based on the 2012 Envision Eugene Recommendation and subsequent actions described above. Some strategies do not have accompanying actions. In those cases, the strategies serve as actions. An estimate of completion status is also provided for each action.

## Provide ample economic opportunities for all community members ("Economic Opportunities")

ECONOMIC OPPORTUNITIES-STRATEGIES & ACTIONS	STATUS																		
<b>Strategy 1: Implement the Joint Elected Officials Regional Prosperity Economic Development Plan.</b>																			
<p>a. Plan for an employment growth rate of 1.4 %. This growth rate translates into an increase in 35,800 jobs over 20 years.</p> <p>b. Prepare four 10-20 acre industrial sites for development to meet Eugene’s industrial land need inside the existing UGB through the consolidation of small underutilized industrial sites and/or through the clean-up of existing brownfield sites.</p> <p>c. Explore the feasibility of an Industrial Land Trust as a possible implementation tool (using approaches demonstrated successfully in the West Eugene Wetlands Partnership).</p> <p>d. 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 making these sites ready for development (e.g. additional natural resource and infrastructure planning).</p> <p>e. Expand the UGB to provide 11 large lot industrial and employment sites (total of 380-605 acres) for the city’s identified target industries and to accommodate the growth needs of existing businesses projected through year 2032. The identified expansion area is in the Clear Lake Road area and east of the Eugene Airport.</p> <p>f. Establish legal parameters to ensure that these medium-large sized industrial sites in the expansion area cannot be further divided or re-designated from their intended use and support the following supply:</p> <table border="1" data-bbox="247 1052 806 1252"> <thead> <tr> <th>Site Size Range (Suitable Acres)</th> <th>Site sufficiency</th> <th>Suitable Acres Needed</th> </tr> </thead> <tbody> <tr> <td>10 to 20 acres</td> <td>4</td> <td>40 – 80</td> </tr> <tr> <td>20 to 50 acres</td> <td>2</td> <td>40 – 100</td> </tr> <tr> <td>50 to 75 acres</td> <td>3</td> <td>150 - 225</td> </tr> <tr> <td>75 acres and larger</td> <td>2</td> <td>150 – 200</td> </tr> <tr> <td><b>Total</b></td> <td><b>11</b></td> <td><b>380 – 605</b></td> </tr> </tbody> </table> <p>g. Support growth development and siting of those employers and industries that would benefit from Eugene’s unique comparative economic advantages.</p> <p>h. Support and promote downtown vitality and as a cultural and economic center of the city.</p>	Site Size Range (Suitable Acres)	Site sufficiency	Suitable Acres Needed	10 to 20 acres	4	40 – 80	20 to 50 acres	2	40 – 100	50 to 75 acres	3	150 - 225	75 acres and larger	2	150 – 200	<b>Total</b>	<b>11</b>	<b>380 – 605</b>	<p>a. <b>Ongoing</b></p> <p>b. <b>In-progress: Brownfields Assessment Project</b></p> <p>c. <b>Longer-term</b></p> <p>d. <b>Short Term</b></p> <p>e. <b>In-progress: UGB Adoption Package</b></p> <p>f. <b>In-progress: UGB Adoption Package</b></p> <p>g. <b>-In-progress: UGB Adoption Package; and - Ongoing</b></p> <p>h. <b>Ongoing</b></p>
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ECONOMIC OPPORTUNITIES-STRATEGIES & ACTIONS	STATUS
<p><b>Strategy 2: Meet all of the 20-year commercial land needs projected through year 2032 (office and retail) within the existing urban growth boundary. (Note: this does not preclude the inclusion of small amounts of commercial lands within areas that expand to accommodate other uses).</b></p>	
<ul style="list-style-type: none"> <li>a. Conduct a parcel evaluation to add flexibility to at least 75 acres of smaller-sized, underutilized industrial lands in the Campus Industrial designation as well as in west Eugene to a commercial or flexible employment designation.</li> <li>b. Integrate new development and redevelopment in the downtown, on key corridors and in core commercial areas. (See the Promote Compact Urban Development pillar for additional strategies and actions.)</li> </ul>	<ul style="list-style-type: none"> <li><b>a. Completed May 2014: Employment Zone Code</b></li> <li><b>b. Ongoing</b></li> </ul>
<p><b>Strategy 3: Support the Sustainable Business Initiative which includes the goals of emphasizing local strengths and opportunities, building on existing business clusters, and long-term retention of businesses through the following actions.</b></p>	
<ul style="list-style-type: none"> <li>a. Conduct a feasibility study of a green industry cluster around clean technology, environmental services, waste remediation and wood products, 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.</li> <li>b. Conduct a feasibility study of developing an intermodal rail-truck transport hub.</li> <li>c. Actively promote and invest in technological innovations that support business growth such as high speed rail and a broadband data network.</li> </ul>	<ul style="list-style-type: none"> <li><b>a. Longer-term</b></li> <li><b>b. Longer-term</b></li> <li><b>c. In-progress</b></li> </ul>
<p><b>Strategy 4: Support the development or redevelopment of industrial sites that are and will remain outside the UGB as part of a regional strategy.</b></p>	
<ul style="list-style-type: none"> <li>a. Support Lane County’s efforts in establishing an employment center in Goshen.</li> </ul>	<ul style="list-style-type: none"> <li><b>a. Ongoing</b></li> </ul>
<p><b>Strategy 5: Support the Building A Better Bethel report.</b></p>	
<ul style="list-style-type: none"> <li>a. Support the development of criteria and process for fast track permitting.</li> <li>b. Enact zone changes and code amendments for more flexibility within zoning districts to help with site redevelopment.</li> </ul>	<ul style="list-style-type: none"> <li><b>a. Short-term</b></li> <li><b>b. Short-term</b></li> </ul>

## Provide Housing Affordable To All Income Levels ("Housing Affordability")

HOUSING AFFORDABILITY- STRATEGIES & ACTIONS	STATUS
<p><b>Strategy 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 is intended to expand the variety of housing types and the prices available, and to address shifting demographic trends towards an aging population and smaller household size.</b></p>	<p>Ongoing</p>
<p><b>Strategy 2: Accommodate 100% of the multi-family housing need projected through year 2032 inside the current UGB. Although there is a deficit of land currently available to meet the 20-year need, programs and actions will be put in place to increase the number of multi-family homes that are constructed in the downtown, along key corridors, and in core commercial areas.</b></p>	<p>Ongoing</p>
<p><b>Strategy 3: Accommodate 100% of the land needed for new single-family homes projected through year 2032 inside the current UGB.</b></p>	
<ul style="list-style-type: none"> <li>a. Re-designate selected areas that are more suited to single-family housing than multi-family housing.</li> <li>b. Complete implementation measures needed to support appropriate development in the Crow Road re-designation area, such as creation of development standards, identification of public facilities improvements and parks planning.</li> <li>c. Update the City’s procedures and approval criteria for needed housing applications.</li> <li>d. Establish urban reserves that identify the land surrounding Eugene that can be used for UGB expansions as needed to meet the City’s land needs based on growth from 2012-2062, based on the PSU population forecast finalized in 2015 (a forecasted 2062 population of 267,947). (Note, this may include land needs for housing, jobs or other uses.)</li> </ul>	<ul style="list-style-type: none"> <li>a. <b>Completed July 2014: Residential Re-Designation</b></li> <li>b. <b>Short-term</b></li> <li>c. <b>Short-term (Post UGB Adoption)</b></li> <li>d. <b>Short-term (Post UGB Adoption):Urban Reserves Project</b></li> </ul>
<p><b>Strategy 4: Expand housing variety and choice by facilitating the building of smaller, clustered and attached housing.</b></p>	
<ul style="list-style-type: none"> <li>a. Develop and apply guidelines, consistent with the goals of Infill Compatibility Standards (ICS) to address compatibility, while increasing flexibility in land use regulations to achieve desired outcomes.</li> </ul>	<ul style="list-style-type: none"> <li>a. <b>- In-progress: South Willamette Project; and -Longer-term</b></li> <li>b. <b>Short-term</b></li> </ul>

HOUSING AFFORDABILITY- STRATEGIES & ACTIONS	STATUS
<ul style="list-style-type: none"> <li>b. Evaluate land use code and permitting processes to identify and remove barriers to clustered and attached housing, alley access lots, and secondary dwellings.</li> <li>c. Promote existing incentives such as EWEB small house incentives.</li> <li>d. Assess benefits of new incentives such as restructuring system development charges (SDCs), implementing a marketing program for small, clustered and attached housing, and providing loans that reduce the risk of attached housing financing.</li> </ul>	<ul style="list-style-type: none"> <li>c. <b>Short-term</b></li> <li>d. <b>– In-progress: SDCs Review; and -Short-term</b></li> </ul>
<p><b>Strategy 5: Assess the applicability of a housing and transportation affordability index. This index rates neighborhoods based on the combined cost of housing and transportation, which may lead to a better indicator of affordability than housing costs alone. In addition, explore the applicability of an index that includes housing utility costs.</b></p>	<p><b>Short-term</b></p>
<p><b>Strategy 6: 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 2015.</b></p>	
<ul style="list-style-type: none"> <li>a. Continue existing City programs such as Low Income Rental Housing Property Tax Exemption, Controlled Income and Rent Density Bonus, and system development charges (SDC) grants. Continue use of federal Community Development Block Grant (CDBG) HOME Investment Partnership program to support development and rehabilitation of affordable housing through landbanking, acquisition and development subsidies, and rehabilitation.</li> <li>b. Explore identification of new incentives such as increasing local subsidies, providing infrastructure to affordable housing programs and permit fee reductions.</li> <li>c. Evaluate land use code and permitting processes to identify and remove barriers to affordable housing.</li> <li>d. Evaluate publicly-owned surplus land as sites for future affordable housing developments.</li> <li>e. Continue existing programs such as Homebuyer Assistance Program, which offers down payment assistance for low-income, first-time homebuyers.</li> <li>f. Continue to expand access to housing opportunities throughout the entire community and address fair housing issues. Update policy guidance such as the City’s housing dispersal policy to support these objectives.</li> <li>g. Continue to integrate housing for various income levels into existing neighborhoods consistent with the City’s housing dispersal policy.</li> </ul>	<ul style="list-style-type: none"> <li>a. <b>Ongoing</b></li> <li>b. <b>Longer-term</b></li> <li>c. <b>-Ongoing; and -Longer-term</b></li> <li>d. <b>Ongoing</b></li> <li>e. <b>Ongoing</b></li> <li>f. <b>-Ongoing; and -Short-term</b></li> <li>g. <b>Ongoing</b></li> <li>h. <b>Ongoing</b></li> </ul>

