

Envision Eugene Comprehensive Plan Phase II

Draft Project Charter – August 2018

Project Title: Envision Eugene Comprehensive Plan Phase II
Project Charter Author: Chelsea Hartman
Creation Date: 6-5-2017
Last Revision Date: 7-6-2018
Project Origin: Council direction, City/PDD priority, Envision Eugene 2012 Recommendation
Project Sponsor: Robin Hostick, City of Eugene Planning Director
Project Manager: Chelsea Hartman, Associate Planner
Project Team Members: Included herein
Project Charter Status: Pending
Proposed Project Start and End Date: Summer 2018 – Summer 2019 (approx. 18 months)

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Overview/Purpose

Project Background

As a cornerstone of Oregon’s statewide planning program, each city in Oregon must plan thoughtfully for future growth by adopting an urban growth boundary, or UGB, and a comprehensive plan. The UGB defines the city’s growth limit for 20 years, and the comprehensive plan spells out at a policy level how each city will make decisions about growth during that time. The aim of comprehensive plans is to allow cities to thrive while growing in a way that protects our farm and forest lands and preserves the high quality of life that Oregonians enjoy.

Since 1982, Eugene and Springfield have shared a common urban growth boundary and a common comprehensive plan, the *Metro Plan*, with policies to guide land use within that UGB. In 2007, the Oregon Legislature passed House Bill 3337, which required Eugene and Springfield to adopt separate, individual UGBs. In addition, each city was also required to adopt separate comprehensive plans that contains each city’s UGB as well as adopted policies to guide growth.

Eugene chose to build a foundation for this effort through a multi-year process of visioning and technical analysis called Envision Eugene. On June 13, 2012, City Council endorsed the 2012 Recommendation, which included direction for the City to “create a dynamic Eugene-specific comprehensive plan to address emerging needs” as part of the *Provide for Adaptable, Flexible and Collaborative Implementation* pillar. Following City Council direction and state legislation, staff began to develop a Eugene-specific comprehensive plan and UGB. The work to complete the Plan was broken into phases, beginning with the development of chapters that were essential to establishing the UGB.

The 2017 UGB Adoption Package, adopted in July 2017, included Phase I of the Envision Eugene Comprehensive Plan, which incorporated chapters on Economic Development, Transportation, Administration and Implementation, and the Eugene Urban Growth Boundary along with an Introduction and Glossary. Several important policy areas remain unchanged, addressed by the regional *Metro Plan* policies and outside the direct control of Eugene. Other important topics, such as community health and livability, are absent and lack policy guidance altogether.

The second phase will develop the remaining chapters of the Envision Eugene Comprehensive Plan to align with the needs and values of our community. The project will address important land use issues beyond those required for the UGB, resulting in a cohesive, complete set of policies that provide direction to the City as it considers legislative land use planning actions within Eugene's UGB. The process of developing these policy chapters will build on the strong foundation of Envision Eugene, including the seven pillars and years of deep engagement, with additional outreach and engagement with subject matter experts and community members across the city. Phase II will result in seven new chapters including:

- Public Involvement
- Compact Development and Urban Design
- Housing
- Community Health and Livability
- Natural Resources and Environmental Quality
- Community Resiliency
- Public Facilities and Services.

There will also be a need for administrative updates to all of the chapters from Phase I, except for Economic Development. In addition to the chapters, supportive components will be developed for the adoption process, including ordinances, legal findings and amendments to the *Metro Plan* and Land Use Code. The final product will be adopted by the City of Eugene and Lane County for application to land outside the city limits but inside the UGB.

Geography

The scope of work will cover all land within the City of Eugene's urban growth boundary.

