



Oregon

John A. Kitzhaber, M.D., Governor

Department of Land Conservation and Development

635 Capitol Street NE, Suite 150

Salem, Oregon 97301-2540

(503) 373-0050

www.oregon.gov/LCD



June 8, 2011

TO: Land Conservation and Development Commission

FROM: Jim Rue, Deputy Director
Matt Crall, Land Use and Transportation Planner

SUBJECT: **Agenda Item 4, June 22, 2011 LCDC Meeting**

Eugene-Springfield Regional Transportation System Plan Update

I. SUMMARY

The cities of Eugene and Springfield and Lane County are working to prepare and adopt an updated regional transportation system plan (RTSP) under a work plan approved by the commission in October 2008. As part of the work plan, the commission requested annual progress reports. This annual report for 2011 includes information in response to commission questions at the 2010 report and an update on continued progress.

A. Type of Action and Commission Role

No formal action by the commission is required at this time. This transportation work is related to urban growth boundary work in both cities that will require commission action in the future.

B. Staff Contacts

If you have questions about this report please contact Matt Crall, Transportation & Land Use Planner at (503) 373-0050 x 272, matthew.crall@state.or.us or Ed Moore, Regional Representative, at (971) 239-9453 ed.w.moore@state.or.us.

II. RECOMMENDATION

No formal action is recommended. The department recommends that the next check-in be scheduled for the commission meeting in July 2012. The commission should provide guidance on the types of information that are most useful for these annual check-ins. Staff recommends the following as a starting point:

1. Additional actions chosen by the cities to achieve benchmarks and the status of implementing those actions.

2. How the performance measures and benchmarks have been integrated into other ongoing planning efforts (e.g., development of individual UGBs and individual updated transportation system plans).
3. Assumptions about future development that are being used in other planning efforts, and the development capacity of nodes to accommodate those assumptions.
4. Any changes in the areas to be counted for nodal development, and the status of planning efforts for any newly designated areas.
5. Final results for 2010 actual and more current results as available to help determine whether actual results are on track to meet the 2015 benchmarks.

III. BACKGROUND

In 2001, the Central Lane Metropolitan Planning Organization (MPO) adopted locally developed “standards for increasing transportation choices and reducing reliance on the automobile” as required by OAR 660-012-0035(4). These standards were included in the RTSP, which is locally called TransPlan, and approved by LCDC in May 2001. The standards are based on the region’s nodal development strategy, implementation of Bus Rapid Transit (BRT), and bicycle system improvements. The approved standards are outlined in Table 7 from TransPlan, reprinted on the following page.

In November 2007, the region adopted an update to the federally required Regional Transportation Plan (2031 Central Lane MPO Regional Transportation Plan, or RTP). The RTP includes updated estimates on the three transportation performance measures (transit mode share, non-auto trip percentage, and priority bikeway miles) for the horizon year 2031. The RTP did not estimate nodal development implementation or provide estimates for the benchmark years (2010 and 2015).

In October 2008, the commission approved a four-year work plan proposed by Eugene, Springfield and Lane County to prepare an updated RTSP in compliance with requirements of the TPR. Additional information, including the approved work plan, is available online: http://www.oregon.gov/LCD/lcdc_meeting_reports_101508.shtml (Agenda Item 9)

In November 2009, staff from Eugene and Springfield presented the first annual check-in to report progress in carrying out the approved work plan: http://www.oregon.gov/LCD/lcdc_meeting_reports_110509.shtml (Agenda Item 9)

In July 2010, local staff presented the second check-in. The report noted that several benchmarks were not met, and that data was not available for other measures. The TPR requires that, “Where benchmarks are not met, the relevant TSP shall be amended to include new or additional efforts adequate to meet the requirements of this rule.” TPR 0035(7). Discussion at the meeting focused on the question of what additional efforts the region could undertake to meet the benchmarks, and the commission requested additional information from the cities at the next check-in. More

information, including the staff report and report by the cities is available online:
http://www.oregon.gov/LCD/lcdc_meeting_reports_072210.shtml (Agenda Item 4).

Table 7
Alternative TPR Performance Measures for the Eugene-Springfield MPO
 (approved by LCDC on May 4th, 2001)

Measure	Key Plan Element	Plan Implementation or Travel/Market Response	1995	2005	2010	2015
% Non-Auto Trips	Alternative Modes	Travel Response	14.43% Walk=8.93% Bike=3.68% Bus=1.83%	15%	16%	17% Walk=10% Bike=4% Bus=3%
% Transit Mode Share on Congested Corridors	Transit	Travel Response	5.8% 5.9% in 1999	6.8%	8.0%	10.0%
Priority Bikeway Miles	Bicycle	Plan Implementation		15 miles	45 miles	74 miles
Acres of zoned nodal development	Nodal Development	Plan Implementation		1,000 acres	1,500 acres	2,000 acres zoned for nodal development
% of dwelling units built in nodes	Nodal Development	Market Response		2.5% 5.6%	14.5% 20.4%	23.3% of new Dus
% of New "Total" Employment in Nodes	Nodal Development	Market Response		10% 18.1%	25% 32.6	45%
Internal VMT			2,305,779			3,224,037
VMT/Capita			11			10.9

ATTACHMENTS

- A. City of Eugene Mixed Use Program Update - Lisa Gardner, Eugene Planning Director**
- B. Update of City of Springfield Nodal Development Implementation Efforts – Gregory Mott, Springfield Planning Manager**



Planning & Development
Planning

MEMORANDUM

City of Eugene
99 West 10th Avenue
Eugene, Oregon 97401
(541) 682-5377
(541) 682-5572 FAX
www.eugene-or.gov

Date: June 6, 2011

To: Jerry Lidz, Acting Director, Department of Land Conservation and Development

From: Lisa Gardner, Planning Director, City of Eugene

Subject: City of Eugene Mixed Use Program Update

At the Land Conservation and Development Commission's July 22, 2010, meeting, the City of Eugene, along with its regional partners, provided an update on the status of the Eugene-Springfield Transportation System Plan Update Work Plan. At that meeting, the commissioners asked specific questions about the City's nodal development program and implementation strategies.

Questions raised by the Land Conservation and Development Commission are listed below in **bold**. The attached report provides an update on the City's Mixed Use Program and responds to all of these questions.

- **What is the City's understanding of why more development is not occurring within the designated nodes (i.e., why isn't it working better)?**
- **Who has the City heard from/spoken to regarding the barriers to nodal development?**
- **What are the City's strategies for making nodal development more successful?**
- **How is nodal development encouragement (and achievement of the nodal performance measures) being integrated into the Envision Eugene process?**
- **How is nodal development encouragement and achievement of the nodal performance measure being integrated into the transportation planning process?**
- **Are there mixed-use pedestrian friendly areas within the City that are not located within a zoned node that should be counted towards achievement of the performance measures?**
- **Is there enough vacant or redevelopable land in nodes to meet expected targets for employment and housing in nodes?**
- **What public investments are needed to make nodal development more viable – street improvements, transit, bike, pedestrian improvements?**

City of Eugene Mixed Use Program Update

June 6, 2011

OVERVIEW

This report provides an update on the City of Eugene's Mixed Use Program, and specifically focuses on implementation strategies, in the past, in the present and in the future. It includes a brief overview of past approaches, a summary of current projects in a designated mixed use (nodal development) area and lessons learned from those projects, and the future of the program as envisioned by the City in the current comprehensive land use and transportation planning efforts.

LOOKING BACK

The concept of mixed-use development has been supported in local policy documents for more than 25 years. The fundamental principles of mixed use, including the integration of land use and transportation, a compact growth form, higher residential development near employment and retail centers, mixed use zoning, and development and redevelopment along existing and planned transit routes, have long been part of the region's comprehensive plan. Mixed use also continually rises to the top of the strategies favored by the Eugene community when the City engages citizens about growth management. However, while the concept has maintained broad community support for many years, the City of Eugene's original approaches to implementation of a mixed use program have not fully achieved the desired on-the-ground results.

The City's past implementation of mixed use has been regulatory in nature. Beginning with early pilot projects and the nodal development program outlined in TransPlan, the City has relied on the re-designation and re-zoning of specific areas for implementation. This occurred either through the application of specific area zones (resulting from area planning) or through the application of a general "nodal development" overlay zone.

- *Specific Area Zones:* The specific area planning and zoning has produced mixed results. Although it resulted in site-specific zoning that addressed the unique circumstances of an area, in some cases, the market conditions were not conducive to mixed use development, and in other cases, the actual development was not in alignment with the community's vision.
- *Overlay Zones:* While the overlay zone was embraced in a few neighborhoods, it was heavily opposed in other areas due to a concern of increased residential density without better standards to ensure compatibility. Additionally, because of its one-size-fits-all nature, several of the regulations have been identified as barriers to commercial and residential development in areas outside of downtown.

Although the City has been successful in meeting performance measures for the total number of acres designated for mixed use, we have learned that a regulatory approach alone does not allow us to succeed in meeting our goals for actual development of mixed use. We have been studying what is not working and why, and more importantly, we have been studying what it takes to achieve successful on-the-ground development. We recognize that zoning can not and does not compel development to happen, and that we need to rethink and recalibrate our approach. The next section of this report examines the spectrum of City support needed to achieve development in our biggest mixed use area.

CURRENT PROJECTS

Downtown Redevelopment Activity

Considered the “Mother Node,” Eugene’s downtown is the largest area in the city designated for nodal development/mixed use. After many years of little or stagnant growth, downtown is currently experiencing an upswing in activity, with four prominent sites in the process of being redeveloped. In these four cases, City support was instrumental to their fruition. The spectrum of support the City has offered includes regulatory incentives, facilitative incentives and financial incentives, and the level and type of support in each instance was different depending on the needs of the project.

The City has initiated several downtown-wide strategies over the past few years in a concerted effort to make Eugene’s downtown easier and more attractive to develop or redevelop, to create higher density of development and intensity of activities, and to increase the desirability of downtown as a place to live, shop and work. These strategies have helped to set the stage for development with the downtown:

- *Removal of Code Barriers:* The land use code was changed to allow more flexibility downtown, such as removing the requirement for commercial uses on the ground floor of a residential building, in recognition that not all mixed use must occur in a single building. Staff continues to monitor the code and recommend changes that bring the code closer in alignment with the preferred development forms and uses downtown.
- *Fee Waivers:* Land use application fees are waived for projects within the downtown area.
- *Parking Improvements:* New development within downtown is already exempt from providing on-site parking. New parking strategies include increasing the safety of downtown parking garages and providing free two hour on-street parking.
- *Safety Initiative:* The City is taking a proactive approach in creating an atmosphere in downtown where all people feel safe, valued and welcome by addressing illegal and unpleasant behavior through partnerships and other actions. Safety-related investments include additional police patrol downtown, additional lighting, and tighter coordination with safety service providers.
- *Green Infrastructure Improvements:* The City is working with Eugene Water and Electric Board to target funds to assist downtown building owners and businesses to make energy efficient facility improvements, particularly conversion from steam to enhanced heating and cooling systems. The City is also implementing grant funded electric vehicle charging stations throughout our community, including downtown.
- *Transit Infrastructure Improvements:* The City has partnered with Lane Transit District to provide street improvements to accommodate an EmX Bus Rapid Transit (BRT) line from Eugene’s downtown to Springfield, and improve overall circulation at LTD’s downtown station.

For most projects in this mixed use area, facilitative assistance and financial incentives have been essential to project success. For large and complex projects that meet the City’s downtown vision, the City has assembled cross-departmental staff teams to assist developers through the development process. These staff teams build relationships with the developer’s project team, and are committed to the success of each project. We have learned from developers that added timing can increase costs to development projects. With their early involvement and assistance, staff teams can proactively identify issues and offer solutions, thereby saving time and increasing certainty during the permitting process. These teams have proven to be fundamental in the success of several current

projects, and are paving the way for future successes as a result of relationship building.

Of all the strategies in which the City can facilitate successful projects downtown, financial assistance clearly represents the most important and effective tool. The City has employed a variety of financial assistance strategies designed to meet the specific need of projects. The projects selected for financial assistance are those with high potential to help the overall downtown development environment. The City's goal is that the impact of these investments creates a development context where other projects can succeed with limited or no assistance. Financial strategies include property acquisition and disposition - at times substantially below market value - and providing business development loans. The City has also sought out and utilized creative financial tools, including Brownfields Economic Development Initiative funds, and Recovery Zone Bonds through the American Recovery and Reinvestment Act. For downtown housing, the City has also utilized the Multi-Unit Property Tax Exemption program. Other financial incentives have included fee waivers for land use applications and commitments to leasing space in a building. Despite challenging budget conditions in recent years, the City is continually looking for new and creative ways to offer needed financial assistance as an investment towards a densely developed, active, mixed use and inviting downtown.