HOUSING AFFORDABILITY- STRATEGIES & ACTIONS	STATUS
<ul style="list-style-type: none"> <li data-bbox="247 315 1339 407">h. Look for opportunities to incorporate affordable housing projects into area planning (such as coordinating the land bank program with planning of key corridors) and coordinate plans and investment programs to limit involuntary displacement for residents.</li> <li data-bbox="247 418 1339 477">i. Re-designate the former Naval Reserve site, currently owned by the city, to multi-family housing for a future affordable housing development.</li> </ul>	<ul style="list-style-type: none"> <li data-bbox="1352 383 1514 407">i. <b>Longer-term</b></li> </ul>
<p data-bbox="197 505 1331 634"><b>Strategy 7: Continue existing programs that support the 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 grants and loans, and emergency home repair grants and loans.</b></p>	<p data-bbox="1381 505 1472 529"><b>Ongoing</b></p>

## PLAN FOR CLIMATE CHANGE AND ENERGY RESILIENCY ("Climate & Energy")

CLIMATE AND ENERGY- STRATEGIES & ACTIONS	STATUS
<p><b>Strategy 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 near their homes without the use of an automobile. This strategy is intended to reduce the need for, and reliance on, motorized forms of transportation.</b></p>	
<ul style="list-style-type: none"> <li>a. Update and utilize the city-wide 20-Minute Neighborhood assessment to identify location opportunities for flexible codes, transportation infrastructure improvements, parks and open space, partnerships and incentives.</li> <li>b. Plan urban reserve areas to support 20-Minute Neighborhoods.</li> </ul>	<ul style="list-style-type: none"> <li>a. <b>Future (5 yrs)</b></li> <li>b. <b>Short-term</b></li> </ul>
<p><b>Strategy 2: Make energy efficiency in buildings and reduced vehicle trips the first line of action in reducing energy dependence and greenhouse gas emissions.</b></p>	
<ul style="list-style-type: none"> <li>a. Future policy decisions should support the Eugene 2035 Transportation System Plan, including the City's pedestrian and bicycle improvement plans, facilitate collaboration with Lane Transit District (LTD) to complete the EmX bus rapid transit system, and support efforts to encourage existing and new homes and businesses to be energy efficient.</li> <li>b. Plan for changes in electricity generation and distribution methods and the resulting effects on land use.</li> <li>c. Take full advantage of energy efficiency opportunities in retrofits and renovations to existing buildings as a form of energy efficient redevelopment.</li> <li>d. As redevelopment occurs, facilitate local generation of renewable energy.</li> </ul>	<ul style="list-style-type: none"> <li>a. <b>Ongoing</b></li> <li>b. <b>Longer-term</b></li> <li>c. <b>Longer-term</b></li> <li>d. <b>Longer-term</b></li> </ul>
<p><b>Strategy 3: Reduce physical and economic risks to people and property arising from climate change and energy price volatility.</b></p>	
<ul style="list-style-type: none"> <li>a. Plan for increased frequency of flooding, increased risk of wildfires (particularly in the south hills), and increased risk of landslides (particularly on steep slopes).</li> <li>b. 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 streets), in coordination with the Eugene-Springfield Natural Hazards Mitigation Plan.</li> </ul>	<ul style="list-style-type: none"> <li>a. <b>Short-term: Comprehensive Plan Future Phase</b></li> <li>b. <b>-Short-term: Comprehensive Plan Future Phase; and -Longer Term</b></li> </ul>

CLIMATE AND ENERGY- STRATEGIES & ACTIONS	STATUS
<p>c. 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.</p>	<p><b>c. - Completed Feb. 2013: Farm animals code; and</b>  <b>- Completed June 2014: Deer fencing code; and</b>  <b>- Longer-term</b></p>
<p><b>Strategy 4: Align incentives, costs and city processes to promote efficient buildings, smaller homes and development towards the city core.</b></p>	
<p>a. Complete an assessment of incentives, including implementation of variable or restructured systems development charges (SDCs).</p>	<p><b>a. - In-progress: SDCs Review; and</b>  <b>- Longer-term: other incentives</b></p>

## Promote Compact Urban Development And Efficient Transportation ("Compact Development")

COMPACT DEVELOPMENT-STRATEGIES & ACTIONS	STATUS
<b>Strategy 1: Meet all of the 20-year multi-family housing and commercial job needs within the existing UGB.</b>	
<p>a. Integrate new development and redevelopment in the downtown, on key corridors, and in the core commercial areas.</p>	<p><b>a. -In-progress: UGB Adoption Package; and -Ongoing</b></p>
<b>Strategy 2: Facilitate the transformation of downtown, key 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.</b>	
<p>a. Continue to implement the strategies and actions in the Eugene Downtown Plan, adopted in 2004.</p> <p>b. Create area plans for key transit corridors and core commercial areas. Use urban design to integrate a mix of commercial and residential uses, transportation, parking, parks and open space, and historical and cultural resources.</p> <ul style="list-style-type: none"> <li>• Recognize the unique characteristics of each area and provide localized consideration and treatment in planning the area, and as necessary, in the land use code.</li> <li>• Plan for phased implementation, which allows for a gradual integration of existing uses with new development over time. Accommodate existing businesses and non-conforming uses.</li> <li>• Consider street design and other public improvement designs that foster pedestrian-friendly, compact urban development, in coordination with the Eugene 2035 Transportation System Plan and the City's pedestrian and bicycle improvement plans.</li> <li>• Consider the consensus report of the West Eugene Collaborative as an example outline of an area plan for the West 11th area.</li> </ul>	<p><b>a. Ongoing</b></p> <p><b>b. -In-progress: South Willamette Project; and -Ongoing</b></p>
<b>Strategy 3: Protect adjacent neighborhoods and provide housing options by using transitions between commercial/ higher density residential uses and lower-density/ single-family neighborhoods in accordance with the compatibility goals of the Infill Compatibility Standards and Opportunity Siting projects.</b>	
<p>a. Utilize area planning efforts to identify transition areas and tools; for example, building height step downs, traffic calming, and landscaping.</p>	<p><b>a. -In-progress: South Willamette Project; and -Ongoing</b></p>

COMPACT DEVELOPMENT-STRATEGIES & ACTIONS	STATUS
<ul style="list-style-type: none"> <li>b. Identify and apply implementation tools, such as overlay zones, form-based code, and design review.</li> <li>c. Promote development of diverse housing choices that are affordable for all income levels.</li> </ul>	<ul style="list-style-type: none"> <li>b. <b>-In-progress: South Willamette Project; and -Ongoing</b></li> <li>c. <b>-In-progress: South Willamette Project; and -Ongoing</b></li> </ul>
<p><b>Strategy 4: Make compact urban development easier in the downtown, on key corridors, and in core commercial areas.</b></p>	
<ul style="list-style-type: none"> <li>a. Identify and remove regulatory barriers. (i.e., parking requirements, ground floor commercial requirement, floor area ratio [FAR] requirements, restructuring the Traffic Impact Analysis requirement within core commercial areas and corridors, and others).</li> <li>b. Change the land use code to increase flexibility for compatible uses within industrial and commercial zones.</li> <li>c. Complete a feasibility study for the formation of Compact Urban Development Districts that would reduce the financial and regulatory obstacles in the downtown, on key corridors and in core commercial areas.</li> <li>d. Complete an assessment of implementing restructured SDCs, with the purpose of recognizing reduced impacts of smaller home footprints and denser development.</li> <li>e. Explore and apply additional incentives such as infrastructure improvements, tax incentives, loan programs, and public/private partnerships.</li> <li>f. Identify and apply implementation tools, such as new overlay zones, form-based codes, and an alternative review path that increase flexibility.</li> <li>g. Ensure that the transportation system can support planned densities (in coordination with the Eugene Transportation System Plan).</li> </ul>	<ul style="list-style-type: none"> <li>a. <b>- In-progress: South Willamette Project; - Completed August 2013: Downtown &amp; Mixed Use Codes ; and -On-going</b></li> <li>b. <b>- In-progress: South Willamette Project; - Completed August 2013: Downtown &amp; Mixed Use Codes; and - Completed May 2014: Employment Zone Code Amendments</b></li> <li>c. <b>Longer-term</b></li> <li>d. <b>In-progress</b></li> <li>e. <b>Longer-term</b></li> <li>f. <b>In-progress: South Willamette Project</b></li> <li>g. <b>In-progress</b></li> </ul>
<p><b>Strategy 5: Conduct a pilot project, incorporating strategies 2, 3 and 4 above to demonstrate how builders, neighbors, and the city work together to create best outcomes.</b></p>	
<ul style="list-style-type: none"> <li>a. Identify focus areas that are likely to change, are economically viable, and offer the potential for success.</li> </ul>	<ul style="list-style-type: none"> <li>a. <b>-In-progress: South Willamette Project; and -Longer-term</b></li> </ul>

COMPACT DEVELOPMENT-STRATEGIES & ACTIONS	STATUS
<ul style="list-style-type: none"> <li>b. Consider a pilot project in the area between downtown and the University of Oregon. This area is bordered by the Willamette River, is currently served by EmX, and is experiencing high levels of development interest and activity.</li> </ul>	<ul style="list-style-type: none"> <li><b>b. Longer-term</b></li> </ul>
<p><b>Strategy 6: Plan for additional parks, plazas and other public open spaces that will be needed in or near key corridors and core commercial areas as densities increase.</b></p>	
<ul style="list-style-type: none"> <li>a. Identify parks and open space needs through individual area planning efforts.</li> <li>b. As the city updates its system plan for parks and recreation, consider the needs in existing and proposed areas of high population density and develop strategies to meet those needs.</li> </ul>	<ul style="list-style-type: none"> <li><b>a. On-going</b></li> <li><b>b. In-progress</b></li> </ul>