Failure to Reach Resolution

Should the community be unable to adopt a Eugene-specific comprehensive plan that embodies the seven pillars of Envision Eugene and meets the Statewide Planning Goals, several negative consequences will occur. The application and administration of policies will remain ambiguous and challenging, with many out of date policies and policies that are framed for the region rather than the City of Eugene specifically. Eugene will continue to require consent from Lane County and/or Springfield in order to update policies contained within the *Metro Plan*. A failure to adopt a cohesive comprehensive plan will also present a lost opportunity to address many of the issues Eugene is facing through local policies that take the considerable effort and investment of our community, volunteers and staff, as well as contemporary best practices into account.

Goals

The goal of the planning process is to produce, and for the City of Eugene and Lane County to adopt, a complete Envision Eugene Comprehensive Plan that:

1. Supports and balances the pillars of Envision Eugene and advances the community vision.
2. Addresses all applicable Statewide Planning Goals.
3. Clearly limits Eugene's continued reliance on *Metro Plan* policies to those issues that are truly regional in nature.
4. Engages the diverse community members of Eugene effectively and equitably.
5. Frames complex concepts like livability and resiliency in ways that are accessible to community members.

Objectives

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

1. The comprehensive plan will be consistent with the Envision Eugene community vision, statewide planning goals and guidelines, and local policies, as demonstrated through findings at the time of plan adoption.
2. The comprehensive plan will secure recommendations of approval from both Eugene and Lane County Planning Commissions.
3. The comprehensive plan will be adopted by the City of Eugene and by Lane County for application to land outside the city limits but inside the UGB.

Project Scope

The Comprehensive Plan Phase II is a roughly 18-month process to create a community-based plan that covers all local land use policy areas in 11 chapters. The first phase included the adoption of an introduction, four chapters and a glossary. All but one of these components, the Economic Development Chapter, will need to be updated as part of this second phase. Considerable work has been done by community members, staff and Planning Commissioners to lay a foundation for the content of chapters to be completed in this phase, including best practice research, input from the Planning Commission subcommittee, work sessions with the full Commission, and a workshop with representatives from various boards, commissions and local partner groups in 2015 to provide input on the majority of the entire Comp Plan's goals and some policies.

Because of the different levels of preparation for each chapter, the early months of this project will involve bringing all chapters up to a complete draft. For some of these chapters, that effort will include outreach to subject matter experts and local partners to develop and articulate goals and policies. In addition to the chapters themselves, supportive administrative elements will be developed for the adoption process, including ordinances, legal findings, and amendments. The 2017 status of each part of the Envision Eugene Comprehensive Plan is listed below, along with the most relevant statewide planning goal(s) and Envision Eugene Pillar(s) in parentheses.

- **Introduction** – An introduction was adopted with the UGB and only requires updates to reflect this phase of content.
- **Chapter 1: Public Involvement** – This chapter is fully drafted with input from 2015 efforts and the Planning Commission. (Goal 1: Citizen Involvement; Pillar: Provide for adaptable, flexible and collaborative implementation)
- **Chapter 2: Compact Development and Urban Design** – This chapter is fully drafted with input from 2015 efforts and the Planning Commission. (Goal 14: Urbanization; Pillar: Promote compact development and efficient transportation options)
- **Chapter 3: Economic Development** – This chapter was adopted with the UGB and does not require updates in this phase. (Goal 9: Economy; Pillar: Provide ample economic opportunities for all community members)
- **Chapter 4: Housing** – A partial draft of this chapter was developed with input from 2015 efforts and the Planning Commission. Additional elements will need to address current *Metro Plan* policies, statewide planning goals and any additions relevant to the community vision. (Goal 10: Housing; Pillar: Provide housing affordable to all income levels)