Below is a brief summary of four projects currently underway in downtown, including the type and level of City support provided.

Lane Community College – Downtown Campus

Lane Community College (LCC) is moving forward on its Downtown Campus project, which includes a 90,000 square foot, \$35 million education building and a \$20 million student housing facility. The student housing plan includes five floors of housing that will accommodate 256 students. The first phase of construction began in early March. Construction of the student housing is scheduled to be completed by August 2012.



Construction of the education building is scheduled to be completed by November 2012. LCC and the City continue to have ongoing discussions about a police public safety station in the new LCC facility.

In support of this project, the City provided the following assistance:

- Transferred the property valued at (\$1.6 million) to LCC at no cost.
- Aided the development of the academic building with \$8 million of urban renewal funding.
- Transferred its \$7.4 million Recovery Zone Economic Development Bonds allocation to LCC for the housing project.
- Assembled a cross-departmental City staff team to assist LCC through the development process.
- Expedited the review of an adjustment review application to allow the developer relief from certain development standards.
- Vacated a public alleyway bisecting the site prior to transfer of the property to LCC.

Rehabilitation of Centre Court Building

In July 2008, Beam Development utilized a combination of local and federal funds to acquire the Centre Court building, adjacent vacant site, and the Washburne Building, at the intersection of Broadway and Willamette Street. Beam is currently completing the work necessary to support office and restaurant tenants in the Washburne building, and to rehabilitate the renamed Broadway Commerce Center building for office and retail use. The building will provide unique, creative loft-like spaces for established businesses and incubator space for newly emerging businesses.

Construction on the Centre Court building began in earnest in fall 2010 and is expected to be available for tenants in early fall, 2011. Beam Development has secured two full floor tenants and has been speaking with a number of other individuals and organizations about the creative, flexible office space in the building.



In support of this project, the City provided the following assistance:

- Loaned \$7.89 million from the City's Urban Renewal Agency derived from a federal HUD Section 108 loan for site acquisition.
- Provided a \$2 million loan derived from a Brownfield Economic Development Initiative grant,
- Loaned \$350,000 from the City's Downtown Revitalization Loan Program.
- Assembled a cross-departmental City staff team to provide facilitative assistance through the development process.

Bennett Redevelopment Project

In December 2010, Bennett Management Company purchased the adjacent vacant site next to the Centre Court Building, formerly the site of the Woolworth Department Store. A combination of public and private funds is being used to construct a five story office building, with retail space and access to underground parking on the ground floor. The project broke ground in early spring 2011, and completion is expected in spring 2012.



In support of this project, the City provided the following assistance:

- Transferred its \$6.9 million Recovery Zone Economic Development Bonds allocation to allow the bank financing on the project to achieve tax-exempt status to generate a lower interest rate.
- Provided a \$1.3 million Downtown Revitalization Loan.
- Committed to lease up to 26,000 square feet (60% of the leasable square footage) of the building.
- Expedited the review of an adjustment review application to allow the developer relief from a development standard.

Inn at the 5th

Construction is underway for the Inn at Fifth Street Market, a new hotel in the northwest corner of the 5th Street Market. Hotel accommodations in the heart of downtown Eugene will help meet the existing demand for accommodations and increase the community's ability to hold more and larger events. In addition to the numerous near-term construction jobs, the hotel will create approximately 25 permanent full-time jobs in the community.



In support of this project, the City provided the following assistance:

- Leveraged over \$11 million by providing \$600,000 in Business Development Fund loans.
- Eliminated regulatory barriers, including the removal of a requirement for on-site parking for new development and the requirement for a conditional use permit for any construction on the 5th Street Market site.

Other Projects

Walnut Station Mixed Use Center

The City's most recently adopted mixed use center is Walnut Station, an 80 acre area strategically located adjacent to the University of Oregon and along a BRT line connecting the cities of Eugene and Springfield. The vision for this area, which is based on broad and iterative public input, is to facilitate redevelopment of the Walnut Station area from the current auto-oriented development to a vibrant, pedestrian friendly mixed use center. Estimates show that redevelopment in this area has the potential to add 860 to 1,260 housing units and 50 to 300 office jobs. Thus, the strategies employed by the City to encourage and facilitate this mixed use center should directly impact the City's efforts to achieve the nodal alternative performance measure goals.

One of the key strategies to facilitate the establishment of this mixed use center is the City's first "form based code." This new implementation tool takes a form-based approach (as opposed to use-based), which emphasizes the relationship between building facades and the public realm, the form and mass of buildings in relation to one another, and the scale and types of streets and blocks. In addition to using a form based code, implementation of the vision for this area includes the proposal

to redesign Franklin Boulevard as a multiway boulevard to support the pedestrian and transit-friendly mixed use development concept. In support of this project, the City led the planning effort to establish the mixed use center and form based code, and is currently pursuing funding to begin the transformation of Franklin Boulevard into a multi-way boulevard.

Eugene Water and Electric Board Riverfront Master Plan

EWEB has recently completed a master plan for its 27 acres site of riverfront property that envisions a downtown, mixed-use riverfront neighborhood with restaurants, housing, cycling and walking paths, retail shops, and public open space. The plan is the result of more than two years of public meetings and open houses designed to gather citizen input on how to redevelop property owned by EWEB. Based on the Riverfront Master Plan, an estimated 200 to 450 multiple family housing units and 500-1000 jobs are anticipated to be added as a result of redevelopment. This is another mixed used development project within a designated nodal area that should further assist the City as it aims to achieve the nodal alternative performance measure goals.

While EWEB recognizes it could be a number of years before redevelopment occurs, the master plan puts in place a solid framework that the utility is proud to present to its citizen-owners. With the completed master plan in hand, EWEB can begin the land use application process. Next steps include creation and adoption of regulatory implementation tools, including comprehensive plan amendments and a special area zone.

As a strategy to support this project, City staff provided technical assistance throughout the two-year effort. The City has continued to assist on an as-needed basis to work with EWEB to develop the necessary land use applications to approve the master plan and related applications. The City recognizes that the future success of this mixed use area is dependent upon the City being a committed partner in implementation, not just in plan adoption. Ongoing conversations between EWEB, Eugene and other agencies are occurring to determine what other support is desired and can be provided during implementation.

Non-Designated Nodal Areas

In addition to the redevelopment activity occurring in the designated downtown mixed use area, other areas of the City (located within potential nodal development areas as identified in TransPlan) are experiencing redevelopment activity and deserve being highlighted. Although these areas are not located in formally designated or adopted nodal areas, the current redevelopment activity supports and contributes to a mixed use pedestrian friendly environment.

University of Oregon Area

The areas immediately surrounding the University of Oregon are experiencing significant redevelopment activity. Primarily the new development has been residential at higher densities, however; there has also been associated commercial development. The photo (at right) shows the recently constructed Westgate on East 13th Avenue, a six-story mixed use building one block from campus that features apartments over ground floor commercial. In a recent 15- month period, over 270 units



were approved for construction in the university area, and new projects continue to be submitted at a steady pace. This new development increases overall density and adds to the mix of uses in the area.

Demand for high density student housing in this mixed use area has been strong due to the proximity of campus, frequent transit service (including BRT) and commercial amenities, and is supported by the existing zoning. Even with the strong market for housing, many of these projects required City support through the Multi-Unit Property Tax Exemption (MUPTEx) program, a 10 year property tax exemption. These projects qualified for MUPTEx because they are high density housing near the core or transit oriented areas and met specific criteria set by City Council.

Related to jobs, the University of Oregon, the region's largest employer, has completed or recently initiated University related construction projects (including Matthew Knight Arena, an alumni center and an integrative science building) in the campus area. The City is actively listening to and working with developers, neighbors and the University to address the positive and negative impacts of this fast-paced redevelopment around the University.

W. 11th Avenue

The Lamb Building, located along W. 11th Avenue in another identified potential nodal development area, is a newly constructed four story mixed-use building, consisting of ground floor commercial space and 35 one bedroom affordable units. These affordable units are rented to individuals and couples at or below 50 to 60-percent of the area median income.



This project is conveniently located with access to public transportation, along a planned BRT corridor, and in close proximity to shopping, food service, social service programs, and other urban amenities. City strategies for supporting the Lamb Building include granting St. Vincent de Paul federal HOME funds (\$525,000) and System Development Charge waivers (\$100,000) to subsidize the development of the project. Land was not requested as the proposed development site was already owned by St. Vincent de Paul.

Oakway and South Willamette

Redevelopment is also occurring in two key commercial centers in the city. Both the Oakway area, along the Coburg Road corridor, and the south Willamette Street area have experienced recent growth and success as vibrant commercial centers and are seeing small upswings in additional housing in the area. Although City support has not played a role in the redevelopment of these areas, the City is currently working with the neighborhood and businesses in the south Willamette corridor area on a visioning process to create a long term plan that integrates new multi-family housing and commercial uses in the area. Another often-mentioned commercial/residential hotspot is the Whitaker neighborhood, a uniquely Eugene mixed use area that is zoned for mixed use and includes the recently expanded Ninkasi Brewing Company (supported in part by a \$200,000 loan from the City's Business Development Fund) and many new restaurants and boutique retail establishments in close proximity to residential development.

Lesson Learned

The most significant lesson to be gleaned from our current successes is that we must continue to invest in a different way of doing business. This will entail a paradigm shift away from a regulatory role and into an enabling/advocate/implementation role. For redevelopment to happen in line with the community's vision, it is not enough to plan and zone for it, rather we need a comprehensive approach that includes a creative spectrum of assistance. This spectrum of assistance includes appropriate financial incentives, targeted infrastructure improvements, partnerships with local officials, state agencies, private developers, community activists and lending institutions, removal of regulatory barriers, and an inviting administrative atmosphere.

Additionally, we can learn by watching those areas that are flourishing without the City's intervention, and find ways to replicate that success. We must focus our efforts on areas that are ripe, based on market conditions, for development or redevelopment, are closer to the City's core and along transit corridors, and have neighborhood and business owner support. We must continually seek feedback from developers and the community, and monitor and adjust our efforts.

The next section of this report addresses how we will move forward with what we've learned about implementation of mixed use in the City's current comprehensive planning efforts.

LOOKING FORWARD

Envision Eugene

The City of Eugene is in the midst of planning for the next 20 years of growth in our community and establishing a Eugene-only urban growth boundary. Although this project is the result of a state mandate (House Bill 3337), the scope of the Envision Eugene project goes beyond the minimum requirements to satisfy state law. We are also creating a vision for Eugene's future and addressing issues concerning livability, sustainability, economic prosperity and urban form. This work is closely coordinated with regional transportation efforts and the adoption of a Eugene-specific Transportation Plan update. This timing is critical for providing coordinated transportation and land use planning and ensures that the transportation system is planned to support project densities.

What We've Heard

As part of this planning process, the City has been asking questions and listening to a broad range of community voices about how we should grow. The Envision Eugene project has deliberately gathered information from many places: open houses, neighborhood listening sessions, surveys, facebook, and a youth art contest, to name a few. The most substantial block of input was received from the Community Resource Group (CRG), which was comprised of community members with diverse backgrounds who, for more than eight months, collaboratively discussed and addressed the typically contentious issues that arise when we consider where and how to grow. Beginning with 50 members representing interests as varied as home builders/developers, real estate professionals, school representatives, affordable housing advocates, neighborhood groups, environmentalists and business owners, the Envision Eugene Community Resource Group grew to over 70 active participants as they worked to understand, respect and resolve differences.

Very quickly, the concept of mixed use development emerged as a major strategy in the Envision Eugene process, not only through the CRG, but also through our other public outreach efforts. During general public outreach efforts, including open houses, surveys and workshops, the concept of mixed use garnered high support as a solution for accommodating future growth while preserving livability.