## PROTECT, REPAIR & ENHANCE NEIGHBORHOOD LIVABILITY (“Neighborhood Livability”)

NEIGHBORHOOD LIVABILITY-STRATEGIES & ACTIONS	STATUS
<p><b>Strategy 1:</b> Minimum and maximum allowable densities in the land use code will not be changed in order to meet our residential land need for Envision Eugene. Future actions (such as land use code changes and plan amendments) that impact allowable density in neighborhoods will only be undertaken through a public process (such as area planning or neighborhood planning) that integrates the compatibility goals of the Infill Compatibility Standards (ICS) and/or Opportunity Siting projects.</p>	<p>-In-progress: South Willamette Project; <i>and</i>                      -On-going</p>
<p><b>Strategy 2:</b> Continue to implement the goals of the Infill Compatibility Standards project to prevent negative impacts and promote positive impacts of residential infill by integrating compatibility and urban design principles in future planning efforts.</p>	
<p>a. Adopt low-density residential infill recommendations addressing flag lots, lot coverage, sloped setbacks, secondary dwelling units, and alley access lots.</p> <p>b. Implement ICS work on remaining issues identified by the Task Team by integrating the recommendations into the ongoing Code Improvement Program.</p>	<p>a. <b>-In-progress: South Willamette Project; <i>and</i> Completed July 2014: Single Family &amp; University Area Code Amendments.</b></p> <p>b. <b>Longer-term</b></p>
<p><b>Strategy 3:</b> Implement the Opportunity Siting (OS) goal to facilitate higher density residential development on sites that are compatible with and have the support of nearby residents.</p>	

NEIGHBORHOOD LIVABILITY-STRATEGIES & ACTIONS	STATUS
<p>a. Conduct an OS pilot project on a specific site to demonstrate how builders, neighbors, and the city can come together to foster better outcomes.</p> <p>b. Implement a toolbox of incentives that support the achievement of OS outcomes. Incentives may include:</p> <ul style="list-style-type: none"> <li>• Regulatory (flexible codes, re-zoning, design review);</li> <li>• Facilitative (no cost pre-application meetings);</li> <li>• Financial (Multiple Unit Tax Exemption (MUPTe), variable SDCs);</li> <li>• Affordable housing (land bank program, Low Income Rental Housing Property Tax Exemption, SDC grants);</li> <li>• Infrastructure (utilities, transit, street improvements, parking, sidewalks and bicycle/pedestrian improvements).</li> </ul>	<p>a. <b>-In-progress: South Willamette Project; and -Longer-term</b></p> <p>b. <b>- Completed July 2015: MUPTE Program; - In-progress: South Willamette Project; and -Longer-term</b></p>
<b>Strategy 4: Create neighborhood plans to address unique situations and impacts on different neighborhoods.</b>	
<p>a. Complete area planning for the University neighborhoods to better address the interface between the University of Oregon and surrounding neighborhoods. As part of this effort, consider creating specific design standards for housing in the area to address impacts from proximity to the University. Begin this planning process immediately following local adoption of Envision Eugene.</p> <p>b. Complete area planning for the River Road and Santa Clara neighborhoods to address impacts of increasing urbanization. Base future planning efforts on previous work done under the River Road/ Santa Clara Transition Project and Final Report, June 2006, and the Santa Clara-River Road Outreach and Learning (SCRROL) project, 2012. Begin this planning process immediately following local adoption of Envision Eugene.</p> <p>c. Beginning in 2017, select at least one neighborhood every two years as needed, for completion of area planning.</p>	<p>a. <b>Short-term: Post UGB Adoption (2016)</b></p> <p>b. <b>Short-term: Post UGB Adoption (2016)</b></p> <p>c. <b>Short-term; and On-going</b></p>
<b>Strategy 5: Recognize the value that historic properties contribute to community character and livability, and work to preserve those significant properties.</b>	
<p>a. Promote consideration of adaptive reuse of existing buildings in areas of commercial and residential redevelopment.</p> <p>b. Incorporate historic preservation considerations into area planning efforts.</p>	<p>a. <b>Ongoing</b></p> <p>b. <b>Ongoing</b></p>

NEIGHBORHOOD LIVABILITY-STRATEGIES & ACTIONS	STATUS
<p><b>Strategy 6: Provide needed land for schools and parks to serve existing and future populations.</b></p>	
<ul style="list-style-type: none"> <li>a. Expand the UGB by 54 acres for a school site south of Clear Lake Road to address projected enrollment for Bethel School District.</li> <li>b. Partner with the Eugene 4j and Bethel 52 School Districts to provide coordinated land use and school facility planning. Share growth projections, demographic information, and projected densities to facilitate more coordinated planning regarding future school facility needs.</li> <li>c. Expand the UGB by 258 acres for new community parks in Bethel (223 acres) and Santa Clara (35 acres). Plan for additional park needs inside the existing UGB by accounting for projects identified in the Parks, Recreation and Open Space Project and Priority Plan.</li> <li>d. Identify parks and open space needs in urban reserve areas and develop location and acquisition strategies.</li> </ul>	<ul style="list-style-type: none"> <li><b>a. UGB Adoption Package</b></li> <li><b>b. Ongoing</b></li> <li><b>c. In progress: UGB Adoption Package</b></li> <li><b>d. Short-term</b></li> </ul>

## PROTECT, RESTORE AND ENHANCE NATURAL RESOURCES ("Natural Resources")

NATURAL RESOURCES- STRATEGIES & ACTIONS	STATUS
<b>Strategy 1: Encourage both the protection and voluntary stewardship of valuable resources inside the UGB.</b>	
<ul style="list-style-type: none"> <li>a. Develop recommendations for incentives and habitat conservation tools for preserving valuable natural resources within subdivisions, in coordination with the work of the Infill Compatibility Standards project.</li> <li>b. 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.</li> <li>c. Recognize the specific benefits that trees provide to the livability and health of Eugene. Continue to protect and enhance Eugene’s urban forest.</li> </ul>	<ul style="list-style-type: none"> <li><b>a. Longer-term</b></li> <li><b>b. Longer-term</b></li> <li><b>c. Ongoing</b></li> </ul>
<p><b>Strategy 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. Utilize the following plans in pursuit of this strategy:</b></p> <ul style="list-style-type: none"> <li>● Rivers to Ridges Vision – endorsed in 2003</li> <li>● Ridgeline Open Space Vision and Action Plan – endorsed in 2008</li> <li>● Willamette River Open Space Vision and Action Plan – endorsed in 2010</li> </ul>	<b>Ongoing</b>
<b>Strategy 3: Preserve valuable farmland outside the UGB.</b>	

NATURAL RESOURCES- STRATEGIES & ACTIONS	STATUS
<ul style="list-style-type: none"> <li>a. 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.</li> <li>b. Collaborate with regional partners to complete a feasibility study of establishing long-term protection of valuable farmland.</li> </ul>	<ul style="list-style-type: none"> <li>a. <b>Longer-term</b></li> <li>b. <b>- Short-term: Urban Reserves Project; and -Longer-term</b></li> </ul>

PROVIDE FOR ADAPTABLE, FLEXIBLE AND COLLABORATIVE IMPLEMENTATION  
 (“Implementation”)

IMPLEMENTATION- STRATEGIES & ACTIONS	STATUS
<b>Strategy 1: Create an ongoing monitoring system to collect and track key information.</b>	
<ul style="list-style-type: none"> <li>a. Identify specific factors to be monitored, such as housing mix.</li> <li>b. Identify types of data needed to support monitoring, such as population growth, densities, types and numbers of housing units constructed, job growth and rate of land consumption.</li> <li>c. Develop an institutionalized system for tracking the data described above.</li> <li>d. Produce clear, publicly available reports, for the purpose of continuous evaluation of the effectiveness of the Envision Eugene strategies.</li> <li>e. Create a framework for evaluating whether development is achieving Envision Eugene’s more qualitative goals and objectives (e.g. to create livable neighborhoods and thriving mixed use Key Corridors and Core Commercial Areas).</li> </ul>	<ul style="list-style-type: none"> <li>a. <b>In-progress</b></li> <li>b. <b>In-progress</b></li> <li>c. <b>In-progress</b></li> <li>d. <b>Short-term</b></li> <li>e. <b>Short-term</b></li> </ul>
<b>Strategy 2: Create a dynamic Eugene-specific comprehensive plan to address emerging needs.</b>	

IMPLEMENTATION- STRATEGIES & ACTIONS	STATUS
<p>a. Three years after the Eugene-specific UGB has been acknowledged by the State, and at least every five years thereafter, evaluate the effectiveness of the Envision Eugene strategies.</p> <p>b. Three years after the Eugene-specific UGB has been acknowledged by the State, and at least every five years thereafter, consider the evaluations and determine whether the comprehensive plan and implementation tools should be adjusted. Some factors may require a longer time-frame than five years to evaluate their effectiveness.</p> <p>c. Consider the phasing of public utilities to expansion areas in accord with monitoring and evaluation results. The Capital Improvement Plan and annexation policies provide existing tools to manage the efficient extension of public services.</p> <p>d. Identify and respond to any impacts that future regulations and programs may have on the buildable land supply.</p> <p>e. Create the remaining chapters of the Envision Eugene comprehensive plan and corresponding amendments to the Eugene-Springfield Metropolitan Plan and the Public Facilities and Services Plan.</p> <p>f. Create a parcel-specific land use designation map within a future phase of the Envision Eugene Comprehensive Plan. Future phases of the map shall address, issues such as:</p> <ul style="list-style-type: none"> <li>• plan designation and zone conflicts;</li> <li>• plan designation/zoning suitability (e.g. natural resources have appropriate plan designations);</li> <li>• individual requests consistent with Envision Eugene strategies and actions</li> </ul>	<p><b>a. Short-term</b></p> <p><b>b. Short-term</b></p> <p><b>c. -Short-term; and -Longer-term</b></p> <p><b>d. Ongoing</b></p> <p><b>e. Short-term: Comprehensive Plan Future Phase</b></p> <p><b>f. - Short-term: Comprehensive plan Future Phase; and - Longer-term</b></p>
<p><b>Strategy 3: Continually evaluate and regularly adjust regulations through a collaborative ongoing code improvement program.</b></p>	<p><b>- Ongoing; and - Completed July 2015: First Round of Code Maintenance Amendments</b></p>
<p><b>Strategy 4: Develop a range of implementation tools to realize the community vision of Envision Eugene.</b></p>	

