

Urban Reserves Planning

Draft Project Charter



May 2018

Project Title: Urban Reserves Planning

Project Charter Author: Rebecca Gershow

Creation Date: add when signed

Last Revision Date: May 8, 2018

Project Origin: Council direction 7/20/2015, Envision Eugene strategy

Project Sponsors: Robin Hostick (City of Eugene Planning Director), Lydia Kaye (Lane County Director of Land Management)

Project Manager: Rebecca Gershow, Senior Planner

Project Team Members: Included herein

Project Charter Status: Pending

Proposed Project Start and End Date: Winter 2018-Winter 2021 (approx. 3 years)

Overview/Purpose

Project Background

The Envision Eugene community vision identified seven pillars or community values to guide long range planning in our community. Direction on how to set the urban growth boundary (UGB) for 2032 was provided by the City Council in 2015 and 2016. As part of the Council's 2015 direction on planning for housing, they specifically directed staff to begin longer term urban reserves planning, and to bring a proposed urban reserve area back to Council for their consideration within two years of UGB acknowledgement. Since the UGB was acknowledged by the state of Oregon in January 2018, staff is targeting a deadline of January 2020 to provide the City Council and Board of Commissioners with an urban reserves proposal to consider. After receiving direction, staff will move forward with the formal adoption process. This project charter details the process envisioned for successful delivery of the project.

What are Urban Reserves?

State law allows cities to designate lands outside the adopted UGB as urban reserves. This is a special designation for lands outside the UGB that can be considered a first priority if and when a city needs to expand its UGB for a growing population. State law allows cities to plan for up to 50 years of projected population growth through urban reserves, meaning up to 30 years beyond the adopted (20-year) UGB. Similar to a UGB, urban reserves are supposed to include land needed for housing and jobs, as well as public lands such as parks, schools and other services. Land designated as urban reserves remains rural land, and cannot be urbanized, unless it is brought into a city's UGB through the formal process for UGB expansion.

Eugene's urban growth boundary, adopted by Eugene and Lane County, is planned to accommodate Eugene's land needs for 20 years, during the planning period of 2012-2032. Based on the UGB horizon of 2032, urban reserves will identify the additional land that Eugene is likely to need between the minimum (10) and maximum (30) years after 2032, or as late as 2062, as allowable under state law.

Why Plan for Urban Reserves?

Eugene's future rate of population growth is uncertain, and our best predictions are likely to be wrong. If we do grow faster than anticipated, we need to be prepared with a plan to grow in the best places and in the ways that best align with our community values. Currently, future UGB expansions in Eugene would likely be limited by state law to "exception areas," or lands that are already developed to some degree. Studies show that most of these lands fall short of important goals and may not meet our community's needs. For example, they may be unaffordable due to the high cost of providing utilities such as water and sewer, and offer poor access to neighborhood amenities and public services such as transit.

This is an urgent problem because our City Council has directed us to re-examine our UGB three years after our UGB is acknowledged by the state. This direction says we should use the most recent population forecast available at the time, which we anticipate will show a significantly higher 20-year population for Eugene¹ than we are currently considering. If it turns out we have a need to expand at that time and Council chooses to do so, we would most likely have no choice but to expand onto the above-described exception lands. Having an urban reserves designation in place at that time will allow the City to more effectively and efficiently consider a UGB expansion onto urban reserve land that will meet our community's needs and values.

In addition, urban reserves can help land owners surrounding the urban growth boundary plan for the future by clarifying which properties will be reserved for possible urban use and which ones will not. Similarly, once urban reserves are established, Eugene and Lane County and service providers like EWEB, LTD, and others will be better able to plan for the costs and coordination needed to serve future neighborhoods with public facilities and services.

Any future UGB expansions onto urban reserve lands will still be guided by state law, requiring a rigorous study of 20 year land needs responding to up-to-date population forecasts and growth monitoring reports produced by the City's new growth monitoring program.

Building on Recent Efforts

Because of the tremendous amount of work that went into determining the need for and location of the 2032 urban growth boundary, a great deal of information has been gathered regarding the City's surrounding land. The project will need to identify lands for the housing, parks, schools, and jobs needed by Eugene's population in the long term future, while achieving the area's high expectations for regional open space and preservation of significant farmland, waterways, natural resources and landscapes. The City and County are now well equipped to build off of recent work to determine future urban reserves.

Process

The urban reserves process is enabled by state law. The planning process will be a collaborative effort among community members, property owners, stakeholder groups, the City of Eugene, Lane County, and regional utility and service providers.

The planning process will answer the following questions:

How much land will Eugene need to house and employ new residents between 2032 and 2062?

¹ The 2009 Lane County-adopted population forecast used in Eugene's current UGB adoption process shows about 34,000 new residents in the 20 year period of 2012-2032; the 2015 PSU population forecast shows about 40,000 new residents in the 20-year period of 2015-2035.

Portland State University forecasts a 2062 population of 267,947 for Eugene. We will update our land supply projections using these 2015 PSU certified population projections, adopted housing mix assumptions and updated employment growth rate numbers, and project them out 10-30 years beyond the UGB horizon of 2032, as allowable by state law.