The CRG spent many hours discussing the concept of mixed use. They also toured key redevelopment areas, spoke with topic experts, including local developers and real estate and banking professionals, reviewed market analyses and formed a Mixed Use Development subgroup to further explore the obstacles (financial, regulatory, and others) to successfully implementing mixed use and redevelopment projects in commercial areas and along corridors. From the market analysis and developer testimonials, we learned that redevelopment to support higher densities in key commercial areas does not often pencil out. Some of the specific obstacles heard include small parcel sizes with limited options, low-rental rates that make it difficult to recoup investments, restrictive land use codes, costly permits and fees, neighborhood opposition, and risk-averse lending practices.

Mixed Use Strategy

The Envision Eugene document (Attachment A) is the result of the blending of all the input collected from the various public involvement efforts. The document is titled “Envision Eugene: A Legacy of Livability,” to reflect the community’s most prized values that emerged in countless discussions. Seven pillars, or major objectives, assure that Eugene’s growth is sustainable and in line with community goals. The pillars and strategies are interrelated, and should be considered holistically, rather than in isolation. The majority of these strategies and associated tactics (or actions) focus on accommodating future housing and employment growth within the existing UGB, which is consistent not only with state law, but also with our community’s values.

The fourth pillar of the Envision Eugene document, although titled “*Promote Compact Urban Development and Efficient Transportation Options*,” is essentially a retooling of the City’s mixed use program and further commitment to achieving the nodal alternative performance measure goals. Building on what we have heard and learned, the strategies and tactics under this pillar work together to make implementation of mixed use more successful than past efforts.

Most significantly, the strategies call for accommodating all of our 20-year projected multi-family housing need (approximately 6,000 to 8,000 housing units) and commercial need (approximately 15,000 jobs) within the existing UGB. The bulk of the housing and commercial development and redevelopment will be focused along key transit corridors and core commercial areas (including downtown). As shown in the attached map (Attachment C), these areas align with the potential and adopted nodal development areas identified in TransPlan, as well as planned high capacity transit routes.

While work continues through Envision Eugene to vet and refine the assumptions and projections, early estimates show that 40 to 55-percent of new multi-family homes will occur through redevelopment or re-designations in these identified areas, including downtown redevelopment and re-designation and redevelopment of key sites such as EWEB. For commercial, according to early estimates, redevelopment of existing commercial lands, re-use of existing built space and re-designation of industrial land to commercial land within these identified areas will account for 50 to

60-percent of the job need. Both of these estimates exceed the nodal alternative performance measure goals.

The transformation of these identified key transit corridors and core commercial areas as mixed-use neighborhoods will require aggressive but realistic redevelopment strategies. Although regulations will play a role in our implementation efforts, market studies and recent experience tells us that the City will need to provide a spectrum of incentives or assistance to jump start redevelopment in these areas, and that different areas will require different tools and levels of assistance. The tactics or actions we will take to achieve our mixed use vision and meet our alternative performance measures are based on ideas we have heard, as well as what we have learned through our experiences. These actions include:

- *Area Plans:* While past specific area planning has produced mixed results, our new efforts will build on what we learned for those experiences, specifically by focusing on areas that are ready for change, economically viable and poised for success. Area plans will integrate land use, transportation, parking, design, parks and open space, infrastructure, and existing historical and cultural resources. Area planning will recognize the unique characteristics of each area and providing localized consideration and treatment in planning, and as necessary, in the land use code to enable and incentivize the transformation of these areas into mixed use neighborhoods.
- *New Regulatory Tools:* One expected outcome of the area planning efforts will be new regulatory implementation tools, such as new overlay zones, form based codes or alternative paths that increase flexibility, while ensuring the type of development we want. These new tools will also build on existing regulations that prohibit certain development types. Many of our key transit corridors and core commercial areas (including downtown) are zoned to allow for mixed use redevelopment. For instance, our main commercial zones allow for mixed use buildings, require parking behind buildings and require buildings to be close to the street. However, new tools may be necessary in some areas to ensure that mixed use redevelopment does indeed occur as opposed to other less efficient types of development.
- *Removal of Code Barriers:* Removing barriers to mixed use development has been a consistent theme we have heard throughout Envision Eugene. These barriers include existing code requirements which discourage successful mixed use development, particularly in downtown. Identified barriers include as revamping the nodal development overlay zone, removing ground floor commercial requirement, changing floor to area ratio (FAR) requirements in certain areas, restructuring vehicle and bicycle parking requirements, and restructuring the Traffic Impact Analysis requirement within identified core commercial areas and corridors. Work is already underway to identify and remove these regulatory barriers, with City Council recently directing staff to being work on a package of code amendments that includes removal of barriers to mixed use development.
- *Financial Assistance:* One of the biggest barriers to innovative, compact or mixed-use development and redevelopment is securing financing. Given the City's challenging budget conditions, creative financial strategies are needed. We are proposing a spectrum of assistance, including implementing variable system development charges for projects in key transit corridors and core commercial areas and applying additional incentives such as tax incentives, loan programs and public/private lending partnerships.
- *Partnerships:* As we have learned from our downtown redevelopment successes, facilitative assistance is essential. We will be conducting pilot projects to demonstrate how developers,

neighbors, and the City can come together to foster best outcomes. We will seek assistance from developers, neighbors and others to identify focus areas for pilot projects that are ready for change, economically viable, and poised for success. We will continue to look proactively for partnerships opportunities.

- *Land Re-Designations:* We plan to re-designate and rezone 100 to 200 acres of marginal industrial land to commercial with the purpose of enabling housing and commercial redevelopment of these sites. Work is currently underway to identify suitable sites along key transit corridors.
- *Infrastructure Improvements:* While many redevelopment areas are served by basic infrastructure (including wastewater, stormwater, electric and streets), making investments in public infrastructure like parks, plazas, street designs, sidewalks, parking, underground utilities and bicycle/pedestrian paths can raise the value of an area and attract private investment for redevelopment. Targeted infrastructure improvements will be a key strategy in our spectrum of assistance.
- *Transit Improvements:* Either through technical support or infrastructure improvements, the City will continue supporting Lane Transit District's efforts to complete the planned EmX bus rapid transit system along key transit corridors. City Planning and Transportation staff are assisting LTD with planning and public outreach efforts for the next BRT line in West Eugene and will continue to take an active role as other corridors are planned and improved.
- *Development District:* Work is underway to explore the formation of a Compact Urban Development District, similar to downtown's tax increment financing tool, to reduce the financial and regulatory obstacles to developing key transit corridors and core commercial areas.

Other actions included in the Envision Eugene document that are integral to the success of our mixed use program include creating 20-minute neighborhoods, facilitating high-density residential development on sites that are compatible with, and have the support of, nearby residents, expanding and improving the bicycle and pedestrian infrastructure, and ensuring maximum efficiency in current and future freight systems.

Eugene Transportation System Plan

Hand in hand with the Envision Eugene process, the City of Eugene is creating a local Transportation System Plan (TSP) to address mobility within Eugene's planning area. The TSP will support the policies and projected densities of the land use plan in Envision Eugene, and provide a fully integrated land use/transportation scenario for future growth. Modeling is currently underway to ensure that land use assumptions from Envision Eugene are captured. The Eugene TSP will also integrate new plans emerging from the Eugene Pedestrian and Bicycle Master Plan, Lane Transit District's long range transit planning, a regional transportation options plan, and transportation plans in Springfield and at the regional level. The TSP is following a similar public process as Envision Eugene, by having a Transportation Community Resource Group that includes members who participated on the Envision Eugene CRG. Additionally, in an effort to ensure coordination and integration between the two projects, Envision Eugene staff are part of the TSP's project management team, and TSP staff have participated in CRG meetings and other public meetings and open houses.

SUMMARY

The Eugene community has long supported the concept of mixed-use development, and has reaffirmed this commitment through the Envision Eugene process. A retooling of our mixed use program to implement the strategies we know are successful and to remove the barriers that we know have stood in the way of some mixed use development is currently underway. We have, and continue to, learn from the challenges of earlier implementation efforts and the success of current efforts, identify barriers and obstacles to success, and anticipate future trends. Moving forward, the key to success will be having a flexible implementation approach that offers a spectrum of assistance, from financial incentives to partnerships.

ATTACHMENTS

- A. Envision Eugene Draft Proposal, March 2, 2011
- B. Map of Recent Redevelopment Activity
- C. Map of Key Transit Corridors and Core Commercial Areas from Envision Eugene with TransPlan Nodal Development Areas and Adopted Mixed Use Centers

Envision Eugene

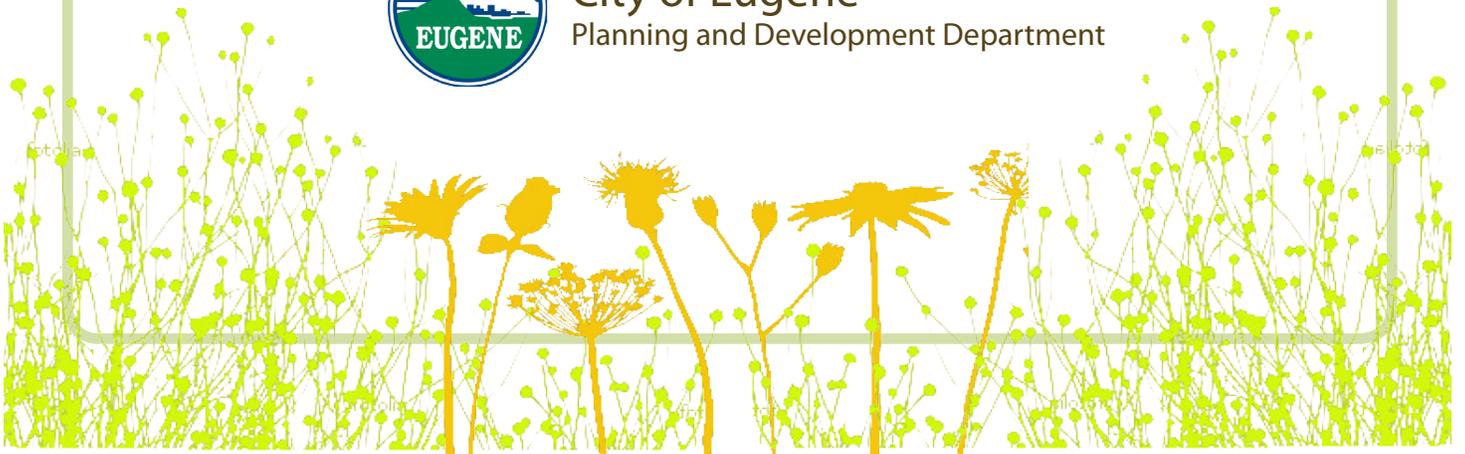
A Legacy of Livability

Draft Proposal

March 2, 2011



City of Eugene
Planning and Development Department



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Envision Eugene

A Legacy of Livability

INTRODUCTION

Two primary goals of the Eugene City Council's Envision Eugene project are to: 1) determine how Eugene will accommodate the next 20 years of growth in our community, as required by state law, and 2) create a future that is livable, sustainable, beautiful and prosperous. The proposal described in the following pages outlines a strategy to achieve these goals. It is the result of collaborative and in-depth conversations with a wide variety of thoughtful and knowledgeable community members and sets a course for a new and sustainable vision for the future of Eugene.

The proposal is titled "Envision Eugene: A Legacy of Livability," to reflect the community's most prized values that emerged throughout the planning process. Seven pillars, or major objectives, assure that Eugene's growth is in line with community values.

Each pillar is accompanied by strategies and tactics. Strategies are numbered under each pillar and are the methods that will be used to achieve the pillar results. Tactics are represented as bullet points under each strategy and are the actions that must be taken to successfully implement a strategy. The pillars, strategies and tactics are interrelated, and should be considered holistically, rather than in isolation.

The Seven Pillars of Envision Eugene

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

Envision Eugene is the result of collaborative and in-depth conversations with a wide variety of thoughtful and knowledgeable community members.

The majority of strategies focus on accommodating future housing and employment inside the existing urban growth boundary (UGB). This is consistent not only with state law, but also with community values. As such, the proposal includes the following key points:

- Future land need for commercial activities and multi-family housing will be accommodated inside the existing UGB.
- Densities will not be increased in our single-family neighborhoods beyond what is currently allowed. Furthermore, we will continue to develop compatibility standards to ensure that future development is in-keeping with the character of existing neighborhoods.
- Densities will be increased (for jobs and multi-family housing) along key transit corridors and in core commercial areas. Financial and infrastructure incentives will be required to facilitate redevelopment activities.
- Economic development is a community priority, to bring local employment rates and wages on par with state and national averages. In doing so, we recognize that Eugene lacks available land for large lot industrial development. The UGB will need to be expanded by a minimum of 400 acres to accommodate this land need.
- The need for additional land to accommodate a future supply of single-family homes is still under study. A recommendation is expected in May of 2011.
- Potential expansion areas will be determined by prioritizing the preservation of high value agricultural lands and habitat areas.