IMPLEMENTATION- STRATEGIES & ACTIONS	STATUS
<ul style="list-style-type: none"> <li>a. Design based tools such as area planning, form-based codes, design review, and design standards</li> <li>b. Re-designations and flexible zoning</li> <li>c. Removal of code barriers</li> <li>d. Capital improvements that increase the value of an area and attract private investment</li> <li>e. Partnerships and collaboration with neighbors, public agencies and institutions, and private developers</li> <li>f. Financial tools such as tax relief, fee reduction or restructuring, loans, and other market interventions</li> </ul>	<ul style="list-style-type: none"> <li>a. <b>-In-progress; and</b> <b>-Ongoing</b></li> <li>b. <b>-In-progress; and</b> <b>-Ongoing</b></li> <li>c. <b>-In-progress; and</b> <b>-Ongoing</b></li> <li>d. <b>-In-progress; and</b> <b>-Ongoing</b></li> <li>e. <b>On-going</b></li> <li>f. <b>-Longer-Term;</b> <b>-Completed July 2015: MUPTÉ Program Revisions;</b> <b>and</b> <b>-Ongoing</b></li> </ul>
<p><b>Strategy 5: Continue to collaboratively plan and partner with surrounding jurisdictions and agencies on such efforts as regional public facilities and services, school district facility planning, regional transportation/climate planning, and protection of high-value farm land and natural resources.</b></p>	<p><b>Ongoing</b></p>

## B. Cross-reference of Pillars, Policies, Strategies and Actions

The following is a cross-reference between the [draft] goals and policies of the Eugene-specific Envision Eugene Comprehensive Plan (Comprehensive Plan) and the pillars, strategies and actions of the Envision Eugene 2012 Recommendation (2012 Recommendation). The seven pillars are:

- 1) Provide ample economic opportunities for all community members (“ECONOMIC OPPORTUNITIES”)
- 2) Provide housing affordable to all income levels (“HOUSING AFFORDABILITY”)
- 3) Plan for climate change and energy resiliency (“CLIMATE & ENERGY”)
- 4) Promote compact urban development and efficient transportation options (“COMPACT DEVELOPMENT”)
- 5) Protect, repair and enhance neighborhood livability (“NEIGHBORHOOD LIVABILITY”)
- 6) Protect, restore and enhance natural resources (“NATURAL RESOURCES”)
- 7) Provide for adaptable, flexible and collaborative implementation (“IMPLEMENTATION”)

### Goals & Pillars

The following table shows how the [draft] Comprehensive Plan goals correspond with the pillars of the 2012 Recommendation. The policies may be associated with several pillars and vice versa so the primary related pillar is noted in the table.

<i>Comprehensive Plan- Chapters</i>	<i>Pillar name-</i>
<b><i>Chapter 1 – Public Involvement</i></b>	
Goal 1: Meaningful and Equitable Public Participation	All pillars
Goal 2: Accessible and Transparent Processes	All pillars
Goal 3: Integration of Community Values with Technical Analysis	All pillars
<b><i>Chapter 2 – Compact Development and Urban Design</i></b>	
Goal 1: Responsible Urban Development	COMPACT DEVELOPMENT
Goal 2: Strategic Density	COMPACT DEVELOPMENT
Goal 3: Vibrant Neighborhood Design	COMPACT DEVELOPMENT
<b><i>Chapter 3 – Economic Development</i></b>	
Goal 1: Household Prosperity	ECONOMIC OPPORTUNITIES

<b>Comprehensive Plan- Chapters</b>	<b>Pillar name-</b>
Goal 2: Business Development	ECONOMIC OPPORTUNITIES
Goal 3: Community Vitality	ECONOMIC OPPORTUNITIES
<b>Chapter 4 – Housing</b>	
Goal 1: Quality and Affordability	HOUSING AFFODABILITY
Goal 2: Choice and Diversity	HOUSING AFFODABILITY
Goal 3: Fairness and Equity	HOUSING AFFODABILITY
<b>Chapter 5 – Community Health and Livability</b>	
Future chapter to be developed	NEIGHBORHOOD LIVABILITY
<b>Chapter 6 – Natural Resources and Environmental Considerations</b>	
Future chapter to be developed	NATURAL RESOURCES
<b>Chapter 7 – Community Resiliency</b>	
Future chapter to be developed	CLIMATE AND ENERGY
<b>Chapter 8 – Public Facilities and Services</b>	
Future chapter to be developed	IMPLEMENTATION
<b>Chapter 9 – Transportation</b>	
Goal 1: Create an integrated multimodal transportation system....	COMPACT DEVELOPMENT
Goal 2: Advance regional sustainability...	COMPACT DEVELOPMENT
Goal 3: Strengthen community resilience to changes...	COMPACT DEVELOPMENT
Goal 4: Address the transportation needs and safety of all travelers...	COMPACT DEVELOPMENT
Goal 5: By the year 2035 double the percentage of trips made on foot, by bicycle, and by transit...	COMPACT DEVELOPMENT
<b>Chapter 10 – Administration and Implementation</b>	
Goal 1: Clear and Effective Process	IMPLEMENTATION
Goal 2: Adaptability and Responsiveness	IMPLEMENTATION
Goal 3: Coordination and Collaboration with Partners	IMPLEMENTATION
<b>Chapter 11 – Land Use Map (Phase 2)</b>	
Future chapter to be developed	IMPLEMENTATION

Policies & Strategies/Actions

The following table shows whether the 2012 Recommendation pillars’ strategies or actions implement the [draft] Comprehensive Plan policies or not. Many of the [draft] policies are implemented by the pillars’ strategies and actions which can be found in the Action Plan, although it is recognized that additional actions may still need to be added for these policies in the future. Other [draft] policies are either not entirely implemented or implemented at all, by the pillars’ strategies and actions, or are ongoing and may not need a specific action. For these types of policies, any necessary actions will need to be developed and added to the Action Plan in the future. For example, the Eugene-specific Comprehensive Plan is being completed in phases so several chapters (and associated policies) have not been written yet.

- **For policies implemented** by the pillar strategies and actions, the name of the pillar section is noted in the table (COMPACT DEVELOPMENT), along with the implementing strategy number (2) or action letter (2.b).
- **For policies not (wholly or in-part) implemented** by pillar strategies or actions, it is noted as “actions to be developed after UGB adoption.” These policies may also be ongoing and not require a specific action.

<i>Comprehensive Plan- Chapters and policies</i>	<i>Action Plan- Pillar name, strategy (number), and action (letter)</i>
<i>Chapter 1 – Public Involvement</i>	
1.1 Diverse participation opportunities.	– actions to be developed after UGB adoption
1.2 Foundation for civic engagement.	– actions to be developed after UGB adoption
1.3 Enhanced engagement strategies.	– actions to be developed after UGB adoption
1.4 Transparency.	– actions to be developed after UGB adoption
1.5 Equity by design.	– actions to be developed after UGB adoption
<i>Chapter 2 – Compact Development and Urban Design</i>	
2.1 Efficient use of land.	– COMPACT DEVELOPMENT 2, 4; – NEIGHBORHOOD LIVABILITY 3
2.2 Efficient transportation patterns.	– CLIMATE & ENERGY 1.a; – COMPACT DEVELOPMENT 2.b; – actions to be developed after UGB adoption
2.3 Urban intensity.	– COMPACT DEVELOPMENT 2.b; – actions to be developed after UGB adoption
2.4 Form-based planning.	– COMPACT DEVELOPMENT 3.b, 4.f; – actions to be developed after UGB adoption

<i>Comprehensive Plan- Chapters and policies</i>	<i>Action Plan- Pillar name, strategy (number), and action (letter)</i>
2.5 20-Minute Neighborhoods.	— CLIMATE & ENERGY 1.a
2.6 Natural systems.	— actions to be developed after UGB adoption
2.7 Key Corridors and Core Commercial Areas.	— COMPACT DEVELOPMENT 2
2.8 Area planning.	— COMPACT DEVELOPMENT 2.b, 3, 4, 5
2.9 Redevelopment opportunities.	— COMPACT DEVELOPMENT 1
2.10 Transit Oriented Development.	— COMPACT DEVELOPMENT 1, 4.g; — actions to be developed after UGB adoption
2.11 Transit station area safety.	— COMPACT DEVELOPMENT 2.b; — actions to be developed after UGB adoption
2.12 Urban Reserves.	— HOUSING AFFORDABILITY 3.D; — actions to be developed after UGB adoption
2.13 Downtown vitality.	— ECONOMIC OPPORTUNITIES 1.h; — COMPACT DEVELOPMENT 2.a
2.14 Cultural center.	— ECONOMIC OPPORTUNITIES 1.h; — COMPACT DEVELOPMENT 2.a
2.15 Downtown riverfront.	— COMPACT DEVELOPMENT 2.a, 4a, 4f
2.16 Connected downtown.	— COMPACT DEVELOPMENT 2.a, 2.b, 4.g, 5.b
2.17 Downtown housing.	— HOUSING 4.b; <i>and</i> — COMPACT DEVELOPMENT 2.a
2.18 Community Design Handbook.	— actions to be developed after UGB adoption
2.19 Special places.	— NEIGHBORHOOD LIVABILITY 5; — actions to be developed after UGB adoption
2.20 Public spaces.	— COMPACT DEVELOPMENT 2.b; — actions to be developed after UGB adoption
2.21 Resilient design.	— CLIMATE & ENERGY 2.a-d; — actions to be developed after UGB adoption
2.22 Energy-efficient design.	— CLIMATE & ENERGY 2.a-d, 4.a; — actions to be developed after UGB adoption
2.23 Parking management.	— CLIMATE & ENERGY 2.a; — actions to be developed after UGB adoption
2.24 Walkable places.	— COMPACT DEVELOPMENT 2; — actions to be developed after UGB adoption