Which lands around Eugene are best suited to meet our community's needs and values for urban uses in the future?

Building off of recent work, we will develop a study area and analyze land suitable for inclusion in an urban reserve. This is a multistep process; we will follow the steps in OAR 660-021-0010 and build off of the expansion analysis used for determining land suitable for inclusion in the UGB.

What are the community's preferences in planning for urban reserves that meet the long term vision and needs of Eugene's future population?

We will engage community members, service providers, public agencies and community groups at key decision-points throughout the process to determine the preferred planning period, location and size of an urban reserve.

Staff will provide the City Council and Lane County Board of Commissioners an opportunity to act on a proposal for urban reserves by January 2020. Once direction is given on a preferred urban reserves area, staff will prepare documents for formal adoption with the goal of scheduling the first Planning Commission public hearing within six months, and providing an opportunity for local action by December 2020.

Urban reserves must be established cooperatively through intergovernmental agreements between the City, County and special districts serving or projected to serve the urban reserve area. Each jurisdiction will need to adopt agreements at or before the time of Urban Reserve designation. The final Urban Reserve ordinance will be adopted by both the City of Eugene and Lane County, and must be acknowledged by the State Division of Land Conservation and Development.

Failure to Reach Resolution

Failure to reach an agreed upon urban reserve proposal would leave our community with fewer options for future growth of our city and prevent us from realizing our values and vision. The City would be less prepared to respond to uncertainties in population growth, resulting in impacts to current and future residents. Property owners and residents would face continued uncertainty about where future growth may occur, with impacts to private investments in farming, forestry, and other uses. In addition, failure could mean more expensive and less effective provision of critical public services such as fire protection, transportation, electricity, and water resources, with higher costs for local residents and jurisdictions. Higher costs for services and development also reduce our community's ability to produce future housing and jobs, and may increase the cost of future housing.

Goals

The goal of the project is to designate Urban Reserves for long term growth (up to 30 years beyond the 2032 UGB) in Eugene that:

1. Supports the pillars of Envision Eugene and advances the community vision beyond the 2032 UGB.

2. Reflects deep collaboration among the City, County, community, and service providers through both technical/agency-based and community-based planning activities.
3. Establishes a clear vision for Eugene’s growth beyond the 2032 UGB, and provides strategies necessary to enable development in the urban reserve area in line with the community’s long term vision.
4. Identifies tools and strategies to implement the area’s regional open space vision, including preservation of significant farmland, waterways, natural resources and landscapes.

Objectives

The following objectives are specific, measurable outcomes of success for this project.

1. The urban reserve proposal will be consistent with the Envision Eugene community vision, statewide planning goals, guidelines, rules and statutes, and local policies and codes, as demonstrated through findings at the time of urban reserve adoption.
2. The proposal will receive recommendations of approval from both Eugene and Lane County Planning Commissions.
3. Intergovernmental agreements between Eugene, Lane County, and special districts serving or projected to serve the designated urban reserves, such as water and electricity, wastewater, transportation and fire protection, will be completed.
4. Urban Reserves will be adopted by the Eugene City Council and Lane County Board of Commissioners.
5. Eugene’s Urban Reserves will be acknowledged by the state Department of Land Conservation and Development.

Milestones/Timeline

Urban Reserves Planning Process Summary Timeline											
2018				2019				2020			
Winter	Spring	Summer	Fall	Winter	Spring	Summer	Fall	Winter	Spring	Summer	Fall
Project Initiation											
	Technical Analysis										
					Develop Options						
								*UR Proposal			
								IGA & Adoption Process			
Community Engagement											

*The target for City and County consideration of proposed urban reserves is within 2 years of UGB acknowledgement, or January 2020.

Project Scope

The Urban Reserves Project is a process to adopt an urban reserves area in coordination with the development of our growth monitoring program, so as to strategically position the city of Eugene for smart growth consistent with our needs and values into the future. Five main phases of work are anticipated, as described below. There will be extensive public involvement throughout the project, as described in the Public Involvement Plan.

1. Project Initiation, winter-spring 2018

Development of a Project Charter and Public Involvement Plan (PIP) are the first steps of the project. Staff will take these deliverables to the City and County Planning Commissions, City Council and Board of County Commissioners for their review, discussion and input. The documents will be refined, and the Eugene Planning Commission will approve the PIP. City and County staff will jointly sign the Project Charter.

Following this initial input, we will introduce the broader public to the project and build a strong base of participation. The major communication methods for the project will be implemented during project initiation, and used throughout the planning process.

In this phase, we will also establish the three inter-jurisdictional committees comprised of community volunteers, leaders and staff who will contribute to project decision-making. They will have specific roles related to technical review, policy review, and service provision.