Like the process that was used to develop it, this proposal is thoughtful, intentional, and evolutionary. Through built-in checkpoints and reviews we can check our predictions for the future against the actual changes we experience (see Adaptable Implementation Pillar).

Finally, each pillar includes “Best Outcome” statements that are direct quotes from participants in the planning process. These quotes represent community members’ hopes for the future and their best possible outcomes, should we pursue these actions and be successful in their implementation. These “Best Outcomes” have been an important focus of the planning process to date, because they help us to take positive actions to realize the future we want, rather than making decisions that are based in fear of an unknown future.



Community members discuss the future

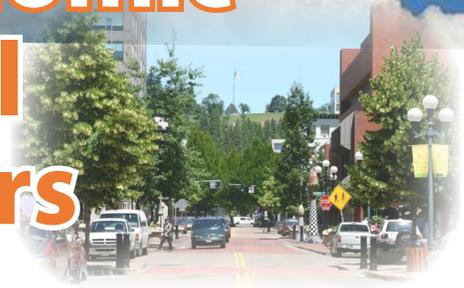
For Additional Information

Please visit the project website at www.envisioneugene.org or contact Terri Harding, Public Involvement Manager, at terri.l.harding@ci.eugene.or.us or (541) 682-5635.



Envision Eugene

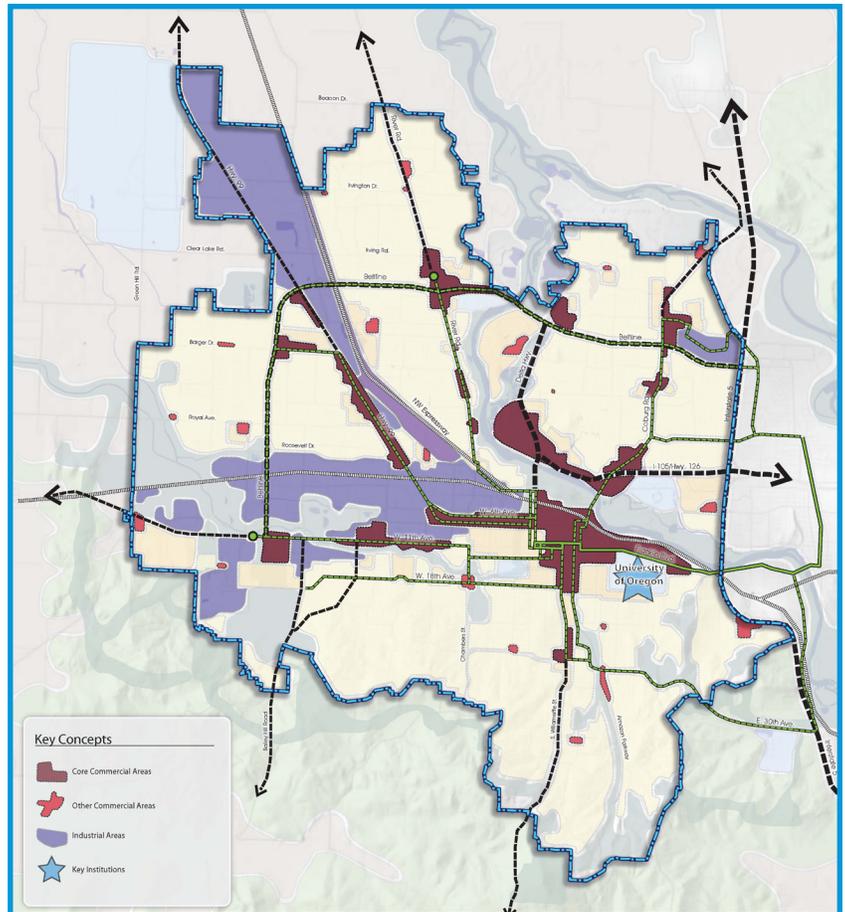
Provide Ample Economic Opportunities for all Community Members



To meet the economic needs of Eugene residents today and in the future, we will pursue a multi-faceted approach that utilizes several strategies:

1. Meet all of the 20-year commercial land needs (office and retail) within the existing urban growth boundary (UGB). (Note: this does not preclude the inclusion of small amounts of commercial lands within areas that expand to accommodate other uses)

- Conduct a parcel evaluation and re-designate 100 to 200 acres of marginal industrial lands (generally 2 acres or less in size) to a commercial or flexible employment zone (see below).
- Change the land use code to increase flexibility for compatible uses allowed within industrial and commercial zones.
- Redevelop key transit corridors and core commercial areas (including downtown). (See the Promote Compact Urban Development pillar for additional strategies and actions to facilitate redevelopment of commercial uses in core commercial areas and corridors.)



Some smaller lots in industrial areas may be better suited to other uses

The Regional Prosperity Economic Development Plan

lists a variety of actions aimed at supporting and improving the local economy. The plan also identifies several key industries for our regional economy such as clean tech/renewable energy, health/wellness, advanced manufacturing and software. To view the plan, go to www.eugene-or.gov/nexecon

No UGB expansion for commercial land needs.



Provide Ample Economic Opportunities for all Community Members



Farmer's Market



Bike Friday photo: www.bikefriday.com

Average Wage

The average wage in Lane County in 2009 was \$35,475, which is 16% below the State average.

Brownfields

The term "brownfield" refers to polluted or contaminated lands that need to be cleaned up before they can be used again.

2. Implement the Joint Elected Officials Regional Prosperity Economic Development Plan dated February 26, 2010, to proactively support the startup and growth of local businesses. Additionally, complete the following actions in support of the Plan:

- Conduct feasibility study of developing a green industry cluster around wood product production with increased local content and value, 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, including rail transportation.
- Conduct feasibility study of developing an intermodal rail-truck transport hub.

3. Consolidate, and develop or redevelop vacant lands and developed sites (including brownfield sites) within the existing UGB.

- Develop an Industrial Land Trust to operate an Industrial Land Bank (using approaches demonstrated successfully in the West Eugene Wetlands Partnership), and seed the Industrial Lands Bank with public funds within five years of Council approval. The bank would work to consolidate sites and prepare developed sites for redevelopment, including contaminated sites.
- Pilot a project to identify, remediate and certify for industrial development, one brownfield site of at least 20 acres.
- 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 greatly increasing the readiness of these sites for development.

4. Support the development or redevelopment of industrial sites that are and will remain outside the UGB as part of a regional strategy.

- Work with Lane County and the City of Springfield to determine the feasibility of establishing an employment center in Goshen. The intent of all Envision Eugene pillars and strategies will apply in determining feasibility, i.e. Protect, Restore and Enhance Natural Resources.

5. Determine what specifically would constitute an appropriate portfolio of industrial sites to support community economic development goals, both in supporting the expansion needs of locally-owned businesses, and in attracting new prime employers.

- Consider the potentially different needs of both I-2 (light-medium industrial uses), and I-3 (heavy industrial uses).
- Target lands of at least 50 acres and ensure that the needs for larger parcels up to 100 acres are addressed.
- Address the need for locating lands in different areas to provide site choice based on the specific needs of different businesses.
- Work with industry experts and community members to provide realistic siting criteria for various uses.

6. In order to complete the desired economic development sites portfolio, expand the existing UGB by 400-500 acres for industrial uses. The timing associated with providing urban services to these areas would be guided by the tactics in the Adaptable, Flexible and Collaborative Implementation pillar.

- Establish legal parameters to ensure that these industrial sites cannot be rezoned for single-family, multi-family or commercial use.
- Explore the concept of a “just in time” inventory of future industrial lands outside the UGB that would be pre-approved to bring in for industrial purposes only.



Burley Designs photo:www.burley.com



Rexius photo:www.rexius.com



Ninkasi Brewery photo:www.saveur-biere.com

Best Outcomes - Statements from Community Resource Group Participants

“Eugene offers good living wage jobs to a wide spectrum of workers with varied skills.”

“We will have an ample amount of land ready for development when a job/income producing firm comes to town with an interest in building a facility here. “

“We develop a strong commercial or industrial base with family wage jobs.”

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Envision Eugene

Provide Affordable Housing for All Income Levels



To meet the growing and changing housing needs of all Eugene residents today and in the future, we will undertake the following strategies:

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 increases the amount of housing accessible to all income ranges.

DRAFT

Housing Affordability

A typical national standard used to determine housing affordability is that a household should pay no more than 30% of their income on housing. In 2008, 45% of Eugene households paid more than 30% (58% of renters, 33% of homeowners).

Multi-Family Housing

Multi-family housing is typically attached housing including building types like duplexes, triplexes, row houses, small and high-rise apartment complexes, and condominiums.



Olive Street rowhouses



Small scale apartments



The Tate condominiums



Provide Affordable Housing for All Income Levels



Secondary Dwelling Unit



Alley access unit



Clustered housing

2. Expand housing variety and choice by facilitating the building of smaller, clustered and attached housing.

- Develop and apply design guidelines, in collaboration with Infill Compatibility Standards (ICS) to address compatibility, while increasing flexibility in land use regulations to achieve desired outcome.
- Evaluate land use code and permitting processes to identify and remove barriers to clustered and attached housing, alley access lots, and secondary dwelling units.
- Promote existing incentives such as system development charge grants (for affordable ownership and rental units), and EWEB small house incentives.
- Assess benefits of new incentives such as minimizing systems development charges, (SDCs) implementing a marketing program for small, clustered and attached housing, and providing loans that reduce the risk of attached housing financing.
- Continue existing programs such as Homebuyer Assistance Program, which offers down payment assistance for low-income, first-time homebuyers.

3. Assess the applicability of a housing and transportation affordability index. This index rates neighborhoods based on the combined cost of housing and transportation costs which may be a better indicator of affordability than housing costs alone. In addition, explore the availability of an index that includes housing utility costs.

4. 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 2010.

- Continue existing programs such as Low Income Rental Housing Property Tax Exemption, land bank program, system development charge (SDC) grants, Community Development Block Grant (CDBG) program, HOME Investment Partnership Program and Controlled Income Rent density bonus.
- Identify new incentives such as a new foreclosure assistance/purchase program, increasing local subsidies, providing infrastructure to afford able housing projects and permit fee reductions,.
- Evaluate land use code and permitting processes to identify and remove barriers to affordable housing (i.e. requirement for commercial on ground floor).
- Evaluate publicly-owned surplus land as sites for future affordable housing developments.
- Continue to integrate housing for various income levels into existing neighborhoods consistent with the City's Housing Dispersal Policy.
- Look for opportunities to incorporate affordable housing developments into area planning (such as coordinating the land bank program with planning of key corridors).

5. Continue existing programs that support 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 loans, and emergency home repair loans.

6. A determination to expand the UGB to meet single-family residential needs has not yet been made. If expansion is necessary, adopt development guidelines and requirements that promote housing options, increase housing affordability, reinforce compact urban development and promote neighborhood compatibility. Development guidelines and requirements could include:

- Design standards, in collaboration with ICS, to address compatibility.
- Flexible land use codes, such as opportunities to reduce minimum allowable lot size from 4,500 square feet, to create smaller houses, and to create a greater mix of housing types for different income levels.
- Financial incentives, such as variable SDCs, to encourage smaller lot/smaller home development.
- Planned location for new key transportation facilities and utilities.



Prairie View - Affordable Housing

Housing Consolidation Plan

The Eugene-Springfield 2010 Consolidated Plan presents a strategic vision for housing and community development for the period beginning in July 2010 and ending in June 2015. The goals, strategies, and activities outlined in the Consolidated Plan are based on priorities identified through an analysis of community needs and an extensive community outreach process. To view the plan, go to www.eugene-or.gov/hudconplan

Best Outcomes - Statements from Community Resource Group Participants

"We create a mix of housing types that fit market demand and there are good desirable housing options for everyone."

"We have good looking, pleasant, livable affordable homes."

"Attractive, vibrant neighborhoods with a mix of housing densities that closely match market demand."

"Everybody has a place to live and the means to maintain it."