<b>Comprehensive Plan- Chapters and policies</b>	<b>Action Plan- Pillar name, strategy (number), and action (letter)</b>
2.25 Design transitions.	— COMPACT DEVELOPMENT 3.a, 3.b; — NEIGHBORHOOD LIVABILITY 2
2.26 Crime prevention.	— actions to be developed after UGB adoption
<b>Chapter 3 – Economic Development</b>	
3.1 Employment growth.	— ECONOMIC OPPORTUNITIES 1.a
3.2 Economic Advantages.	— ECONOMIC OPPORTUNITIES 1, 1.g
3.3 Expanding Eugene’s assets.	— ECONOMIC OPPORTUNITIES 1
3.4 Business incubators.	— ECONOMIC OPPORTUNITIES 1
3.5 Business retention and expansion.	— ECONOMIC OPPORTUNITIES 1,3
3.6 Responsible economic development.	— ECONOMIC OPPORTUNITIES 1
3.7 Home-based and microenterprises.	— actions to be developed after UGB adoption
3.8 Industry clusters.	— ECONOMIC OPPORTUNITIES 1,3
3.9 Advanced manufacturing.	— ECONOMIC OPPORTUNITIES 1.e, 1.g
3.10 Food and beverage manufacturing.	— ECONOMIC OPPORTUNITIES 1.e, 1.g
3.11 Health and wellness.	— ECONOMIC OPPORTUNITIES 1.e, 1.g
3.12 Clean technology and renewable energy.	— ECONOMIC OPPORTUNITIES 1, 1.g, 3.a
3.13 Software and educational technology.	— ECONOMIC OPPORTUNITIES 1.e, 1.g
3.14 Biomedical and biotechnology.	— ECONOMIC OPPORTUNITIES 1.e, 1.g
3.15 Adequate land supply.	— ECONOMIC OPPORTUNITIES 1.e
3.16 Parcel size and suitability.	— ECONOMIC OPPORTUNITIES 1.e
3.17 Large lot preservation.	— ECONOMIC OPPORTUNITIES 1.f
3.18 Multimodal freight accessibility.	— actions to be developed after UGB adoption
3.19 Industrial land preservation.	— actions to be developed after UGB adoption
3.20 Brownfields.	— ECONOMIC OPPORTUNITIES 1.b
3.21 Parcel assembly.	— ECONOMIC OPPORTUNITIES 1.b
3.22 West Eugene employment areas.	— ECONOMIC OPPORTUNITIES 2.a — COMPACT DEVELOPMENT 4.b
3.23 Flexible campus employment areas.	— ECONOMIC OPPORTUNITIES 2.a — COMPACT DEVELOPMENT 4.b
3.24 Environmental justice and compatibility.	— actions to be developed after UGB adoption
3.25 Short-term supply.	— ECONOMIC OPPORTUNITIES 1,2

<b>Comprehensive Plan- Chapters and policies</b>	<b>Action Plan- Pillar name, strategy (number), and action (letter)</b>
	— IMPLEMENTATION 2.c
3.26 Urban services.	— actions to be developed after UGB adoption
3.27 Site preparedness.	— ECONOMIC OPPORTUNITIES 1.d
3.28 Infrastructure.	— IMPLEMENTATION 2.e — actions to be developed after UGB adoption
3.29 Transportation services.	— actions to be developed after UGB adoption
3.30 Technological support.	— ECONOMIC OPPORTUNITIES 3.c
3.31 Public investment.	— COMPACT DEVELOPMENT 4.e — NEIGHBORHOOD LIVABILITY 3.b
3.32 Priority Development Areas.	— COMPACT DEVELOPMENT 1.a — ECONOMIC OPPORTUNITIES 1.h, 2.b
3.33 Urban economy.	— ECONOMIC OPPORTUNITIES 1.h, 2.b — COMPACT DEVELOPMENT 2.a
3.34 Multifaceted, regional center.	— ECONOMIC OPPORTUNITIES 1.h — COMPACT DEVELOPMENT 2.a
3.35 Neighborhood vitality.	— COMPACT DEVELOPMENT 2.a-b — CLIMATE & ENERGY 1.a
<b>Chapter 4 – Housing</b>	
4.1 Housing affordability.	— HOUSING 1, 4.b-d, 5 — COMPACT DEVELOPMENT 1.a, 3.c, 4.d — NEIGHBORHOOD LIVABILITY 3.b — actions to be developed after UGB adoption
4.2 Incentives and exemptions.	— HOUSING AFFORDABILITY 6.a
4.3 Barriers to affordability.	— HOUSING AFFORDABILITY 6.a-c, 6.f, 6.g
4.4 Subsidized affordable housing.	— HOUSING AFFORDABILITY 6.a-b, 6.d-e
4.5 Existing housing stock.	— HOUSING AFFORDABILITY 7
4.6 Buildable land.	— HOUSING AFFORDABILITY 2, 3.a-d
4.7 Housing mixture.	— HOUSING AFFORDABILITY 1
4.8 Housing Supply.	— HOUSING AFFORDABILITY 1,2,3,
4.9 Housing variety.	— HOUSING AFFORDABILITY 4, 6.f — COMPACT DEVELOPMENT 3.c

<b>Comprehensive Plan- Chapters and policies</b>	<b>Action Plan- Pillar name, strategy (number), and action (letter)</b>
	<ul style="list-style-type: none"> <li>— NEIGHBORHOOD LIVABILITY 3.b</li> <li>— actions to be developed after UGB adoption</li> </ul>
4.10 Greater housing choice.	— HOUSING AFFORDABILITY 4
4.11 Manufactured housing.	— complete per existing land use code
4.12 Universal housing.	— actions to be developed after UGB adoption
4.13 Adaptable housing.	— actions to be developed after UGB adoption
4.14 Fair housing.	<ul style="list-style-type: none"> <li>— HOUSING AFFORDABILITY 6.f</li> <li>— actions to be developed after UGB adoption</li> </ul>
4.15 Disparate impacts.	<ul style="list-style-type: none"> <li>— HOUSING AFFORDABILITY 6.f</li> <li>— actions to be developed after UGB adoption</li> </ul>
4.16 Dispersal and integration.	<ul style="list-style-type: none"> <li>— HOUSING AFFORDABILITY 6.f, 6.g</li> <li>— actions to be developed after UGB adoption</li> </ul>
4.17 Housing and neighborhood stability.	<ul style="list-style-type: none"> <li>— HOUSING AFFORDABILITY 6.h</li> <li>— actions to be developed after UGB adoption</li> </ul>
4.18 Special needs and transitional housing.	<ul style="list-style-type: none"> <li>— HOUSING AFFORDABILITY 6.f</li> <li>— actions to be developed after UGB adoption</li> </ul>
4.19 Housing programs.	<ul style="list-style-type: none"> <li>— HOUSING 6.a, 6.d, 6.h, 6.g</li> <li>— NEIGHBORHOOD LIVABILITY 3.b</li> <li>— actions to be developed after UGB adoption</li> </ul>
4.20 Coordination and partnerships.	<ul style="list-style-type: none"> <li>— COMPACT DEVELOPMENT 5</li> <li>— NEIGHBORHOOD LIVABILITY 3.b</li> <li>— actions to be developed after UGB adoption</li> </ul>
<b>Chapter 5 – Community Health and Livability</b>	
5.1 Local community health and livability planning.	— IMPLEMENTATION 2.e
<b>Chapter 6 – Natural Resources and Environmental Considerations</b>	
6.1 Local natural resources and environmental quality planning.	— IMPLEMENTATION 2.e
<b>Chapter 7 – Community Resiliency</b>	
7.1 Local community resiliency planning.	— IMPLEMENTATION 2.e
<b>Chapter 8 – Public Facilities and Services</b>	
8.1 Regional wastewater planning.	— IMPLEMENTATION 2.e
8.2 Local public facilities planning.	— IMPLEMENTATION 2.e

<b>Comprehensive Plan- Chapters and policies</b>	<b>Action Plan- Pillar name, strategy (number), and action (letter)</b>
8.3 School facilities planning.	— NEIGHBORHOOD LIVABILITY 6.a-b
<b>Chapter 9 – Transportation</b>	
9.1 Local transportation planning.	— CLIMATE & ENERGY 2.a — See transportation system plan for actions
<b>Chapter 10 – Administration and Implementation</b>	
10.1 Comprehensive Plan amendments.	— IMPLEMENTATION 2
10.2 Comprehensive Plan review process.	— complete per existing land use code
10.3 Local planning coordination.	— IMPLEMENTATION 5
10.4 Implementation tools	— ECONOMIC OPPORTUNITIES 1.b-d, 2.a-b, 3.a-c, 5.a-b — HOUSING 2, 3.a-d, 4.a-d — CLIMATE & ENERGY 1.a, 4.a — COMPACT DEVELOPMENT 2, 3, 4, 5 — NEIGHBORHOOD LIVABILITY 1, 2, 3, 4, 5 — NATURAL RESOURCES 1, 3 — IMPLEMENTATION 4.a-f
10.5 Community partnerships.	— ECONOMIC OPPORTUNITIES 4.a — CLIMATE & ENERGY 1.a — NEIGHBORHOOD LIVABILITY 6.b — NATURAL RESOURCES 3.a — IMPLEMENTATION 5
10.6 Code Improvement Program.	— NEIGHBORHOOD LIVABILITY 2.b — IMPLEMENTATION 3
10.7 Livability indicators.	— IMPLEMENTATION 1.e, 2.a-d — actions to be developed after UGB adoption
10.8 Growth Monitoring Program.	— IMPLEMENTATION 1.a-c, 2.a-d
10.9 Growth Monitoring Program reporting.	— IMPLEMENTATION 1.d, 2.a-d
10.10 Growth Monitoring Program analysis.	— IMPLEMENTATION 2.a-d
10.11 Growth Monitoring Program evaluation.	— IMPLEMENTATION 2.a — actions to be developed after UGB adoption
<b>Chapter 11 – Land Use Map (Phase 2)</b>	
11.1 Land Use Designation Map	— IMPLEMENTATION 2.e, 2.f



## II. Monitoring Program

### A. Growth Monitoring Program – Quantitative

#### Purpose

The Envision Eugene Pillar 7: Adaptable, Flexible and Collaborative Implementation, is the impetus for the Growth Monitoring Program. Pillar 7 acknowledges that while Eugene’s new comprehensive growth plan is based on well-founded assumptions about what will happen in the future, not all of the assumptions will be correct and the plan needs to be flexible enough to address changing conditions and needs in the community. The purpose of the Monitoring Program is to provide the information needed by the community and decision makers to periodically assess the validity of growth planning assumptions and inform the effectiveness of strategies adopted as part of the new comprehensive plan and urban growth boundary (UGB), as well as relevant strategies in the Eugene Transportation System Plan, and the Climate and Energy Action Plan. Formal institutionalization of the program recognizes that these efforts are important enough to be completed on a regular basis. With this information, decision makers can determine whether the growth plan and/or related implementation activities need to be adjusted. The Monitoring Program both demonstrates and formalizes the City’s commitment to a growth plan that is flexible enough to address changing conditions and needs in the community.