2. Technical Analysis, summer 2018-spring 2019

The purpose of the technical analysis is to determine how much the city will need to grow between 2032 and 2062, and to inform and assist the City and County in evaluating potential urban reserve areas to meet these identified growth needs. The information in the technical analysis will help the City and County determine which areas within the selected study area merit further consideration as candidates for inclusion in the urban reserves. The approach has three steps; the third step being the most lengthy:

- a) Update the Envision Eugene Land Sufficiency Model to determine land need projections for population growth between 10 and 30 years beyond our 2032 UGB;
- b) Determine the study area size necessary for evaluation of land for possible inclusion in urban reserves, based on the land need projections;
- c) Evaluate the study area land for inclusion in urban reserves consistent with the priorities listed in OAR 660-021-0030, and the locational factors of Statewide Land Use Goal 14.² As part of this work, we will develop a preliminary analysis of how much, and where, future growth can best be accommodated within the study area. The analysis will include factors such as:
 - i. study area characteristics;

² According to OAR 660-021-0030, the process used for determining urban reserves is similar to determining an urban growth boundary. Land is prioritized using the same categorization methodology as shown in the UGB Study Area map's priority land categories.

Deleted b/c urban reserves are actually 1st priority, Exception lands 2nd, marginal lands 3rd, farm & forest 4th. But I don't think we need to include this detail.

- ii. planned and existing land uses;
- iii. surrounding land uses;
- iv. constraints (factors that reduce the amount of developable land), including protected lands and committed public lands;
- v. public facility serviceability (including wastewater, water, transportation and stormwater);
- vi. other existing and potential services to the study area (including transit, fire, electric, schools);
- vii. capacity analysis for future housing, parks, schools and jobs; and
- viii. consideration of locational factors described in Goal 14, which include:
 - 1) Efficient accommodation of identified land needs;
 - 2) Orderly and economic provision of public facilities and services;
 - 3) Comparative environmental, energy, economic and social consequences; and
 - 4) Compatibility of the proposed urban uses with nearby agricultural and forest activities occurring on farm and forest land outside of the UGB.

3. Develop Urban Reserve Area Options, summer-fall 2019

In phase 3, we will refine draft options for urban reserves based on the technical analysis of phase 2, and begin developing intergovernmental agreements with area service providers. We will develop two or more growth scenario alternatives within the study area that will identify areas for the additional land that Eugene is likely to need between 10 and 30 years after 2032, or as late as 2062. We will engage community members, service providers, public agencies, community groups and our elected and appointed leaders to determine the preferred planning period, location and size of an urban reserve and develop preliminary intergovernmental agreement content.

4. Urban Reserve Area Proposal, January 2020

By January 2020, an urban reserve proposal incorporating the above input will be brought forward to the Eugene City Council and Lane County Board of Commissioners for their consideration. The decision makers will have the opportunity to direct staff on the urban reserve timeframe, area, and preparation of an adoption package.

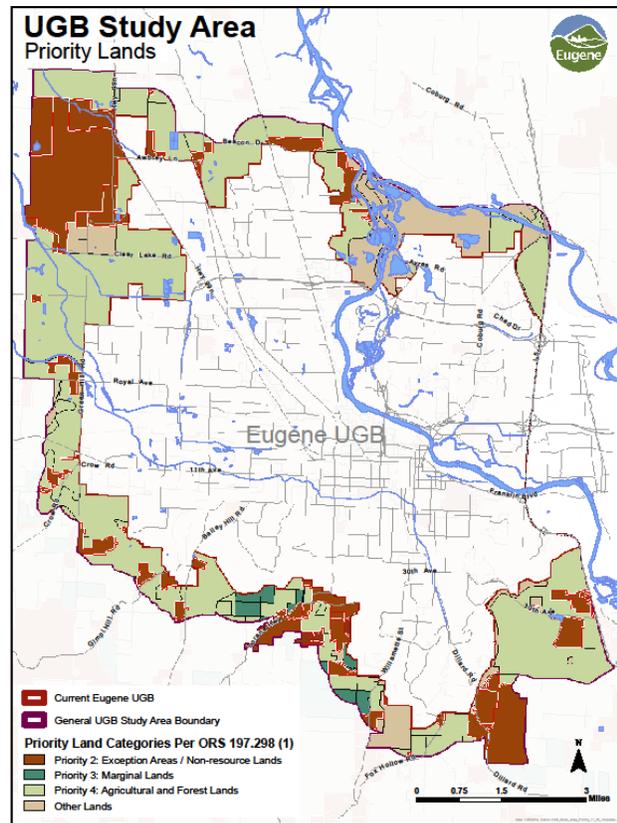
5. Formal Adoption Process and IGA development, February-December 2020

The final phase of the project includes the development of urban reserve agreements (or intergovernmental agreements/IGAs) among Eugene, Lane County, and the special districts serving or projected to serve the proposed urban reserve area. These agreements will need to be signed by each jurisdiction at or prior to the time of urban reserve designation. Other work in this phase includes refining the urban reserve proposal based on Council and Board of Commissioners input, ordinance development, metro plan and comprehensive plan amendments (including metro plan boundary review), and the development of a complete Urban Reserves adoption package with findings, for recommendations by City and County Planning Commissions, and adoption consideration by the City Council and Board of County Commissioners in a formal public hearing process. Public engagement in this phase will focus on communicating the City and County direction on urban reserves to the community in order to ensure that it meets community-wide goals and objectives.