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Envision Eugene

Plan for Climate Change and Energy Uncertainty

Cities are the front line for mitigating the economic and social risks stemming from energy uncertainty, reducing greenhouse gas emissions associated with the built environment, and preparing for changes in regional climate.



Several strategies in other parts of this document also address climate change and energy uncertainty, particularly those under the pillar pertaining to compact urban development and efficient transportation options. In addition to those strategies, the following strategies are consistent with the *Climate and Energy Action Plan* and will work to protect our population and our environment, by mitigating and preparing for future uncertainties of a changing climate and rising fuel prices.

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 within walking distance from their homes. This strategy is intended to reduce the need for, and reliance on, motorized forms of transportation.

- Complete city-wide 20-Minute Neighborhoods assessment including location opportunities, and assessment of need for flexible codes, transportation infrastructure, parks, open space, partnerships and incentives.
- Plan residential expansion areas (if needed) to support 20-Minute Neighborhoods.

2. Make energy efficiency, including both in buildings and vehicles, the first line of action in reducing energy dependence and greenhouse gas emissions.

- Future policy decisions should support the efforts of the Pedestrian and Bicycle Master Plan, the Eugene Transportation System Plan, collaboration with Lane Transit District (LTD) to complete the EmX bus rapid transit system, and efforts to encourage existing and new houses to be energy efficient.
- Plan for changes in electricity generation and distribution methods and the resulting effects on land use.
- Take full advantage of energy efficiency opportunities in retrofits and renovations to existing buildings as a form of energy efficient redevelopment.
- Facilitate the use and generation of renewable energy for buildings as part of redevelopment, and facilitate the use of low-carbon transportation energy options as part of redevelopment.

20-Minute Neighborhoods

20-Minute Neighborhoods are walk-able neighborhoods with plenty of services to meet most of residents' basic needs, such as parks, schools, shopping and dining. Walk-able neighborhoods are well connected with streets, sidewalks and paths, and offer trees, lights, safe crossings and a pleasant pedestrian environment. Supporting these qualities is an important recommendation of the Community Climate and Energy Action Plan for a healthier, more resilient community.



Neighborhood business



Plan for Climate Change and Energy Uncertainty

3. Reduce physical and economic risks to people and property arising from climate change and energy price uncertainty.

- Plan for increased frequency of flooding, increased risk of wildfires (particularly in the south hills), and increased risk of landslides (particularly on steep slopes).
- 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 transportation systems).
- 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.



Local farm

4. Align incentives, costs and city processes to promote resource efficient buildings, smaller homes and development towards the city core.

- Complete an assessment of incentives, including implementation of variable system development charges (SDC).



Transportation options

Best Outcomes - Statements from Community Resource Group Participants

"Eugene is nationally recognized as a model for how to create 20 minute neighborhoods."

"We continue our reputation as livable, bike-able, green city but also embrace how we need to change."

"Corridors are transformed into beautiful walkable streets that have vibrant nodes of housing and services that facilitate "20 minute living."

"Quality of life goes up and we protect valuable farm land and grow in a way that is consistent with our values."



Envision Eugene

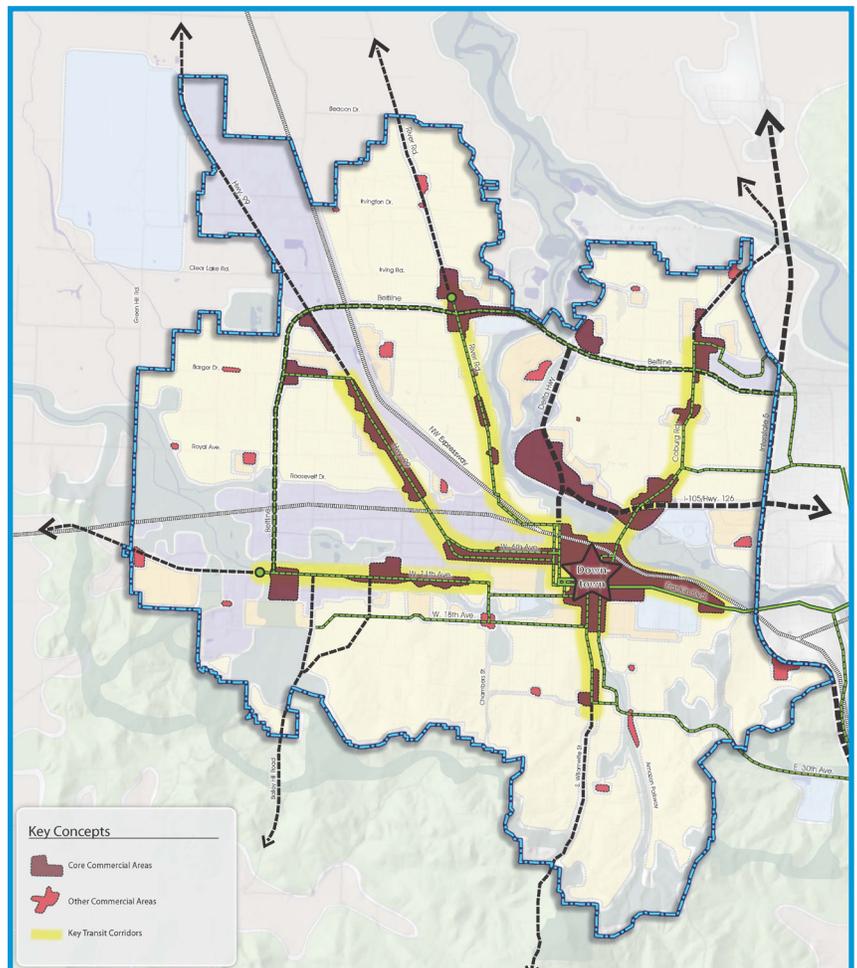
Promote Compact Urban Development and Efficient Transportation Options



To integrate the closely-connected needs of land use and transportation (i.e. walking, biking, riding and driving) in our community, and to make the most efficient use of land and financial resources, we will undertake the following strategies:

1. Meet all of the 20-year multi-family housing and commercial (office and retail) lands needs within the existing UGB, through development of vacant lands and also focusing new development and redevelopment on key transit corridors and core commercial areas (including downtown). (Note: this does not preclude the inclusion of small amounts of multi-family housing and commercial lands within areas that expand to accommodate other uses)

- Integrate new development and redevelopment into key transit corridors and core commercial areas. (See map for definition/general location of key transit corridors and core commercial areas.)
- Change the code to increase flexibility for compatible secondary or associated uses allowed within industrial and commercial zones.



Key Transit Corridors and Core Commercial Areas

"No UGB expansion to meet multi-family housing and commercial needs"



West Town on 8th live/work units

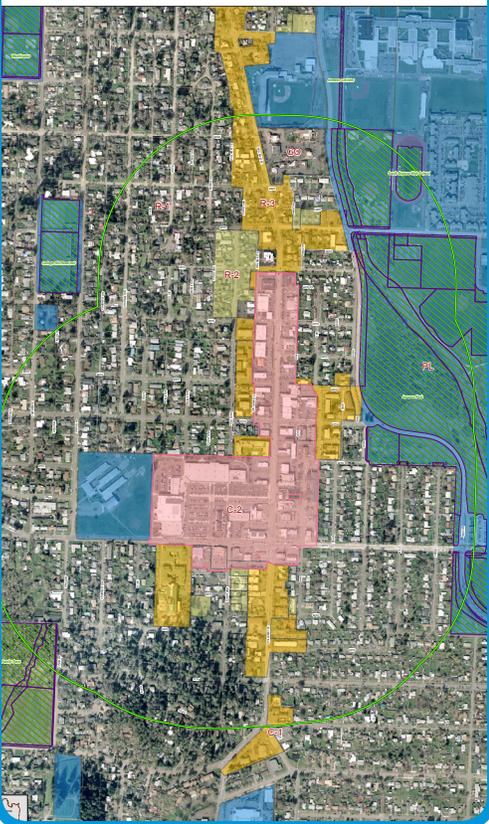


Promote Compact Urban Development and Efficient Transportation Options

Area Planning

Area planning considers all elements of the physical urban environment, including transportation, land use, parks, open space and natural areas, utilities and green infrastructure. A recent example of an area plan is Walnut Station (www.eugene-or.gov/walnut).

South Willamette Pilot Study Area



The South Willamette pilot project uses area planning and visioning to involve residents, developers and the city in creating a long term plan that integrates new multi-family housing and commercial uses into this vital area.

2. Facilitate the transformation of key transit 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- in many cases within a single building.

- Create area plans that integrate land use, transportation, parking, parks and open space, and existing historical and cultural resources through urban design.
 - Recognize the unique characteristics of each area and provide localized consideration and treatment in planning and as necessary, in the land use code.
 - Consider the consensus report of the West Eugene Collaborative as an example outline of such an area plan for the strategies in the West 11th area.

3. Protect adjacent neighborhoods and provide housing options by using transitions between commercial and higher density residential uses and lower-density, single-family neighborhoods in accordance with the goals and recommendations of the Infill Compatibility Standards and Opportunity Siting Task Teams.

- Recognize the unique characteristics of each area and provide localized consideration and treatment in planning and as necessary, in the land use code.
- Utilize Opportunity Siting and other area planning efforts to identify transition areas and tools, for example building height step downs, traffic calming, and landscaping.
- Identify and apply implementation tools, such as overlays, form based code, and design review.

West Eugene Collaborative

The West Eugene Collaborative was a broad-based community partnership aimed at finding an integrated land use and transportation solution to west Eugene's transportation challenges. The group operated in a collaborative, consensus-building style and addressed complex, inter-related issues. For more information, see www.westeugencollaborative.org.

4. Make compact urban development within key transit corridors and core commercial areas easier.

- Identify and remove regulatory barriers (i.e. reduced parking requirements, ground floor commercial requirement, floor to area ratio (FAR) requirements, and restructuring the Traffic Impact Analysis requirement within identified core commercial areas and corridors).
- Complete a feasibility study for the formation of a Compact Urban Development District the purpose of which is to reduce the financial and regulatory obstacles to develop key transit corridors and core commercial areas. As part of the study, explore options for administering and financing the district.
- Complete an assessment of implementing variable SDCs, with the purpose of recognizing reduced impacts of smaller home footprints and development of key transit corridors and core commercial areas.
- Explore and apply additional incentives such as infrastructure improvements, tax incentives, loan programs, and public/private lending partnerships. . Identify tools that can be utilized over and over such as a revolving redevelopment fund.
- Identify and apply implementation tools, such as new overlays, form based code, and alternative path that increase flexibility.
- Ensure that the transportation system can support planned densities and streets are designed to encourage compact development along them (in coordination with the Eugene Transportation System Plan).



Hypothetical concept of future redevelopment along transit corridor showing mix of uses.

Removing Barriers

One Example: Some commercial zones call for mixed use buildings that require commercial uses to be located on the street level, with housing above. While the market may support the housing it doesn't always work for the commercial use. Because of this requirement, potentially good projects are not able to happen. By changing this, and allowing for future flexibility (i.e. that the ground floor could be converted to commercial use later), more housing and job needs can be met on existing lands.

Infrastructure and Placemaking

What makes a place great? Often, it's a park, a plaza, a comfortable street, or something else that sets it apart from other places. One way to support redevelopment and density is to build plazas, parks, beautiful streets, art, and other features that enhance private development and attract people.

5. Conduct a pilot project, incorporating strategies 2, 3 and 4 to demonstrate how builders, neighbors, and the city can come together to foster best outcomes.

- Identify focus areas that are ready for change, economically viable, and poised for success.

6. Assess whether additional parks, plazas and other public open spaces will be needed in or near key transit corridors and core commercial areas as densities increase and develop strategies to meet that need.



Redevelopment strategies should be aggressive but realistic.



Artist's concept of future development along Franklin Blvd. showing multi-way boulevard

Best Outcomes - Statements from Community Resource Group Participants

"Our transit corridors will transform to attractive livable spaces that people can be proud of."

"Incentives are provided to implement strategies and density is increased while quality of life is maintained."

"We work together through this conflict to find elegant solutions to big problems."

"It honors the concept of compact urban growth."



Envision Eugene

Protect, Repair & Enhance Neighborhood Livability



As new development brings change throughout Eugene’s neighborhoods, we will undertake the following strategies to help ensure a high level of livability, avert negative impacts, and make positive changes:

1. Densities will not be increased in neighborhoods above those allowed by existing regulations, or undertake new strategies that impact neighborhoods unless they are in accordance with the goals and recommendations of the Infill Compatibility Standards and Opportunity Siting Task Teams.