Key goals of the Growth Monitoring Program include:

- To have data that is complete and relevant to future needs
- To collect data efficiently
- To provide accessible, transparent information to the community
- To regularly assess current status of the land supply
- To regularly assess the effectiveness of land use efficiency strategies
- To identify growth planning trends, including housing affordability, and
- To be a program that is continually evaluated and adjusted to respond to changing needs

#### Outcomes

Providing a comprehensive monitoring program has numerous beneficial outcomes. These include but are not limited to:

- ✓ Increased reliability and on-going tracking of the buildable lands supply status
- ✓ Reduced city costs of future growth planning efforts
- ✓ Increased public trust in the growth planning process
- ✓ The community is in a better position to respond to changing conditions
- ✓ Better collaboration with regional partners, creating a more complete picture about regional trends

## Monitoring Program Summary

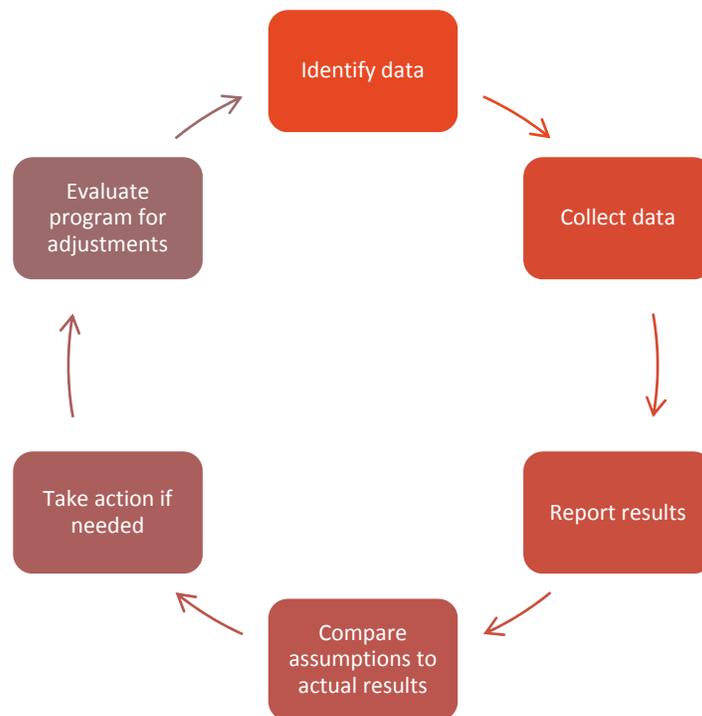
The Growth Monitoring Program includes several important steps as outlined below. Details about each step are provided on the following pages and appendices.

### Participants

A wide range of participants is needed throughout the monitoring process to ensure the program’s success. Participants include government staff, review bodies (technical advisory committee, City Manager, Planning Commission), decision makers (City Council), and importantly, the general public.

### Monitoring Process Steps

The Growth Monitoring Program is intended to provide a recurring feedback loop that compares previous assumptions to actual occurrences to determine if any additional action is needed and then continues the monitoring cycle.



Several steps are required to make this a successful monitoring plan with applicable results:

### Preliminary Steps

These early steps provide the foundation for the Monitoring Program. The results of these steps are not anticipated to change much over time, although some refinement to the data collection process is anticipated to occur as the monitoring results and program are evaluated and adjustments are implemented.

**Step 1 Identify Data to Collect:** Several types and sets of data are identified for monitoring. Monitoring data are selected based on criteria such as their relevance and relative weight to key trends and land supply questions. Additional criteria includes availability, reliability, and if the data is related to multiple monitoring areas. Some “key data” are identified that have a larger impact or are more relevant to the buildable lands supply or Envision Eugene strategies/actions than other data being collected.

**Step 2 Collect the Data:** The methodology for collecting each type and set of data is identified, including how to collect it, the source for collection, when to collect it, who collects it, how it is used and how it is stored.

### **Primary Steps**

These steps make up the bulk of the Monitoring Program and are repeated regularly over time.

**Step 3 Report Results:** The monitoring results are provided at varying reporting periods and methods according to the data and level necessary. Annually, a report is generated on the key data. Within three years, and every five years after, a comprehensive report is generated on the key data, as well as other data necessary to explain the trends and answer key questions. Reports are also provided on an as needed basis. Some reports may include trends in the data over time and comparisons of the results to the original planning assumptions.

**Step 4 Analyze Results:** The results of the reports are reviewed by a technical advisory committee (TAC) and verified for public release. Some monitoring results may warrant a more “in-depth” level of review, meaning analysis of other data or studies that help explain the monitoring results is necessary before the report can be issued. The TAC will make a recommendation based on this analysis.

**Step 5 Take Action:** Some monitoring results or the findings of an in-depth review, may reveal a trend that warrants exploring whether the city should take some sort of action to respond to changing trends and needs. Possible actions range from wait and see how the trend plays out, to starting a new complete UGB planning review.

**Step 6 Program Evaluation:** The Monitoring Program is periodically evaluated to ensure efficiency and accuracy and that the program goals are being achieved. The program may be lightly adjusted periodically with a more comprehensive review occurring every 3 years.

## Monitoring Program Steps

### Participants

In order to have a successful monitoring program, many people need to be involved during several points in the process. Broad participation is important to meet goals regarding transparency and access of the monitoring results and process. It can also help ensure the program is answering the important questions by bringing in experienced and professional topic experts that can help inform the review process and evaluate the results. Participants include:

- **LOCAL STAFF:** City of Eugene Planning Division staff are the primary coordinators of the Monitoring Program, including gathering the data from various sources, reporting the monitoring results, providing technical expertise, staffing and participating on the TAC, and coordinating the monitoring review process. Other Eugene staff collecting relevant data includes staff working in building permits, transportation, and sustainability. Staffs from other jurisdictions also collect relevant data, such as Lane Council of Governments (LCOG), Lane County (Assessor and public health), utility providers and schools.
- **REVIEW BODIES:** The review and analysis of monitoring are coordinated with a technical advisory committee (TAC), comprised of community members with diverse interests and areas of technical expertise and city staff. The primary role of the TAC is to assist staff in reviewing monitoring reports, exploring related technical questions to further a factual understanding of conditions, and to recommend to staff possible actions, or a range of actions, that may be needed to address changing trends. This work, as well as maintaining institutional memory regarding the monitoring efforts, necessitates regular meetings of the TAC. The TAC operating framework is provided in Appendix A. The Planning Commission and the Sustainability Commission are key review bodies in this process. Some instances may also warrant review by the City Manager or other boards or commissions, such as if significant changing trends are apparent or additional action is recommended.
- **DECISION MAKERS:** It is anticipated that there will be some limited instances when the monitoring results and recommended actions will warrant review by City Council, such as if significant changes in policy direction or to the program are recommended.
- **THE PUBLIC:** Stakeholders and other interested parties in the community at large are invited to participate in several steps of the monitoring process. All final reports and analysis results shall be made available to the public through the Permit and Information Center and the City's web site. Meetings of the TAC, Planning Commission, and City Council are open to the public to hear and comment on discussion as well as any recommended actions. Public comment shall be gathered to inform periodic evaluation of the Monitoring Program.

### Step 1 Identify Data to Collect

In general, the objective is to collect the data that will answer the right questions, such as whether an Envision Eugene strategy has been successful or if the actual outcomes match the planning assumptions relied upon as part of Envision Eugene. Identification of the pertinent questions for monitoring to answer, along with the previous experience on Envision Eugene, results in a list of quantitative and

qualitative data to collect (see Appendix B Key Questions and Key Data, and Appendix C, Data Reporting Types by Pillar). There is also a desire to understand the reason a project or strategy doesn't happen or isn't working. Tracking this could be difficult and more work is needed to understand how this might be accomplished.

### Quantitative Data

Much of the data to collect is quantitative, meaning it is data that can be gathered in a numerical form which can be put into categories, or in rank order, or measured in units of measurement.. The quantitative data to collect falls into several broad categories:

- **General Trends** (e.g. population growth, acres in vacant land supply)
- **Residential Development Trends** (permit data; e.g. new housing units built)
- **General Residential Trends** (e.g. household size/persons per household, housing affordability)
- **Employment Development Trends** (permit data; e.g. new employment building capacity built)
- **General Employment Trends** (e.g. number of jobs created by employment sector type)
- **Other Data** (e.g. 20-minute neighborhood assessment)
- **Regional Trends** (e.g. regional residential construction data)
- **Efficiency Strategies & Investments** (number of new controlled income and rent units)

Appendix D Quantitative Data List includes the entire list of quantitative data sets to collect. Data identified with "\*" are identified as key data to collect and report on more frequently because they have a larger impact or are more relevant to the buildable lands supply or Envision Eugene strategies/actions than other data being collected. The other data being collected is secondarily or conditionally relevant to help inform key data trends. The trends of secondary or conditional data are reported less frequently and in many cases only as needed.