- **Chapter 5: Community Health and Livability** – A “shell” chapter was developed with introductory text in 2015. A complete draft will need to consider objectives from the 2012 Recommendation, legal obligations and the community vision. Consultation with subject matter experts such as public health professionals and research into livability would be beneficial to incorporate into the development of this chapter. (Goal 8: Recreation; Pillar: Protect, repair, and enhance neighborhood livability)
- **Chapter 6: Natural Resources and Environmental Quality** – A “shell” chapter was developed with introductory text in 2015. A complete draft will need to consider objectives from the 2012 Recommendation, legal obligations and the community vision. Consultation with subject matter experts such as staff from Parks and Open Space and state/local pollution groups would be beneficial to incorporate into the development of this chapter. (Goal 5: Natural Resources; Goal 6: Air and Water Quality, Goal 15: Willamette Greenway; Pillar: Protect, restore, and enhance natural resources)
- **Chapter 7: Community Resiliency** – A “shell” chapter was developed with introductory text in 2015. A complete draft will need to consider objectives from the 2012 Recommendation, legal obligations and the community vision. Consultation with subject matter experts such as emergency management staff, sustainability staff and hazard resiliency professionals would be beneficial to incorporate into the development of this chapter. (Goal 7: Natural Hazards, Goal 13: Energy; Pillar: Plan for climate change and energy resiliency)
- **Chapter 8: Public Facilities and Services** – A “shell” chapter was developed with introductory text in 2015. A complete draft will need to consider objectives from the 2012 Recommendation, legal obligations and the community vision. Because this chapter relates so closely to the Public Facilities and Services Plan (PFSP), the draft policies that direct future work on the PFSP from the shell chapter may need to have a place in the chapter as it is drafted for this phase. (Goal 11: Public Facilities and Services; Pillar: Provide for adaptable, flexible and collaborative implementation)
- **Chapter 9: Transportation** – This chapter was adopted with the UGB, adopting the Eugene 2035 Transportation System Plan (2035 TSP) as the transportation element of the comprehensive plan. This phase will include updates to the 2035 TSP (Goal 12: Transportation; Pillar: Promote compact development and efficient transportation options)
- **Chapter 10: Administration and Implementation** – This chapter was adopted with the UGB, but will need to be updated to address additional *Metro Plan* policies in this phase. (Goal 2: Land Use Planning; Pillar: Provide for adaptable, flexible and collaborative implementation)
- **Chapter 11: Eugene Urban Growth Boundary** – This chapter was adopted with the UGB, but will need to be updated to address additional policies in this phase. (Goal 14: Urbanization; Pillar: Provide for adaptable, flexible and collaborative implementation)
- **Glossary** – A glossary was adopted with the UGB and only requires updates to reflect new terms from this phase.

Project Milestones/Timeline

With such an extensive range of topics for which to develop and refine goals and policies, the project approach will group these chapters into topic areas that allow for more focused engagement. The topic areas are outlined below. A group of representatives from boards, commissions and local partners will be brought together to review the first two groups of chapters, drawing on their experience working with policy-level issues: 1) New Draft Chapters 1-5 (except Ch. 3) 2) New Draft Chapters 6-8. By grouping chapters together, the impacts of one type of policy choice on related areas (e.g. compact development and livability) can be evaluated and addressed with representation from a variety of viewpoints. The remaining groups of chapters and related elements: 3) Administrative Updates and 4) Supportive Elements will be addressed by City staff. The process timeline is a separate document and shows the estimated timing of these milestones and includes a brief overview of outreach and coordination efforts while more detail can be found in the Public Involvement Plan.

1. New Draft Chapters 1-5 (except Ch. 3)

This will involve four chapters:

- Public Involvement
- Compact Development and Urban Design
- Housing
- Community Health and Livability

This group of policy chapters will build on previous outreach and existing policies, and harness growing energy from the community around housing affordability and thriving neighborhoods, while connecting with and learning from related projects and activities, such as land use code updates for needed housing standards, urban reserves planning, development of a growth monitoring program, and planning of the downtown riverfront development.

2. New Draft Chapters 6-8

This will involve three more chapters:

- Natural Resources and Environmental Quality
- Community Resiliency
- Public Facilities and Services

This group of policy chapters will expand on previous Envision Eugene outreach, including work done around the pillars of “plan for climate change and energy resiliency” and “protect, restore, and enhance natural resources.” The University of Oregon’s Community Service Center will be assisting with the development of these chapters by providing a summary of best practices and case studies of other localities that are incorporating resiliency in policies along with recommending draft policy language to be included in these chapters.