2. Complete the Infill Compatibility Standards (ICS) project to achieve the goals of ICS, preventing negative impacts and promoting positive impacts of residential infill development on neighborhoods.

- Bring to council, code changes to adopt low-density residential infill recommendations addressing flag lots, lot coverage, sloped setbacks, secondary dwelling units, and alley front lots as part of the Envision Eugene amendment package.
- Complete and implement ICS work on remaining issues including subdivision conservation tools, needed housing code, cluster development tools, pre-application process, natural resources mapping and incentives, and multi-family standards. Begin working with implementation teams immediately following local adoption of Envision Eugene.

Infill Compatibility Standards

Infill Compatibility Standards are a set of recommendations from a community task force to help new development fit and function better in Eugene’s existing neighborhoods. Some recommendations have been implemented while others are pending further action. For more information on specific recommendations, see www.eugene-or.gov/infill.

Opportunity Siting

Opportunity Siting is a planning process that uses incentives to encourage development on sites that are identified through visioning by residents, developers and the city. For more information see www.eugene-or.gov/opsiting.



Neighborhood planning

Preserving and enhancing our livable neighborhoods is vital to making Eugene a great place to live, work, and play in the future.



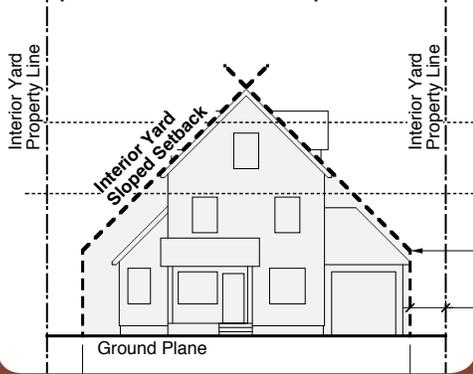
Protect, Repair & Enhance Neighborhood Livability

Infill Compatibility Standards Goal Statement

Create and adopt land use code standards and processes that:

- (a) Prevent residential infill that would significantly threaten or diminish the stability, quality, positive character, livability or natural resources of residential neighborhoods; and
- (b) Encourage residential infill that would enhance the stability, quality, positive character, livability or natural resources of residential neighborhoods; and
- (c) So long as the goal stated in (a) is met, allow for increased density, a variety of housing types, affordable housing, and mixed-use development; and
- (d) Improve the appearance of buildings and landscapes.

Sloped Setback Concept



3. Implement the Opportunity Siting (OS) goal to facilitate high density residential development on sites that are compatible with and have the support of nearby residents.

- Complete Opportunity Siting pilot project in South Willamette.
- Conduct a second OS pilot project on a specific site to demonstrate how builders, neighbors, and the city can come together to foster best outcomes.
- Implement a toolbox of incentives following a comprehensive assessment of existing incentives and consideration of new incentives that support the achievement of OS outcomes. Incentives may include:
 - Regulatory (flexible codes, design review)
 - Facilitative (no cost pre-application meetings)
 - Financial (MUPTE, variable SDCs)
 - Affordable housing (land bank program, Low Income Rental Housing Property Tax Exemption, SDC grants)
 - Infrastructure (utilities, transit, street improvements, parking, sidewalks and bicycle/pedestrian improvements)

4. Create neighborhood plans to address unique situations and impacts in different neighborhoods.

- Complete area planning for the University neighborhoods to address the interface between the University of Oregon, high density housing and surrounding single-family neighborhoods. Begin this planning process immediately following local adoption of Envision Eugene.
- Complete area planning for the River Road and Santa Clara neighborhoods to address impacts of increasing urbanization. Begin this planning process immediately following local adoption of Envision Eugene.
- Beginning in 2015, select at least one neighborhood every two years as needed, for completion of area planning. As resources allow, complete plans at a quicker rate.
- Continue Strategic Neighborhood Assessment and Planning (SNAP) program to provide opportunities for neighborhood-based planning activities.

Neighborhood planning will address unique situations and opportunities across the city.

5. Promote recognition of the value that historic properties contribute to community character and livability, and work to preserve those significant properties. Promote consideration of adaptive reuse of existing buildings in areas of redevelopment.

6. Provide needed land for schools and parks to serve existing and future populations.



Adaptive reuse of historic properties

Best Outcomes

- Statements from Community Resource Group Participants

"Well done infill becomes an asset to existing neighborhoods."

"We have vibrant neighborhoods that celebrate culture, history and have a connection to a network of resources and activities."

"Neighborhoods become even more livable through adding new homes in a compatible way that respects neighborhood character."

"We develop more housing within walking distance of work, shopping and play."

"We use quality designs that integrate into the surroundings."

"Older neighborhoods...are enhanced by appropriate development with right scale, good designs and right location."

Ten Tenets of Opportunity Siting

1. Help preserve and enhance existing neighborhoods.
2. Proactively direct the pressure of development to appropriate sites.
3. Identify process mechanisms for compatible urban growth.
4. Support the urban growth boundary, limit urban sprawl and preserve farmland and rural parkland.
5. Promote sustainable growth and conserve energy by:
 - a. creating walkable neighborhoods near transit corridors
 - b. reducing dependency on automobiles
6. Support existing neighborhood schools by providing sufficient family homes nearby.
7. Capitalize on city investment by building within existing infrastructure.
8. Allow people to stay in their neighborhoods as their housing needs change throughout their lives.
9. Encourage the creation of housing in proximity to neighborhood amenities including open space.
10. Provide housing choice to a broader spectrum of the community by siting housing near jobs.

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Envision Eugene

Protect, Restore and Enhance Natural Resources

Eugene's natural resources play a pivotal role in what makes our community an attractive place to live, work, and play. In recognition of these natural assets and to protect our quality of life, these strategies reflect an ongoing commitment to the protection of our natural resources both inside and outside the urban growth boundary.

1. Encourage both the protection and voluntary stewardship of valuable resources inside the UGB.

- Develop recommendations for incentives and habitat conservation tools for preserving valuable natural resources within subdivisions, in coordination with the work of ICS.
- 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.

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, (See maps for general locations) in consideration with the intent of:

- Rivers to Ridges Vision – endorsed in 2003
- Ridgeline Open Space Vision and Action Plan – endorsed in 2008
- Willamette River Open Space Vision and Action Plan – endorsed in 2010



Ridgeline Trail

Conservation Easement:

A voluntary restriction placed on private property to protect its natural resources, often by limiting certain uses or preventing development.

Recent Planning Efforts

The Rivers to Ridges Vision, Ridgeline Open Space Vision and Action Plan and the Willamette River Open Space Vision and Action plan are all collaborative natural resource planning efforts coordinated by the Lane Council of Government in and around Eugene. These plans help to place the work of Envision Eugene within the larger context of regional strategies to protect, maintain and restore natural areas.



Protect, Restore and Enhance Natural Resources

3. Preserve valuable farmland outside the UGB.

- Identify valuable farmland in and surrounding the UGB.
- 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.
- Collaborate with regional partners to complete feasibility study of establishing long term protection of valuable farmland.

Food Fact

Between 2002 and 2009, Lane County's population rose 8.7 % while total cropland dropped by 11.7 %

Current oak savanna and upland prairie habitat in the Willamette Valley represent just 1% of historic amounts.



Oak savanna habitat around Eugene

Best Outcomes - Statements from Community Resource Group Participants

"Natural resources are preserved to the best of our ability."

"Quality of life goes up and we protect valuable farm land and grow in a way that is consistent with our values."



Envision Eugene

Provide For Adaptable and Flexible Implementation



To help ensure that the goals of Envision Eugene are realized to their full potential, the following strategies will be undertaken as cornerstones of implementation:

1. Create an ongoing monitoring system to collect and track key information.

- Identify specific plan goals and objectives to be monitored, such as housing mix
- Identify types of data needed to collect to support monitoring, such as population growth, densities, types and numbers of housing units constructed, job growth and rate of land consumption

2. Develop systems for tracking the key information described above, and producing clear, publically available reports, for the purpose of continuous evaluation of the effectiveness of the Envision Eugene strategies.

3. Create a dynamic Eugene-specific comprehensive plan to address emerging needs.

- At least every 5 years, evaluate the effectiveness of the Envision Eugene strategies
- At least every 10 years, consider the evaluations and determine whether the comprehensive plan and implementation tools should be adjusted
- Consider phasing of public services to expansion areas in accord with monitoring and evaluation results
- Identify and respond to any impacts that future regulations and programs may have on the buildable land supply

Envision Eugene

As a result of Envision Eugene, we will have a local plan that reflects the community's vision for the next twenty years, and implementation tools that will help us achieve this vision. Since this plan is based on future projections, it will need to be dynamic enough to address the changing conditions. New trends, changes in laws or policies or shifts in community preferences could impact the community's ability to achieve this vision. To ensure that our plan and tools remain effective and relevant, ongoing monitoring, evaluating and adjusting must occur.

Collaboratively plan and partner with surrounding jurisdictions and agencies.

4. Continually evaluate and regularly adjust regulations through a collaborative ongoing code simplification program.

5. Collaboratively plan and partner with surrounding jurisdictions and agencies on such efforts as regional public facilities and services, regional transportation/climate planning, and protection of high-value farm land and natural resources.

6. Develop an implementation tool, such as design review or through Opportunity Siting, to support efficient and flexible review of development proposals that address the needs identified in Envision Eugene and have broad neighborhood support.



Envision Eugene public map room

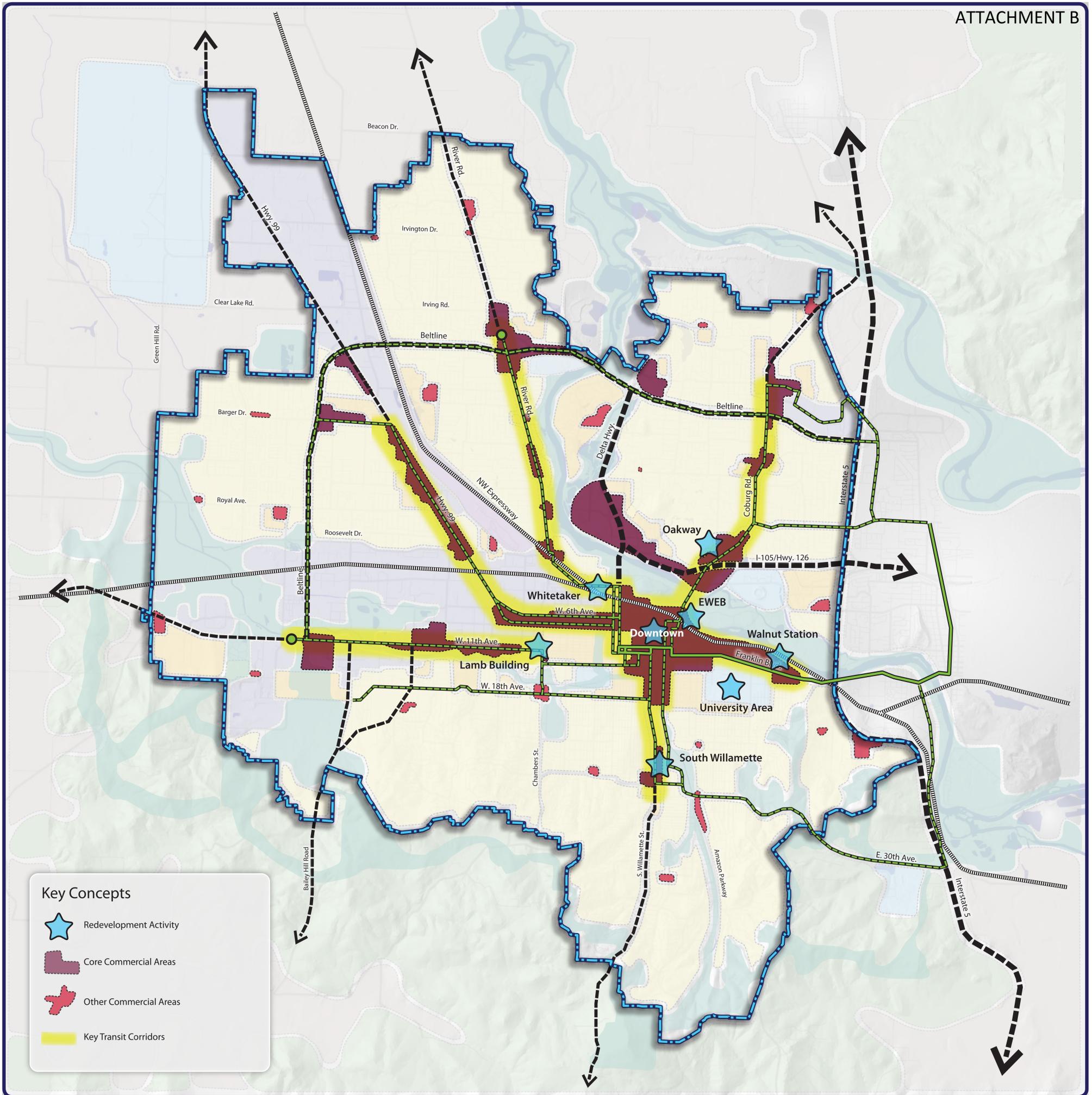
Design Review

In recognition that it is difficult to regulate good design, some very well designed projects may not meet all of a City's prescribed design standards. Design Review provides an alternate review process that allows design flexibility, where proposals can respond to the intent of the prescribed design standards and creatively meet or exceed these standards.