### Qualitative Data

Some of the Envision Eugene strategies and actions that need to be monitored and measured are more subjective in nature so the data being collected is more qualitative and typically descriptive data that is harder to analyze than quantitative data. For instance, the amount and type of development seen can be quantified, but it is important to also measure whether the development is achieving our qualitative goals and objectives, such as to create livable neighborhoods and enjoyable mixed use transit corridors and commercial areas. While measuring quality objectives may be subjective, the measurements do not necessarily need to be vague. Identifying the important qualitative elements in development helps to identify what elements of development need to be measured and how to measure it. Thomas Gilbert identified three quality requirements by which qualitative issues could be measured. The following summarizes those quality aspects and how they may be applied to developments or accomplishments to measure if they are meeting Envision Eugene's qualitative strategies and actions. Additional work is required to determine exactly how quality aspects may be applied to development or accomplishments for measuring qualitative issues:

- **Accuracy.** What is the degree to which an accomplishment matches a model without errors? (e.g. How well does the development or accomplishment match the ideal?)

- **Class.** Is the accomplishment superior to most in some way beyond accuracy? (e.g. Is the development or accomplishment superior to other developments/accomplishments in some way?)
- **Novelty.** Does the accomplishment demonstrate originality? Does it embody features or aspects that distinguish it favorably in particular dimensions? (e.g. Does the development/accomplishment demonstrate originality or does it embody features or aspects that distinguish it favorably?)

Given the subjective nature of the qualitative assessment analysis, it is recognized that there is a likelihood that much of this work will need to be reviewed by a board, commissions or advisory group other than the TAC. See Appendix E for the qualitative assessment framework (Has not been started; for now refer to Data Reporting Types by Pillar for which strategies/actions require qualitative assessment).

**Other Items to Monitor**

Other information or issues related to development trends and growth planning may arise that are not specifically mentioned above. Examples include new studies on demographic or development trends such as from the University of Oregon or the Urban Land Institute, or changes in federal, state or local policies, laws and regulations related to development. Monitoring this information takes place in the course of normal practice and operation of the Planning Division in conjunction with governmental, institutional and community partners, as needed and as resources permit; the methods and scope are not specifically prescribed by the Monitoring Program.

**Step 2 Collect the Data**

Each type and set of data identified for collection requires a specific collection methodology (see Appendix F, data collection methods). The methodology includes at a high level which Envision Eugene pillar the data helps monitor down to the details of who collects the data and when.

Collection methodology for each data point:	Example entries
<b>Envision Eugene Pillar-</b> The overarching Envision Eugene pillar of the strategy or action that the data is monitoring	<i>Housing Affordability</i>
<b>Data-</b> the specific data type or set that is being collected and monitored	<i>structure type</i>
<b>Key question-</b> the key question that the data is helping to answer	<i>How many new single-family homes were built? How many new multi-family homes were built? What is the housing mix of new development?</i>
<b>Description/definitions-</b> the description and any applicable definitions of the data being collected	<i>The mix of new housing units permitted is derived from the number of new housing units permitted and the type of structure each unit is in. Housing structure types are grouped into four main categories which can be further subdivided and result in a "housing mix" (generally expressed as</i>

Collection methodology for each data point:	Example entries
	<i>the percentage of single-family vs multi-family housing). These housing types are mutually exclusive: a) "Single-family detached" means... b) etc.</i>
<b>Definition source-</b> the origin of the data definition	<i>Oregon Administrative Rule 660-008-0005 and the city</i>
<b>Basic methodology-</b> a general description of the overall collection method	<i>Collect the type of new buildings being constructed, including additions and standalone buildings.</i>
<b>Collection Source-</b> the institution or process that originally collects the data	<i>Building permit process</i>
<b>When is it collected-</b> the time of year or point in the process when the data is originally collected	<i>Building permit issuance</i>
<b>Who collects it-</b> the city staff responsible for either entering the original data into the original collection source, or for obtaining the data from a non-City source (e.g. PSU, U.S. Census)	<i>Building plans examiner or Land use analyst</i>
<b>How is it collected-</b> the type of system, program, or report the data is originally collected into	<i>Building permit database entry field</i>
<b>When is it available-</b> the frequency that the data is available from the original system/program/report (reporting frequency/timing may differ from data availability)	<i>As needed</i>
<b>How it will be reported/integrated-</b> the report or system that the data results are integrated from for the monitoring report	<i>Building permit database report</i>

### Step 3 Report Results

Regular reporting is necessary to identify trends, know the status of the buildable lands supply, and promote transparency and accessibility of information. Monitoring reports shall be developed at regular intervals and on an as needed basis. The reports include varying levels of detail depending on the level of analysis warranted, and are presented in a clear and concise manner. Each report includes annual trends in the data and as needed, cumulative trends since the beginning of the planning period (2012). It is also important to put the results into context by projecting the actual monitoring results over the 20-year planning period (2012-2032) and comparing the actual results to the original Envision Eugene planning assumptions.

Some data may be available in a relatively “live” format on the city’s website. Examples may include the number of building permits issued by use category and an approximation of available buildable land supply. However, the most comprehensive and verified information shall be available in one of the following report types:

- a. **Annual Report:** An annual report includes information on development activity and the available buildable land supply. The trends of key data related to development activity and land supply is the focus of these reports. An accompanying narrative is kept to a minimum but generally includes a brief overview of the monitoring review period and focus of the report, explanation of the supporting graphs/tables, and highlighting any key trends in the context of the Envision Eugene planning goals.
- b. **3 Year & 5 year Report:** A comprehensive report is provided within the first 3 years, and every 5 years after, and includes information on development activity, the available buildable land supply, and economic and demographic data. The trends of key data as well as other relevant data identified in Appendix B and an evaluation of the effectiveness of the Envision Eugene strategies is the focus of the report. A more lengthy narrative is warranted, including all of the components of the annual report and as well as detail regarding longer-term trends (e.g. trends since 2012), a broader range of data sets, the relationship of necessary secondary and conditional data to key data, an evaluation of the effectiveness of Envision Eugene strategies, and brief summaries of economic and demographic trends where necessary.
- c. **As Needed:** Additional reports may also be provided on an as needed basis, for example due to city, state or federal changes (to assess any impact of regulation or programmatic changes on the buildable lands supply), an external event, new studies, or to monitor trends that require a longer timeframe than five years to evaluate. As needed reports focus on trends in data relevant to the circumstances initiating the report. Information may be presented at either an annual or 3 year report level of detail and narrative.

See reporting framework below.

## Reporting Framework

	<b>Annual Report</b>	<b>3-yr &amp; 5-yr Report</b>	<b>As Needed Report</b>
<b>Report Timelines</b>			
<i>Initiate First Report</i>	Following adoption early 2015	Early 2018	As needed
<i>First Report Timeframe</i>	1/1/13-12/31/14*	1/1/13-12/31/17	As needed
<i>Baseline Year</i>	2012 BLI + efficiency strategies (UGB adoption date)		
<b>Report Components</b>			
<i>Key Data</i> (e.g. housing mix)	X	X	X (if applicable)
<i>Secondary Data</i> (e.g. housing affordability)	X (if applicable)	X	X (if applicable)
<i>Conditional Data</i> (e.g. regional construction data)	X (if applicable)	X (if applicable)	X
<i>Qualitative Analysis</i>	To be determined	To be determined	To be determined
<i>Data Reporting Intervals</i>	Annual; the actual totals for the reporting year Cumulative; the sum actual totals per year since the baseline year (2012)		
<i>Data Context</i>	The actual annual and cumulative results is put into context, where necessary, through: -Linear projection of the actual totals over the 20-year planning period -Comparison of the actual totals to linear projections of the original Envision Eugene assumptions over the 20-year planning period -Comparison of the actual totals to linear projections of the original Envision Eugene assumptions as adjusted by actual population growth as a percentage of the total estimated population growth over 20-year planning period		

\*The first annual report will be prepared following adoption and cover any full calendar year(s) between the 2012 BLI (12/31/12) and the date of adoption. After that, annual reports will be prepared every year.

## Step 4 Analyze Results

The monitoring results are reviewed to determine if they are ready for public distribution or if an in-depth level of review is needed. Analysis of the results is coordinated primarily with a technical advisory committee (TAC), with the Planning Commission and Sustainability Commission reviewing the analysis. The monitoring results are reviewed as follows:

### Initial Review

The initial monitoring reports, including staff's assessment of what the results mean, are reviewed by the TAC. The TAC reviews for errors as well as provides technical expertise such as regarding if data is performing outside of the normal projections, if there are gaps in the data and whether an in-depth level of review is needed. This may entail looking at past trends, annual and cumulative results, reasonable ranges for the data, related secondary or conditional data, and 20 year trend projections. It is anticipated that the results of most annual monitoring reports (and some as needed reports) will be a

simple review, where after reviewing the trend using one or more of the previously identified tools, the trends are determined to be relatively in-line with the previous planning assumptions and no additional review is necessary. If an in-depth review is not necessary, the annual monitoring or as needed report can be publically released.

### **In-depth Review Triggers**

In some cases, a more in-depth level of review of the monitoring results may be necessary to understand both the causes and implications of the information reported. Circumstances that may necessitate an in-depth review for each report type include:

- Annual Report- The annual report includes a significant variation of some data from the initial planning assumptions. “Significant variation” may include one or more of the following:
  - a. A new population forecast for Eugene’s UGB is issued by Portland State University
  - b. The key data when projected out shows a significant divergence from the assumed trend by the end of the 20-year planning period (see Appendix H, Range Variations for Quantitative Data)
  - c. Multiple data sets appear to be in a divergent trend
  - d. At least 50% of the forecasted population is met (placeholder until HB 2254 rules are complete)
  - e. At least 50% of the buildable land is developed (placeholder until HB 2254 rules are complete)
- 3 & 5 year Report- The first 3 year and all 5 year reports warrant an in-depth review.
- As Needed Report- As needed reports may require an in-depth review depending on the circumstances that initiated the reporting.
- In-depth review of any report may be initiated for other reasons as directed by City Council.