Geographic Area

OAR 660-021-0030 directs cities to study lands adjacent to, or nearby, the urban growth boundary for suitability for inclusion within urban reserves, according to established priorities. “Nearby” land is defined as land that lies wholly or partially within a quarter mile of an urban growth boundary.

The urban reserves process will start with the UGB expansion study area established for Envision Eugene, which is at a minimum one half mile from the UGB. All potential expansion areas studied from 2012-2016 will be included, such as the Russel Creek basin (LCC basin), Bailey Hill/Gimpl Hill area, Crest/Chambers area, and Greenhill/Willow Creek (DAG Trust) area, in addition to lands in-between these previously studied areas. Without further study, it is unclear if this initially-proposed area will be adequate to provide enough land to meet Eugene’s future needs. The Project Management Team (PMT) may recommend changing the study area boundary to include more or less land, based on the land need projections and consultant or DLCDC recommendations.



Deliverables

Below is a list of summarized project deliverables. Project deliverables correspond with public engagement opportunities as described in the Public Involvement Plan and in the Outreach Process graphic.

Deliverable	Target	Description	Lead/Support
PREPARATORY DELIVERABLES			
Project Charter	June 2018	Clear articulation of Project goals and objectives, scope of work and decision making process	Gershow/PMT
Public Involvement Plan	June 2018	The Public Involvement Plan will establish the best means to reach the diverse constituencies across the community during key engagement opportunities or decision-making events	Gershow/PMT
Working timeline and budget	ongoing	More details added as project scope is refined	Gershow/PMT

INTERMEDIATE PROJECT DELIVERABLES			
Public Engagement Materials, Activities and Summaries	ongoing	Implementation of public engagement plan and documentation of results, compiled as a series of public engagement summaries	Gershow/ Stuart/PMT
Land Need Projections Report	July 2018	Update of the Envision Eugene Land Sufficiency Model to determine land need projections for 10-30 years beyond the 2032 UGB	Gershow/ O'Donnell/ Consultants/ PMT
Urban Reserve Study Area Map	August 2018	Determination of study area size necessary for evaluation of land for possible inclusion in urban reserves, based on land need projections	Gershow/ Evans/PMT
Study Area Data Bank	Summer-Fall 2018	Collect/update and refine relevant study area data, including but not limited to GIS layers, wetland determination, infrastructure costs and serviceability	Gershow/ Consultants/ Evans/PMT
Urban Reserve Study Area Evaluation Report	Draft Winter 2019; Refinement Spring 2019	Develop a preliminary analysis of how much, and where, future growth can best be accommodated within the study area. Evaluate the study area for inclusion in urban reserves consistent with the OAR and Goal 14	Gershow/ Consultants/ Evans/PMT
Urban Reserve Options	Draft Sum. 2019; refinement Fall 2019	Develop two or more growth scenario alternatives for urban reserves based on between 10 and 30 years of land needs from 2032	Gershow/ Evans PMT
Draft Urban Reserve Proposal	Nov 2019	Draft proposal for Urban Reserve Area based on above analysis and input to Eugene and County Planning Commissions	Gershow/ PMT
Draft Service Provider Agreement Points	Nov 2019	Draft service provider agreement points re: sewer, water, fire protection, parks, transportation and storm water	Gershow/ County staff/Service Providers/PMT
FINAL DELIVERABLES			
Urban Reserve Proposal	January 2020	Provide materials necessary for Eugene City Council and Lane County Board of Commissioners direction to staff on a preferred urban reserve timeframe and area, and preparation of an adoption package.	Gershow/ Stuart/ County Staff/PMT
Urban Reserve IGAs	Fall 2020	Final service provider intergovernmental agreement(s)	Gershow/ County /Service Providers/PMT
Urban Reserve Adoption Package	Fall 2020	Provide materials necessary for adoption of Urban Reserves Ordinance and by the Eugene City Council and Lane County Board of Commissioners	Gershow/ Stuart/Jerome / County Staff/ PMT
Delivery of materials for DLCDC Acknowledgement	After local action is taken	Provide materials necessary for acknowledgement of Urban Reserve Area by the state	Gershow/ Jerome

Key Stakeholders

The list of urban reserves stakeholders is lengthy and iterative, and will build off of the list used for Envision Eugene. Pro-active outreach to a diverse array of stakeholders—from the general public to area service providers—is essential in order for the project to succeed. Broad participation will be critical for meeting project goals and objectives and building trust within the community.

Project stakeholders include study area and near-by property owners, residents, housing interests, business owners and employees, farmers, organizations and advocacy groups, institutions, local public agencies and service providers, and state agencies, among others.

The project will reach out to under-represented populations by collaborating with other planning processes, organizations, and agencies that have established communication networks. Materials, meetings, and input methods will strive to meet the needs of the entire community. More information can be found in the Public Involvement Plan, including a draft stakeholder list, which will be updated throughout the project.