By grouping these chapters together, often invisible common resources and vulnerabilities will be highlighted, as will the impacts of these elements on the full range of our community members. These chapters will also draw from other plans and projects, including the Climate and Energy Action Plan, the Climate Recovery Ordinance, the Natural Hazards Mitigation Plan, the Eugene-Springfield Climate and Energy Vulnerability Assessment, the Parks and Recreation System Plan, and other related efforts.

The Public Facilities and Services chapter will require additional scoping, given the number of public facilities and services that are provided regionally, or through special districts. The scoping should address the types of facilities and services to be included in the chapter, such as fire stations, police stations, public schools, and administrative buildings in addition to those utilities addressed in the Public Facilities and Services Plan. The Public Facilities and Services Plan itself may also be updated in the near future, but would be a separate project.

3. Administrative Updates

The Administrative Updates topic area will update three policy chapters:

- Transportation
- Administration and Implementation
- Eugene Urban Growth Boundary

This group of policy chapters will address updates that are largely administrative in nature, such as updating internal and external references and maps.

4. Supportive Elements

The complicated nature of transitioning from a regional comprehensive plan to a city-specific one necessitates land use code amendments, findings, public notice and other elements that – although not a part of the plan itself – are required to meet state and local criteria for adoption of a comprehensive plan, and are therefore an important and resource-intensive element of this project. Towards the end of the project, the Introduction and Glossary will also be updated as part of this set of work.

Deliverables

Along with the project management team (PMT) noted below, project deliverables will be produced by City staff as noted with substantial input from the Boards, Commissions and Local Partners.

Deliverable	Description	Staff Lead/ Support (hours)
PREPARATORY DELIVERABLES		
Project Charter	Clear articulation of project description, scope of work, and decision-making process.	Chelsea Hartman (Project Manager)
Public Involvement Plan	The Public Involvement Plan, to be approved by the Eugene Planning Commission, will identify ways to engage stakeholders at various milestones throughout the process.	Project Manager
MAJOR PLAN DELIVERABLES		
New Draft Chapters 1-5 (except Ch. 3)	Introductory language, goals and City-oriented policies for the Public Involvement, Compact Development and Urban Design, Housing, and Community Health and Livability chapters.	Project Manager / City team members
New Draft Chapters 6-8	Introductory language, goals and City-oriented policies for the Natural Resources and Environmental Quality, Community Resiliency, and Public Facilities and Services chapters.	Project Manager / City team members

Deliverable	Description	Staff Lead/ Support (hours)
Administrative Updates Chapters	Updated content for the 2035 TSP (related to UGB adoption), Administration and Implementation chapter and Eugene UGB chapter.	Project Manager / City team members
Supportive Elements	Findings, amendments and ordinances that will need to accompany the proposed comp plan additions, as well as an updated Introduction and Glossary.	Project Manager / Emily Jerome
<i>FINAL DELIVERABLE</i>		
Final Product	The complete Envision Eugene Comprehensive Plan will follow the established graphic design style of Phase 1.	Jen Knapp/ Project Manager

Public Involvement Plan

The Public Involvement Plan will build on previous engagement and visioning with early involvement from local subject matter experts to draft chapters, and in-depth engagement with representatives from boards, commissions and local partners to further develop and refine goals and policies. There will be informational and outreach opportunities for the general community through website materials, newsletters and an open house. The Eugene Planning Commission project resource group will also be engaged throughout the process. The Eugene Planning Commission and City Council will review and provide input on the Public Involvement Plan, and the Eugene Planning Commission will approve the plan in their capacity as the City’s Citizen Involvement Committee. Please refer to the Public Involvement Plan for more detailed information.

Decision Making Process

After staff assembles draft chapters from analysis and targeted input/feedback, the comprehensive plan chapters will go through a formal adoption process with both the Eugene and Lane County Planning Commissions and the Eugene City Council and Lane County Board of Commissioners before moving to the State for acknowledgement.