### **In-depth Review Process**

An in-depth review is defined by additional rigor in determining the cause, magnitude, and implications of data trends, as well as the potential for recommended actions. In-depth review is conducted as a partnership between staff and the TAC, and may include one or more of the following activities:

- One or more TAC meetings
- Analysis of exploratory questions regarding any divergent trends. Questions could include, for example: Is the data set too small to make any assumptions about? Is one project skewing the results? Are changes driven by a major economic, natural, cultural event? If yes, was it a one-time event? Does the divergence look like a fluctuation or is it an actual changing trend?
- Exploring hypothetical scenarios of what would be necessary to get the data projections back in line with the original projections
- Use of a land use simulation software that is relevant to the monitoring analysis, such as UrbanSim (<http://www.urbansim.org>), to help visualize the impacts of the data results
- Discussion of options to adapt to changing trends and needs
- TAC recommendation to staff regarding potential actions (Step 3), including pros and cons for implementing or not implementing the recommended action

## Recommendations

- **TAC Review & Recommendation.** Based on the in-depth review, the TAC may make a recommendation to staff regarding whether additional action, or a range of actions, should be taken. Considerations may include:
  - Is there an action the City can take in the context of addressing development capacity, or is it out of the City's control?
  - Is action necessary in the context of the planning period, or is there enough time left in the planning period for the divergent trends to align with the projections?
  - The TAC could recommend that action is not necessary at this time. In this case, the report can be released to the public with no further review necessary.
  - The TAC could recommend that action is necessary, and if so, provide an action recommendation to staff.

## Step 5 Take Action

Following an in-depth analysis, a determination must be made regarding whether or not the monitoring results warrant action by the city to address changing trends and needs. The process for making this determination allows for rational analysis, transparency, and participation while protecting the community's investment in planning efforts and ensuring a needed measure of adaptability.

### Action Decision

The TAC and staff recommendations for moving forward may warrant additional review and/or a decision from others including the general public, the City Manager, the Planning Commission, the Sustainability Commission or the City Council. The Planning Commission and Sustainability Commission are important reviewers in this analysis. For instance, a recommendation to start a new UGB planning review process (action option d) is a new project that ultimately must be directed to staff by the City Council.

### Action Options

Because predicting future growth needs is challenging, a wide spectrum of potential actions must be considered to meet the community's needs and changing circumstances. Recommended actions may include the following:

- a. Do nothing; **wait and see** how the trends play out for one or more years
- b. Direct staff to **explore contingency measures**, i.e. possible future actions that may be considered later if trend divergence continues. These could include a) focusing on programmatic efforts to slow consumption of land supply within the existing Envision Eugene policy framework, such as through greater investment in current programs, b) undertaking urban reserve planning to identify where future UGB expansion might occur, or c) reconsideration of previous City Council actions or policies that may be relevant to the current situation
- c. Direct staff to **implement new or previously identified solutions** (e.g. previously identified contingency measures under b)

- d. Direct staff to accelerate a **new UGB planning review** process (current date of next comprehensive review is 2032, or planning year 20). This option may require consideration of a new policy framework from Envision Eugene, new efficiency measures, and new UGB expansion areas.

## **Step 6 Program Evaluation**

The Monitoring Program shall be periodically evaluated to ensure efficiency, accuracy and that the program goals are being achieved. The collection and reporting tasks identified in the Monitoring Program have been developed without full knowledge of how the information will be used in the future. This calls for a system that is both comprehensive and flexible. To ensure the adaptability and success of the program over time, a comprehensive evaluation shall be conducted approximately every three years.

Review of program adjustments may be conducted as follows:

- Adjustments regarding data collection will be reviewed by the TAC at least annually
- Major adjustments to the program, such as reporting frequency or in-depth review triggers and process, will be reviewed by the TAC and other bodies as necessary

### Appendices

- A. TAC Operating Framework (draft)
- B. Key Questions & Key Data
- C. Data Reporting Types By Pillar
- D. Quantitative Data List
- E. Qualitative Assessment Framework (To be developed)
- F. Quantitative Data collection methods (draft)
- G. Data Definitions & Relevance (To be developed)
- H. Range Variations for Quantitative data (To be developed)

**B. Livability Indicators Program [Placeholder]**



**Envision Eugene: Vision to Action - Meetings and Events**

Envision Eugene: Vision to Action is a collection of four documents:

The Community Vision, The Comprehensive Plan (and UGB), The Urban Form Plan, and The Action Plan.

The Envision Eugene Comprehensive Plan and UGB (urban growth boundary) are the regulatory parts which will proceed through a formal adoption process. A list of the formal “adoption package” materials will be available at [www.envisioneugene.org](http://www.envisioneugene.org).

The Community Vision and the Urban Form and Action Plans help express and realize the vision but are non-regulatory and will be reviewed for endorsement.

<p><b>2015</b> <b>Aug.-Oct.</b></p> <p><b>Working Drafts</b></p>	<p><b>Envision Eugene: Vision to Action</b></p> <p>Comprehensive Plan/UGB (Phase I)</p> <p>Community Vision Urban Form Plan Action Plan</p>	<p>Aug. 31</p> <p>Sept. 1</p> <p>Sept. 14</p> <p>Sept. 14</p> <p>Sept. 14</p> <p>Sept. 17</p> <p>Sept. 21</p> <p>Sept. 23</p> <p>Sept. 29</p> <p>Oct. 5</p> <p>Oct. 14</p> <p>Oct. 19</p>	<ul style="list-style-type: none"> <li>o EPC review of Envision Eugene Plan &amp; UGB Public Involvement Approach + Transportation Plan</li> <li>o BCC update</li> <li>o EPC meeting on Comprehensive Plan chapters for compact development, housing, &amp; administration</li> <li>o CC update on Adoption Package Approach and Timeline</li> <li>o Working drafts of all phase I of the Comprehensive Plan chapters at <a href="http://envisioneugene.org">envisioneugene.org</a></li> <li>o City Boards and Commissions Workshop on Comprehensive Plan</li> <li>o EPC update on Community Vision</li> <li>o Working drafts of Community Vision at <a href="http://envisioneugene.org">envisioneugene.org</a></li> <li>★ Community Design Handbook Open House, working draft at <a href="http://envisioneugene.org">envisioneugene.org</a></li> <li>o EPC update on Community Design Handbook</li> <li>o Working drafts of preliminary Draft 1 on <a href="http://EPC webpage">EPC webpage</a> and <a href="http://envisioneugene.org">envisioneugene.org</a></li> <li>o EPC meeting on preliminary Draft 1</li> </ul>
<p><b>2015</b> <b>Oct.-Dec.</b></p> <p><b>Draft 1: Preliminary</b></p>	<p><b>Envision Eugene: Vision to Action</b></p> <p>Comprehensive Plan/UGB (Phase I)</p> <p>Community Vision Urban Form Plan Action Plan</p>	<p>Date TBD - <b>Draft 1</b> of all parts of the Envision Eugene: Vision to Action at <a href="http://envisioneugene.org">envisioneugene.org</a></p> <p>October</p> <p>Nov 3</p> <p>Nov 5, 12, 17</p> <p>Nov-Dec</p> <p>Nov-Dec</p> <p>Nov-Dec</p> <p>Dec. 14</p>	<ul style="list-style-type: none"> <li>o Revamped <a href="http://envisioneugene.org">envisioneugene.org</a> website</li> <li>o Neighborhood Leader and Board Outreach</li> <li>★ Community Feedback Sessions (<i>tentative</i>)</li> <li>o Technical documents at <a href="http://envisioneugene.org">envisioneugene.org</a></li> <li>o Community Resource Group</li> <li>o Meetings with other stakeholder groups</li> <li>o EPC update on public input gathered for Preliminary Draft 1; EPC direction on all components for Draft 2</li> </ul>
<p><b>2016</b> <b>Jan.-Apr.</b></p> <p><b>Draft 2: for Planning Commission Process</b></p>	<p><b>Envision Eugene: Vision to Action</b></p> <p>Comprehensive Plan/UGB (Phase I)</p> <p>Community Vision Urban Form Plan Action Plan</p>	<p>Date TBD - <b>Draft 2</b> of all parts of the Envision Eugene: Vision to Action at <a href="http://envisioneugene.org">envisioneugene.org</a></p> <p>TBD</p> <p>TBD</p>	<p><i>Formal adoption process on Comprehensive Plan/UGB “adoption package”:</i></p> <ul style="list-style-type: none"> <li>★ Public Hearing notice / formal public comment</li> <li>o Joint EPC/LCPC Work Session</li> <li>★ Joint EPC/LCPC Public Hearing</li> <li>o PC Deliberations and Recommendation</li> </ul> <p><i>Review of Vision, Urban Form and Action Plans and endorsement:</i></p> <ul style="list-style-type: none"> <li>★ Public input opportunity</li> <li>o EPC meeting on endorsement</li> </ul>
<p><b>2016</b> <b>May-July</b></p> <p><b>Draft 3: for Elected Officials Process</b></p>	<p><b>Envision Eugene: Vision to Action</b></p> <p>Comprehensive Plan/UGB (Phase I)</p> <p>Community Vision Urban Form Plan Action Plan</p>	<p>Date TBD - <b>Draft 3</b> of all parts of Envision Eugene: Vision to Action at <a href="http://envisioneugene.org">envisioneugene.org</a> (if needed)</p> <p>TBD</p> <p>TBD</p>	<p><i>Formal adoption process on Comprehensive Plan/UGB “adoption package”:</i></p> <ul style="list-style-type: none"> <li>★ Public Hearing notice / formal public comment</li> <li>o CC/BCC Work Sessions</li> <li>★ Joint CC/BCC Public Hearing</li> <li>o CC/BCC Deliberations and Action</li> </ul> <p><i>Review of Vision, Urban Form and Action Plans for endorsement:</i></p> <ul style="list-style-type: none"> <li>★ Public input opportunity</li> <li>o CC meeting on endorsement</li> </ul>

★ = general public input opportunity

o = staff presentation, meetings, or work sessions with boards, committees, elected officials or other groups

TBD = date to be determined; meeting dates will be updated regularly

EPC = City of Eugene Planning Commission LCPC = Lane County Planning Commission CC = City of Eugene City Council BCC = Lane County Board of Commissioners

EPC website with links to meeting webcasts and materials is: [www.eugene-or.gov/pc](http://www.eugene-or.gov/pc)

CC website with links to meeting webcasts and materials is: <http://www.eugene-or.gov/councilmeetings>

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