Public Involvement Plan

The Public Involvement Plan (PIP) includes a menu of best practices for public engagement at project milestones. The PIP will be consistent with the City's recognized *Principles for Public Participation*. People will be given multiple opportunities and different ways to engage the planning process, reflecting that each individual has different levels of interest in involvement.

The Eugene Planning Commission and City Council and Lane County Planning Commission and Board of Commissioners will review the PIP, and the Eugene Planning Commission will approve the plan in their capacity as the City's Citizen Involvement Committee. Please refer to the Draft Public Involvement Plan for complete information.

Decision Making Process

Urban Reserves Planning Process Structure

The foundation for Urban Reserves planning is the Envision Eugene community vision, which is the result of intensive work with the community over many years. A successful urban reserves planning process will depend on a strong City-County collaboration, including robust participation and deep engagement from community residents, stakeholders, Lane County, and other service providers within the potential urban reserves area. Below are the different roles and responsibilities of participants in the planning process:

General Public and Key Stakeholders:

Most members of the *general public* are anticipated to engage in the process passively or occasionally (e.g., reading stories in the media, newsletter articles, taking online surveys, and/or attending workshops, neighborhood meetings or larger public events). *Key stakeholders* are likely to engage more actively or consistently; they will take time to get more deeply involved because the project affects them significantly. In addition to the examples above, they may also participate in interviews or small group meetings. Both groups may generate ideas and offer solutions to address concerns; they may also provide feedback on proposed urban reserves options.

Subject-Area Experts and Organizations:

Individuals, organizations or groups representing a specific interest or specialty area will be engaged in the urban reserves process through meetings, phone calls, the Technical Analysis Committee, or the Service Provider Working Group (see below). Examples of interest areas include:

- Parks, Open Space, and Natural Resources
- Climate and Hazard Resiliency
- Agriculture, Forest Resources
- Utilities and Infrastructure (water and electricity, transportation, wastewater, stormwater, fire and police)
- Schools
- Housing
- Economic Development/Jobs
- Fiscal Analysis

Service Provider Working Group:

City and County staff, along with technical staff and boards of directors of urban reserve area service providers will collaboratively develop intergovernmental agreements pertaining to the provision of land use regulations, building code administration, wastewater, water, fire protection, parks, transportation and stormwater. Different agreements will be needed at the time of urban reserve designation and upon inclusion of part or all of the reserves within Eugene's urban growth boundary. The Service Provider Working Group will be developed to discuss service provision in the urban reserve area, develop the IGAs, and act as liaisons to their agency leadership. A preliminary list of service providers is included in the Public Involvement Plan stakeholders list.

Envision Eugene Technical Advisory Committee (EETAC):

Originally designed to specifically serve the Growth Monitoring Program, the scope of the EETAC will be expanded to include City-wide growth management initiatives related to growth monitoring, including Urban Reserve Planning. The EETAC will review project assumptions, technical analysis, and development of options. They will provide feedback to staff on technical-related issues, maintain institutional memory regarding assumptions and analysis related to long-term growth management-related efforts (monitoring, urban reserves, expansion), and will review technical information used to inform policy decisions. EETAC members will be asked to think about long-term community-wide growth implications, and will represent their areas of interest and/or organizations around Eugene as well as the interests of the community as a whole. EETAC members will be appointed by the City Manager. They will represent varied voices from across the community with diverse interests and areas of expertise, and will include Planning Commission, Sustainability Commission and City Council representation. County representation will be encouraged.

Triple Bottom Line Sounding Board:

The Triple Bottom Line, or TBL, is a framework the City of Eugene is using to reach its sustainability goals. It's designed to help us think about and explore the environmental, equity and economic impacts, benefits and trade-offs of our decisions. In addition to the technical work described in this project charter, there are numerous city- and county-wide policy directives that impact project-level actions. To ensure consistency among the diverse directives and ensure representation of broader community perspectives in the Urban Reserves project, a Triple Bottom Line Sounding Board will be convened from

existing boards, committees and commissions. The sounding board will be comprised of representatives of at least the following:

- City of Eugene Human Rights Commission
- City of Eugene Planning Commission
- City of Eugene Sustainability Commission
- Eugene Area Chamber of Commerce Local Government Affairs Council
- Eugene Water and Electric Board
- Housing Policy Board
- Lane County Planning Commission
- Lane County Transportation Advisory Committee
- Lane Transit District Strategic Planning Committee

The Sounding Board is charged with communicating with the Project Management Team to:

- Employ a metro area-wide perspective;
- Provide advice, feedback, and critical review of policies and project ideas;
- Provide advice and input on how best to reach community members and their topic-specific constituencies;
- Act as liaisons to the groups they represent, providing information and soliciting feedback to keep them informed and engaged in the project.

Eugene Planning Commission and Lane County Planning Commission:

- Review and provide input on the Public Involvement Plan and Project Charter
- Eugene Planning Commission will approve the Public Involvement Plan
- Receive updates and provide input on draft documents throughout the approximately 3-year planning process
- Make final recommendations to adopting bodies, Eugene City Council and Lane County Board of Commissioners.