Eugene and Lane County Planning Commissions

- Review and provide input on the Project Charter (Eugene Planning Commission only)
- Review, provide input and approve the Public Involvement Plan (Eugene Planning Commission to approve alone)
- Receive updates and provide input on draft documents and adopting Ordinance, and provide feedback to the Project Management Team.
- Make final recommendation to adopting bodies, Eugene City Council and Lane County Board of Commissioners.

Eugene City Council and Lane County Board of Commissioners

- Review and provide input on the Project Charter and Public Involvement Plan (Eugene City Council only)
- Receive updates and provide direction to the Project Management Team as needed
- Convene public hearings, consider the Planning Commission recommendations and act to adopt the comprehensive plan chapters via ordinance.

Coordination Protocol

Project Management Team (PMT)

A small core team will be formed to make crucial decisions in a timely manner, with support from other staff. At this point, the PMT is comprised of the following.

City of Eugene		
Name	Title / Area of Expertise	Department
Chelsea Hartman	Assoc. Planner/ Project Manager	City PDD/ Planning
Terri Harding	Principal Planner	City PDD/Planning
Jen Knapp	Assistant Planner/Graphic Design	City PDD/Planning
Eric Brown	Assoc. Planner/Communications	City PDD/ Planning

Boards, Commissions and Local Partners Group

This group is charged with communicating with the Project Management Team to:

- Employ a citywide perspective to provide advice, feedback and critical reviews of goals, policies and project ideas.
- Act as a liaison with representative committees, providing information and soliciting feedback to keep those groups informed and engaged.

Project Budget/Staff Resources

From a staff resources perspective, an estimated FTE for the approximately 18-month project timeline for different positions is listed below. Additional staff time may be used on an as-needed basis for particular events, such as the workshop or public open house.

- Chelsea Hartman, Associate Planner/Project Manager - .30 FTE
- Terri Harding, Principal Planner - .10 FTE
- Jen Knapp, Assistant Planner/Graphic Design - .07 FTE
- Eric Brown, Associate Planner/Communications - .07 FTE
- Current Planner - .03 FTE

The University of Oregon's Partnership for Disaster Resilience will be providing consulting services to assist with best practices research and the development of draft goals and policies for chapters on Natural Resources and Environmental Quality, Community Resiliency, and Public Facilities and Services.

In addition to staff resources, material costs yet to be determined will include noticing, advertisements and meeting materials (posters, handouts, etc.).

Assumptions/Policy Background

Potential unspoken factors or parameters that affect the project, its validity, execution or acceptance include the below, including applicable policies, directives, prior decisions, and any particularly relevant laws and regulations affecting the project.

- The 2012 Envision Eugene Recommendation forms a core foundation for the Envision Eugene Comprehensive Plan.
- Legal requirements regarding Statewide Planning Goals.

- Certain *Metro Plan* and refinement plan policies have history that makes them of special interest to particular parties.
- State law has considerable impact on policies and even specific wording that must be included.
- Local criteria for adopting comprehensive plans must be addressed.
- Clarifying the intent of policies, how general or specific the language should be and how policies are applied will continue to be a part of the discussion.

Constraints

Potential factors that may limit our ability to carry out the project or achieve goals or objectives are:

- Potential complications of intergovernmental coordination.
- Continued project prioritization in the face of competing demands.
- Adequate staffing/ funding.
- Implementation of a vision and input that is now over 5 years old.

Dependencies

While the project has already been formally “initiated” based on City Council direction with the 2012 Recommendation, it will benefit greatly from an early check-in and guidance to confirm whether the project, as proposed, is aligned with City Council expectations. Stakeholder availability, commitment to the issue and ongoing participation will be key to a robust approach that can balance the varied interests.

Approvals (sign/date)

Robin Hostick, Planning Director (Project Sponsor)

Chelsea Hartman, Project Manager