Best Outcomes - Statements from Community Resource Group Participants

"We develop a thoughtful plan that takes into account the entire community's point of view."

"Policies can be generated which are implemented by the City Council so that planning efforts and visions have a chance to become a reality."



Envision Eugene Base Map *draft*

Redevelopment Activity, Core Commercial Areas and Key Transit Corridors

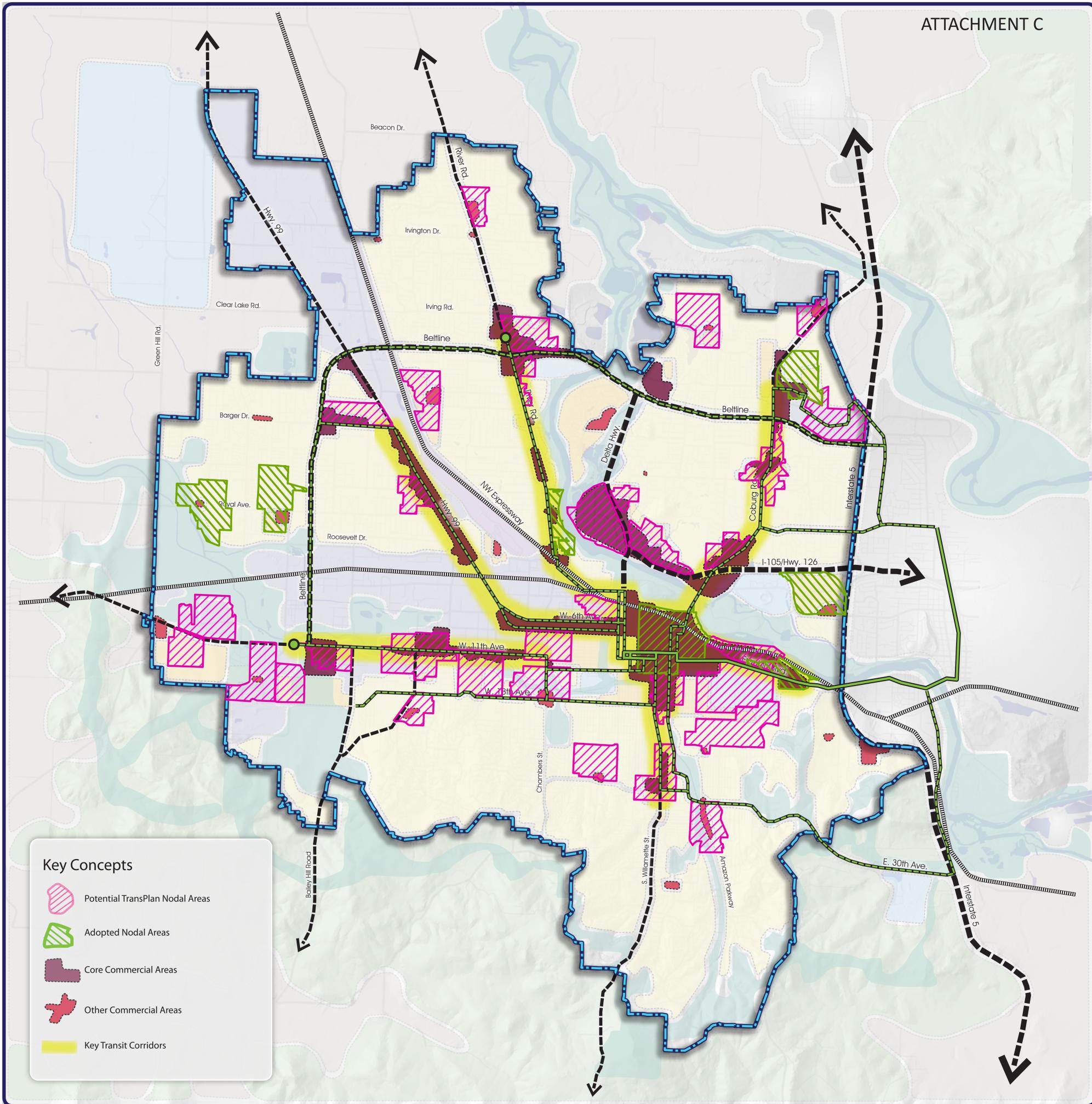
June 1, 2011

Legend

- Urban Growth Boundary
- Freeway
- Major Road
- Railroad
- EmX System - Current
- EmX System - Future Potential*
- Water Bodies / Rivers
- Key Parks & Open Space Features (current and planned)
- Industrial Areas
- Medium & High Density Neighborhoods
- Single-Family Neighborhoods
- Key Institutions
- Farms and Fields
- Hills and Forest
- Urban & Mining

0 miles 1 mile NORTH

* Routes are based on a conceptual map developed by LTD in 2007. Design of future segments of the EmX bus rapid transit system is in-progress; actual alignment may vary from what is shown



Envision Eugene Base Map *draft*

TransPlan Nodal Areas, Core Commercial Areas and Key Transit Corridors

* Routes are based on a conceptual map developed by LTD in 2007. Design of future segments of the EmX bus rapid transit system is in-progress; actual alignment may vary from what is shown.

CITY OF SPRINGFIELD, OREGON

DEVELOPMENT SERVICES DEPARTMENT



225 FIFTH STREET
SPRINGFIELD, OR 97477
PHONE (541)726-3753
FAX (541)726-3689
www.ci.springfield.or.us

Date: June 4, 2011

To: Members of the Land Conservation and Development Commission
Jerry Lidz, Director Department of Land Conservation and Development

From: Gregory Mott, Planning Manager, City of Springfield

Subject: Update of City of Springfield Nodal Development Implementation Efforts

Dear Commissioners and Director Lidz,

Allow me first to thank Lisa Gardner, Planning Director, City of Eugene, and her outstanding staff for preparing a thoughtful and complete analysis of Eugene's effort to implement the mixed use development strategy contained in our jointly adopted transportation system plan. Although our partnership in this plan certainly implies an expectation of similar outcomes, it is clear from our reports that our resources, our market appeal, and those differences that historically define us have resulted in significantly different outcomes. I hope no one is disappointed by this, because in honesty if there were expectations that our two cities would attract similar type, style, number or value of compact mixed use centers that expectation would stand in very stark contrast to the past 125 years of shared history.

The questions that came out of the July 2010 Commission meeting were generated by the uneven results of 10 years worth of implementing our transportation plan's alternative performance measures. For the most part these questions ask us to describe the causes of the poor performance and what we think might turn this performance around. While external circumstances haven't changed much since last July, we do feel that this interval in our reporting has helped us gain some perspective and insight that may have been missing from our report at that July meeting. The Commission's questions precede our responses and appear in bold italics.

***What is the city's understanding of why more development is not occurring within the designated nodes?
Who has the City heard from/spoken to regarding the barriers to nodal development?***

These first two questions are combined because our understanding of the influences on development suitability has broadened substantially since last July, specifically because of who we've spoken to about this question. Our last presentation included a good deal of speculation regarding why we thought nodes weren't developing as expected. We suggested that the economy was the leading culprit, but also that proper zoning had not been in place long enough to generate interest and that redevelopment was more complicated than greenfield development. Since we still had quite a bit of vacant land in our inventory, we thought that this created a competitive advantage that couldn't be overcome by redevelopment sites even if we provided many more incentives within our nodes.

We pointed out the effort we had applied to Downtown in the form of tax increment financing, federal blighted designation, and vertical housing credits; new zoning and development regulations specifically designed to maximize utility of Downtown properties; and the formation of a stakeholder group to review consultant

recommendations on catalytic redevelopment projects, traffic flow, and a comprehensive parking strategy. Notwithstanding these substantial investments in cash, incentives and professional expertise, they were all derived from *our* belief that this is what would jump-start a downtown renaissance; we never asked the development community if this was the proper set of incentives to get new businesses, new housing, new development located in Downtown. Rather than continue to assume we knew how to properly position these sites for successful development and redevelopment, we invited the development community to meet with us and tell us about opportunities; about incentives and disincentives; and provide us with suggestions and recommendations that we might use that might then result in successful nodal development.

We met on two separate occasions with developers, commercial real estate brokers, architects, contractors, and appraisers. We asked them for their impression of mixed use developments in general and if the various sites we'd designated for nodal development were appropriately sized and located; if they offered the correct mix of uses and development regulations; and if the incentives and advantages we placed on these sites were effective. The responses we got were alternately encouraging, insightful, and painful but always sincere and instructive. In summary, we were advised to take note of specific circumstances that influence developer interest and what the City can do to mitigate negative factors and create positive opportunities.

TOD/MUD in Springfield

Projects are all now client driven with only rare 'spec' project.

Process is very risky from extended time from investment to absorption: long and complicated approvals, timing to get the product to market difficult, tighter financing requirements, fluctuating materials costs, smaller margins, uncertain market absorption 2+ years out from start.

Local developer resources limited for TOD/MUD projects. Projects are typically \$20 million plus in size and few local developers have such resources and fewer still would risk their resources on complicated projects often fraught with delays increased costs of appeals to trivial issues, etc.

Financing rules are tighter with higher required coverage ratios and they are likely to stay tighter for many years...the new reality further limiting riskier, larger, complicated developments by less experienced local developers.

Land use process initially to provide certainty has been used to forestall/stop development.

Springfield's approval process forces major investments by developer to get entitlements by frontloading the required submittal materials, creating a higher hurdle than even smaller single use commercial.

SDCs are a disincentive.

Local developers prefer buying and investing in existing buildings: well defined product, process to improve them, and meeting a known market niche.

Land assembly is problematic where minimum development area is required.

Some requirements such as traffic impact studies are a cost burden for the developer and usually result in an exaction that cannot be predicted in the initial pro forma.

Improve Tools Assisting TOD/MUD

Fix eminent domain to allow land assembly.

Adjust tax benefits to encourage TOD investments.

Relax rules of nodes to reduce 'piling on' of complicating requirements.

Change organization related to developers to more easily allow sequenced development.

Not now a simple straightforward 'organic' process, so create one to ease and reduce local complications.

City should complete any peripheral "impact analysis" that is related to public infrastructure improvements so these cost estimates are available for preliminary pro forma.

We've also spoken to a several economic development consultants to get a better understanding of market influences and the obstacles or unintended consequences of the City's regulator environment. We were advised to address some very fundamental elements of the development process, including how we administer and review development proposals in designated nodes:

- Tax credits for desired development
- Expedited permitting; a development assistance team that focuses on getting projects through the process and built
- Underwriting of site analysis, planning, and environmental permitting to get land development-ready
- Reduced or waived permit and development fees
- Reduced parking requirements
- Land assembly or cost write-down
- Contributed public infrastructure and facilities.

These recommendations are in response to values, both land and rent, that exert more influence on development decisions than any other single issue:

A feasibility study conducted for the Springfield Station Area Planning project indicates that rents in Springfield must reach about \$1.30 per sq. ft. per month, or \$780 per month for a 600 sq. ft. apartment, to justify development of a 36-unit low-rise apartment complex. A larger apartment complex might be feasible at lower rent levels because of economies of scale in construction costs.