Eugene City Council & Lane County Board of Commissioners:

- Review and provide input on the Public Involvement Plan and Project Charter
- Receive updates and provide direction to the PMT throughout the 3-year planning process
- Convene public hearings, consider the Planning Commission recommendations, and act to adopt by the Ordinance the Urban Reserves proposal as spelled out in state statute.

Formal Adoption Process

Once the planning process runs its course, the draft proposal must be taken through the formal adoption process. This engages the City Council, Lane County Board, and both the City and County Planning Commissions. The following list includes those decision-making steps where a specific action must be taken by a particular party:

1. Public Involvement Plan

FINAL ACTION: Eugene and Lane County Planning Commissions, Eugene City Council and Lane County Board of Commissioners review, and Eugene Planning Commission, serving as the Citizen Involvement Committee, approves plan.

2. Project Charter

FINAL ACTION: Eugene and Lane County Planning Commissions, Eugene City Council and Lane County Board of Commissioners review, and City and County staff finalize and sign the Charter.

3. Direction on Urban Reserve Options

INTERIM ACTION: Eugene and Lane County Planning Commissions review and provide input on urban reserve options. Staff will bring a proposed urban reserve option to the City Council and Lane County Board of Commissioners for their consideration and action.

4. Intergovernmental Agreements

FINAL ACTION: Eugene, Lane County, and other service providers in the proposed urban reserves area approve and sign IGAs prior to final urban reserves designation.

5. Final Urban Reserve Proposal

FINAL ACTION: Eugene and Lane County Planning Commissions will hold public hearings on the proposed urban reserve designation and provide a recommendation to the Eugene City Council and Lane County Board of Commissioners. The Council and Board of Commissioners will hold public hearings, deliberate, and consider adoption of urban reserves by separate Ordinance. Staff will attempt to convene Joint Work Sessions and Public Hearings to maximize interjurisdictional coordination and public involvement.

6. Acknowledgement by DLCD

FINAL ACTION: Acknowledgement of the Urban Reserve area by the state.

Coordination Protocol

This section addresses the internal decision-making process, and establishes a structure that keeps all necessary players involved in creating, reviewing, or approving products so the project reaches a successful outcome. Specific individuals may change during the life of the project. This section also outlines the process for making amendments to this charter.

INTERNAL COORDINATION

Project Policy Team:

PPT members are agency leaders and staff liaisons to the participating TBL Sounding Board groups. They act as liaisons, providing project information to elected and appointed officials and agency leadership. They also provide high-level policy direction and allocate staff resources to the project. There are no standing meetings of the PPT; members will be consulted with individually and will receive regular email updates from the Project Manager.

Name	Title / Area of Expertise	Department
Sarah Medary	Executive Director	Eugene Public Works
Denny Braud	Executive Director	Eugene Planning & Development
Kristie Hammitt	Assistant City Manager	Eugene City Manager's Office
Dan Hurley	Executive Director	Lane County Public Works

Lydia Kaye	Division Manager	Lane County Land Management
Aurora Jackson	General Manager	Lane Transit District
Frank Lawson	General Manager	Eugene Water and Electric Board
Robin Hostick	Planning Director	Eugene Planning and Development
Jennifer Van Der Haeghen	Manager	Eugene Office of Human Rights & Neighborhood Involvement
Stephanie Jennings	Manager, Housing Programs	Eugene Community Development Division
Chelsea Clinton	Sustainability Analyst	Eugene City Manager's Office
David Reesor	Transportation Planning Manager	Lane County Public Works

Project Management Team (PMT):

A small core team of City and County staff tasked with carrying out the project in accordance with the Project Charter. The PMT will make crucial decisions in a timely manner, handle day-to-day operations, and be the face of the project with community members and groups, committees, and decision-making bodies. The PMT meets regularly to make crucial decisions in a timely manner. At this point, the PMT is comprised of the following:

City of Eugene		
Name	Title / Area of Expertise	Department
Rebecca Gershow, Project Manager	Senior Planner	City PDD/ Planning
Lindsey Eichner/Keir Miller	Senior Planner	Lane County Land Management
Terri Harding	Principal Planner	City PDD/Planning
Robin Hostick	Planning Director	City PDD/ Planning
Emily Jerome	Land Use Attorney	City Attorney's Office
Heather O'Donnell	Senior Planner	City PDD/Planning
Philip Richardson	Parks Planning	City Public Works/POS Planning
Audrey Stuart	Planning Analyst	City PDD/Planning

Technical Analysis Committee (TAC):

Technical Analysis Committee members provide technical support as needed to the Project Management Team and the Service Provider Working Group. Responsibilities may range from significant work on project components to periodic assistance; taking lead staff roles in developing intergovernmental agreements; assigning other staff project tasks; and vetting ideas and policies for feasibility in balance with budgets and other City/County/agency priorities.

The Technical Analysis Committee is comprised of City, County and partner agency staff. Additional agencies will participate in the Service Provider Working Group. The list here reflects current thoughts; staff may not have committed to participating in the project yet. These seats may be filled by designees or a permanent replacement without formal amendment to the Charter.

City of Eugene		
Name	Title / Area of Expertise	Department
Matt Rodrigues	Traffic Engineer	City PW/ Traffic Operations
Rob Inerfeld	Transportation Planning Manager	City PW/ Engineering

Therese Walch	Engineer/ Stormwater management	City PW/ Engineering
Carolyn Burke	Parks Planning/ Open Space visioning	City PW/ POS
Anne Fifield	Economic Development planning, fiscal analysis	City PDD/ Comm Dev
Rene Kane	Neighborhood Planner	Office of Human Rights & Neighborhood Involvement
TBD	Land Use Code	City PDD/ Planning
Jen Knapp	Graphic design	City PDD/ Planning
Thea Evans	GIS Analyst/Planner	City PDD/ Planning
TBD	Police captain or other	Eugene Police Department
Teri Higgins	Wastewater	PW Engineering
Michael Wisth	Recycling and Solid Waste	PDD Green Team
TBD	Building code administration	PDD/Building Permit Services
Lindsey Selser	Communications	City PDD
TBD	Fire Department staff	Eugene-Springfield Fire Dept.
Other partner agencies (partial list)³		
Name	Title / Area of Expertise	Organization/Department
Becky Taylor	Sr. Transportation Planner	Lane County PW
Sasha Luftig	Sr. Project Manager	Lane Transit District
Laura Farthing	Project Manager	EWEB Water
Jeannine Parisi	Government Affairs Manager	EWEB Government Affairs
David Richey	GIS	LCOG
Ellen Currier	GIS/Growth Modelling	LCOG

CHARTER AMENDMENTS

Charter amendments are occasionally necessary to ensure the Charter remains current and relevant throughout the project. City and County members are signatory to the charter.

- For major amendments, such as a change to the timeline or removal of a previously agreed upon deliverable, the *Project Management Team* must review and recommend the change by a super-majority. The signatories of the Charter will review and confirm any major amendments.
- For minor amendments, such as changing members of the Technical Advisory Committee, the PMT is empowered to make those amendments administratively.

Project Budget

The following explains the funding amount, sources of funding, and the status of those funds. It is very general at this point. Project and budget tracking tools are being developed to manage the project and monitor funding. Cost estimates are being developed and refined in coordination with detailed tasks. A detailed budget will be developed that is beyond the scope of the charter.

City of Eugene funds allocated by City Council in June 2015: \$750,000

At this point in the project, costs include:

- Full-time Senior Planner/Project Manager; hired for a 3 year limited duration position

³ For additional partner agencies, see the list of “Service Providers and Local Governments in or Adjacent to the Potential Urban Reserves Area” in the Public Involvement Plan (p. 7).

- Half-time Planning Assistant; in the process of being hired for a limited duration position
- Planning staff time in support of the Economic Cartography project currently under contract with Urban 3 consultants
- Consultant work to develop the land need analysis (contract forthcoming)

Additional costs may include:

- Growth scenario modeling software
- Consultant work to assist with targeted public engagement activities
- Consultant work to update data in the urban reserve study area
- Consultant or staff work to evaluate land for inclusion in urban reserves

Other direct costs:

- Mailings, printing, postage for public noticing, workshop materials, venue rental, food, advertising

Assumptions & Policy Background

This section explores the potential unspoken factors that affect a project, its validity, execution or acceptance in the community.

Envision Eugene Process

There is a long history of planning for urban growth across Oregon, as every city is required by State law to plan for a 20-year land supply within its urban growth boundary. During Envision Eugene, there was intense interest in residential growth and opposing views about the need to expand the UGB for housing. The preliminary UGB proposal (in 2014) included a small expansion for low density housing, and the proposal was limited to ‘exception areas’ – places zoned by the County for rural residential, commercial, or industrial uses. These areas would be costly to serve, unlikely to develop at urban densities given existing development patterns, and did not meet a variety of other policy goals such as creating walkable neighborhoods and access to transit. During public review of the expansion proposal, an error was discovered in the way the capacity assumptions had been applied to the land supply. Correcting the error erased the need to expand. The Homebuilders Association questioned the conclusion that no expansion was needed, and also questioned earlier assumptions about the adequacy of the residential land supply.

One of the outcomes of discussions with the Homebuilders and others concerned about the adequacy of Eugene’s residential land supply was the proposal to begin work on urban reserves once a baseline UGB was acknowledged by the state. Urban Reserves affords our community a way to consider all of the land surrounding Eugene and weigh and balance the best places for growth beyond the 20 year Envision Eugene planning horizon. This process would enable options for property owners interested in coming into the UGB but who currently have land that is not exception land (e.g. their land is farm, forest, or Goal 5 constrained land), if the City’s need is bigger than exception lands can accommodate.

Participation by Lane County

County residents, elected and appointed officials, and administrative staff are all affected by urban reserves directly. Lane County has delegated to the City through an intergovernmental agreement all responsibility for planning, zoning, and permitting within the UGB, but questions and issues still remain

with regard to jurisdictional roles within the Metro Plan Boundary and any future Urban Reserve area. These include the ability of land owners to request plan amendments if they are included in an urban reserve, and how agencies should provide services in urban reserve areas. In addition, some County Planning Commission members have expressed concerns and raised questions about the urban reserve process, and the benefits or drawbacks of engaging in it.

A Lane County Planning Commission work session on urban reserves was held in September 2017 to begin the process of understanding the issues and potential impacts on County interests. Ongoing updates and work sessions will continue throughout the life of the project. In order to achieve urban reserves, issues and questions will ultimately need to be resolved, with specific service questions addressed in intergovernmental agreements.

Constraints

The following are potential factors that may limit our ability to carry out the project or to fully achieve the project goals.

City's relationship with County residents

Past issues related to jurisdictional authority, representation, UGB expansion and annexation have strained relationships between the City and some County residents, both inside the UGB (for example in River Road and Santa Clara) and outside (for example in the expansion study areas in the Russel Creek/LCC basin, Bailey Hill/Gimpl Hill area, and Crest/Chambers area). Planning staff is continually striving to build trust and lay the foundation for collaboration with residents and County officials, most recently through the UGB expansion study process and the River Road Santa Clara planning process.

City relationship to neighborhood residents, neighborhood associations, and Homebuilders Association

Envision Eugene engaged thousands of Eugene residents, and the resulting community vision is widely supported. But as the vision begins to be implemented, and in this case applied to a longer time frame and bigger population and geographic study area, it will be tested. All of the issues that were surfaced during the early Community Resource Group process may come up again, such as how to accomplish compatible infill housing in existing neighborhoods, how to design and fund development along key corridors, and how to increase good paying jobs and affordable housing options. It will be critical to clarify the project scope and what is or is not included in urban reserves planning. For the most part, assumptions made about future growth during Envision Eugene will need to be kept constant for urban reserves to complete the project in the allotted timeframe. Thorough analysis and updating, if necessary, of growth assumptions and trends will occur once we have the first growth monitoring report. Neighborhood associations, residents, and the Homebuilders Association are examples of groups that have a stake in the outcome and will be critical to nurture relationships with for a good project outcome.

Adequate staffing and funding

The project has an ambitious timeline and substantial funding, but there are many unknowns in this new-to-Eugene process and many other priorities on the Planning Division's work plan. Urban Reserves planning will require rigorous and lengthy analysis. It will also require attention from city staff across the organization, as well as inter-agency partners. These staff will have competing demands on their time

within their own organizations. Therefore, the project management team must be judicious in involving key partners in an efficient and productive manner, and use project management tools such as this charter, a timeline and budget, and project communications structure to keep the work on track.

Dependencies

The urban reserves work is tied to the UGB adoption package, ongoing city wide comprehensive planning, and rules and laws set by the state of Oregon. In addition, agencies other than the City of Eugene have big roles, including Lane County as a joint decision maker and EWEB as a major service provider. Coordination protocols, milestones and decision points will need to be established with sufficient detail at the beginning of the work so problems (see risks below) can be avoided to the degree possible.

Risks

This final section describes special risks that may interfere with project delivery, and provides mitigation options to avoid foreseeable risks.

50 Years is a Long Time

It will be difficult for some stakeholders to grapple with the long term planning involved with urban reserves, while growing pains are still occurring inside the UGB. It is hard to get people to care about up to 50 years in the future when new development is proposed around the corner. In addition, urban reserves will not address all questions that community members may have about how our community will look in 50 years. The project will need clear, consistent messages that speak to the value of longer term planning and clearly explain what the project is doing and *not* doing, and why.

Mitigation

- Project updates to Planning Commissions and decision makers in spring 2018 work sessions will cover the goals and benefits of the project and its relationship to other work.
- Project management tools like a timeline and budget, public involvement plan, and communications plan will help lay a clear path to the desired outcome for the project.
- Members of the Envision Eugene Technical Advisory Committee, Triple Bottom Line Sounding Board and Service Provider Working Group will help communicate about the project with their varied constituencies.

Public Participation Fatigue or Confusion

There will be several long range city-wide projects going on at the same time, in particular urban reserves may be confused with future growth monitoring or recently completed UGB expansion planning. Getting the public, and also agency staff and public officials to pay attention to multiple projects at once is always challenging.

Mitigation

- The Project Management Team and other staff will coordinate regularly in order to maintain open lines of communication, ensure consistent messaging about our related projects, and coordinate staffing.

- The project initiation phase in spring 2018 will develop a communications strategy, including a project website, fact sheets to address FAQs, and information about other projects that include project summaries and how to find more information.
- Members of the Envision Eugene Technical Advisory Committee, Triple Bottom Line Sounding Board and Service Provider Working Group will help communicate about the project with their varied constituencies.

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Approvals (sign/date)

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