Low-rise office space, typically single-story flex space, is the predominant development type when land values are below \$6.00 per square foot. Low-rise office space is typically built on relatively low-cost industrial land in flex buildings. Low-rise office developments on inexpensive land are feasible at rents of \$0.50 per sq. ft. per month.

Mid-rise development with surface parking is economically viable at land values above \$6 per sq. ft. and up to about \$90 per sq. ft. This is why mid-rise office development generally the predominant style outside of high-value downtown areas. Mid-rise developments are feasible at rents of \$0.63 per sq. ft. per month.

High-rise office developments are feasible only at land values of \$90 per sq. ft., or \$3.9 million per acre, and above. This is why high-rise office developments are found primarily in a regional central business district. High-rise office developments require rents of \$1.33 per sq. ft. per month.

What are the City's strategies for making nodal development more successful?

In addition to taking the preceding comments seriously, one of the City Council's seven adopted five year goals includes "Facilitate the redevelopment of Springfield." This is being achieved primarily through development and adoption of the Springfield 2030 Refinement Plan and the Glenwood and Downtown refinement plans. The 2030 plan relies on redevelopment as the principal economic development strategy, and projects that existing residential inventory will accommodate all needed housing during the planning period. The Economic Element of the 2030 Plan includes the following policy language relevant to mixed use development in general and the Downtown and Glenwood in particular:

Support the development of the next economy guided by the following principles:

- *Healthy Living – Championing businesses and entrepreneurs that promote a healthy, safe, and clean community while enhancing, protecting, and making wise use of our natural resources*
- *Smart Growth – Encourage a culture of entrepreneurship and re-investment into our local community*
- *Be Prepared – Develop the region’s physical, social, educational, and workforce infrastructure to meet the needs of tomorrow*
- *Local Independence – Promote local businesses and entrepreneurs that lead our area to a higher level of economic independence and resilience*
- *Regional Identity – Create a stronger economic personality that celebrates our region’s attributes and values*

Encourage employers to locate in downtown Springfield, where appropriate.

Encourage redevelopment of Glenwood with a mixed use employment and housing center.

Create an Employment Mixed Use plan designation, that could be applied to land along the existing and proposed EmX Transit corridors and in Nodal Development areas.

Continue to prepare focused district specific plans to facilitate development and redevelopment.

Continue to support efficiency of land use through adoption of district and refinement plans that designate an adequate and competitive supply of land to facilitate short term and long term redevelopment activity.

The City and the Springfield Economic Development Agency (SEDA) shall continue to provide development tools and incentives (such as Urban Renewal support) within targeted priority redevelopment areas as funds become available to facilitate expedient and economically feasible redevelopment.

The City shall adopt a Downtown District Plan and Implementation Strategy in 2010 to guide significant redevelopment in downtown and shall commit to the immediate and continued implementation of the Plan as resources are available.

The City shall continue to partner with TEAM Springfield partners to identify and implement short term and long term actions to revitalize downtown.

The City shall adopt the Glenwood Riverfront District/Franklin Corridor District Plan and Focus Area One plan amendments in 2010 in cooperation with Lane County.

The City shall continue to seek funding opportunities and public-private partnerships to allow construction of key urban infrastructure elements to support pedestrian and transit-friendly redevelopment in Glenwood and Downtown, such as the Franklin Corridor multiway boulevard in Glenwood and enhancements to the Main Street/South A couplet through Downtown.

The City shall continue to seek, evaluate and consider downtown sites for future siting of civic buildings to reinforce the downtown civic center and the downtown employment center.

The City shall continually improve Development Services permitting processes to remove regulatory impediments to redevelopment, provide efficient streamlining of permitting processes, create incentives for redevelopment, and provide flexible design standards (clear and objective track plus discretionary track) to build on the community's strong reputation as a friendly, welcoming and business-friendly city.

The City shall develop annexation tools to facilitate and streamline owner-initiated annexations in Glenwood.

Make efficient use of existing infrastructure by promoting development, infill, re-use, and redevelopment for commercial and industrial uses and developing strategies and incentives to stimulate private investment that overcome anticipated impacts or downturns in the local economy.

The City shall continue to seek funding opportunities and public-private partnerships to allow construction of key urban infrastructure elements to support pedestrian and transit-friendly redevelopment in Glenwood and Downtown, such as the Franklin Corridor multiway boulevard in Glenwood and enhancements to the Main Street/South A couplet through Downtown.

Continue to consider potential policies, strategies and economic feasibility of tiered systems development charges (SDCs) assessments in target redevelopment areas that have capacity to provide land for employment, especially for redevelopment of areas five acres and larger.

The City shall adopt a Downtown District Plan and Implementation Strategy in 2010 to create new capacity and support for downtown employment uses that use land more efficiently and minimize the costs of providing infrastructure.

The City shall adopt a Downtown District Plan and Implementation Strategy in 2010 that identifies the infrastructure and services that businesses need to operate in downtown Springfield.

Develop programs to promote investments in existing buildings to make downtown more attractive, such as the Urban Renewal program.

Develop a marketing strategy to attract businesses to downtown Springfield, including providing low-cost assistance for businesses moving to downtown.

Continue to support Redevelop and develop sites in Glenwood through planning, key investments, special standards, and focused activity through the Springfield Economic Development Agency (SEDA), the Glenwood Urban Renewal Plan, the Glenwood Refinement Plan and the Glenwood Riverfront District Plan.

As funds allow, provide the infrastructure and services to necessary for development in Glenwood. Coordinate economic development in Glenwood with regional economic development agencies.

Continue to leverage available funds to promote economic development in Glenwood through techniques, such as optioning land, land assembly and cooperative development agreements, to assist developers with land assembly problems.

Recruit anchor institutions, focusing on academic and health care institutions to locate in Springfield.

Recruit to establish a University of Oregon anchor land use in Glenwood to stimulate private investment in redevelopment of vacant or neglected sites.

Amend plans to provide more opportunities for mixed commercial, residential and employment.

Prioritize updating plans for mixed used development that includes retail, office commercial, and multifamily housing in downtown, Glenwood, along the Main Street corridor and along the Downtown to Gateway transit corridor.

Continue to support policies and develop implementation tools to encourage economically feasible mixed-use development and nodal development in Springfield's downtown, Glenwood, and mixed-use nodes identified in TransPlan.

Support the co-location of residential and commercial uses in existing buildings by providing financial assistance for necessary building upgrades to meet requirements in the City's building code, such as improvements to meet seismic standards.

Support land use patterns that reduce transportation needs, promote walkability and provide easy access to services and transportation options.

In addition to the 2030 Plan, the City is completing two neighborhood refinement planning efforts for the Downtown and for Glenwood. The City Council has prioritized these two areas for near-term redevelopment as very high density mixed use centers. The Downtown Refinement Plan has been updated to facilitate the reemergence of Main Street as a significant retail center. Some of the techniques being employed include: City acquisition of a strategically located square block for development as public space that will provide adjacent land with a catalyst for new retail development; implementation of a parking strategy that will accommodate both Downtown shoppers and Downtown employees; contracted an analysis of traffic circulation in and through the Downtown for consideration of re-routing truck and through traffic and reestablish Main Street for two-way traffic; improve and enhance bike and pedestrian facilities through way-finding, protected bicycle lanes, new technologies for street crossings, pedestrian level lighting and street furniture.

The Glenwood Refinement Plan is divided into two phases: The Franklin and McVay Riverfront Redevelopment Corridors; and the Glenwood Boulevard Residential Core. The former is nearing completion and the latter is just underway. The riverfront corridors are a combined 200 acres and guided by the following redevelopment principles:

- A contemporary community vision for Glenwood based on a broad range of citizen input and Council guidance;
- The density, mix, type, and location of housing, employment land, and public open space amenities and the required level of public facilities to support the projected demand for housing and employment growth;
- The land use assumptions which will guide and facilitate current and future redevelopment opportunities;
- Baseline assumptions for transportation planning and other infrastructure planning;
- Framework plans for the development of infrastructure to serve existing and future land uses;
- Urban design standards to ensure high quality redevelopment;
- Measures to ensure the protection of natural and historic resources;

- Updated comprehensive plans and policies for Glenwood by amending the Metro Plan, the Glenwood Refinement Plan, TransPlan (and/or Springfield TSP), Public Facilities and Services Plan, and other plans as necessary to implement the community vision and comply with Oregon Statewide Planning Goals and other applicable State and Federal land use, economic, social, environmental and energy policies; and

The heart of the riverfront is anchored by a 35 acre residential neighborhood that includes two park blocks; a minimum density of 50 units per acre; permitted ground floor retail; two transit stops and a riverfront esplanade.

How is nodal development encouragement and achievement of the nodal performance measure being integrated into the transportation planning process?

City staff is currently preparing a new transportation system plan for the City of Springfield. This plan will compliment and inform development of the regional transportation system plan (also underway) and the federal Regional Transportation Plan. The City's new TSP promote nodal development by including the following key policies:

Provide an efficient, sustainable, diverse and environmentally sound transportation system that supports and enhances Springfield's economy and land use patterns.

Policy 1.3: Provide a multi-modal transportation system that support mixed use areas, major employment centers, recreation, commercial, residential and public developments, to reduce reliance on single-occupancy vehicles.

Policy 1.4: Strive to reduce vehicle-related greenhouse gas emissions through more sustainable street, bike, pedestrian, transit and rail network design, location and management.

Policy 1.5: Strive to increase the percentage of bicycle and pedestrian system users by planning, designing and managing systems to support the needs of diverse populations and types of users.

Action: Create a network of bicycle and pedestrian way-finding signage that guides users to destination points.

Policy 3.2: Construct and improve Springfield's bikeway system and provide bicycle system support facilities for both new development and redevelopment/expansion. *Action:* Require bike lanes and / or adjacent paths along new and reconstructed arterial and major collector streets.

Action: Require bike lanes and paths to connect new development with nearby neighborhood activity centers and major destinations. *Action:* Create city-wide bike parking stations in strategic locations such as along major transit routes and in Springfield's central business district.

Policy 3.7: Provide for a pedestrian environment that supports adjacent land uses and is designed to enhance the safety, comfort, and convenience of walking by providing direct routes and removing barriers when possible.

Are there mixed-use pedestrian friendly areas within the City that are not located within a zoned node that should be counted towards achievement of the performance measures?

Until 1960 the City of Springfield was contained within about 4 square miles. Though based on a traditional grid pattern, the short block lengths and presence of alleys and a downtown retail focus resulted in a modest, but reasonably compact growth pattern. In 1960 the City annexed territory along the eastern edge that increased the City's area by more than 15 square miles. About a third of this land

was occupied by large industrial uses; the remainder was mostly vacant and subsequent development was exclusively large lot single family subdivisions and strip commercial along the Main Street corridor. None of this area qualifies as mixed use, walkable development.

Is there enough vacant or redevelopable land in nodes to meet expected targets for employment and housing in nodes?

The City's projected population increase for the next 20 years is approximately 16,000. At an average household size of 2.54 this translates to around 6,300 dwelling units. 23.3% of new dwelling units are targeted for nodes as required by LCDC's approved alternative performance measures. This translates to approximately 1,500 dwelling units. The minimum number of new dwelling units in the Glenwood riverfront node is 1,750 so there is sufficient capacity in Glenwood alone. The employment performance measure requires 45% of new jobs to be located in nodes. Springfield's Economic Opportunities Analysis allocates 52% of all new employment to redevelopment. While redevelopment opportunity sites exist outside of nodes, the total acreage required for mixed use development is 261 acres. Downtown and Glenwood combined provide 127 acres while the five other designated nodes in Springfield add 319 acres to this total. Nodes can accommodate all of the required mixed use land need and still provide a surplus in this category of 185 acres.

What public investments are needed to make nodal development more viable – street improvements, transit, bike, pedestrian improvements?

The proposed infrastructure improvements in Downtown are identified in preceding comments and are scheduled for construction in the next 5 years. Nodes in Mohawk, Marcola Road and Gateway are fully serviced. Glenwood requires significant transportation improvements as well as storm and sanitary sewer extension. These latter facilities are typically a requirement of development approval; however, the principal reason the City adopted tax increment financing in Glenwood was to finance infrastructure construction. The more significant public improvement needed to facilitate all riverfront redevelopment is the Franklin Boulevard rebuild. The City recently applied for Transportation, Community, and System Preservation Program grant to fund the NEPA process. Excerpts of that grant application include the following:

Part B. Project Abstract

The Franklin Boulevard Corridor Project will revitalize the urban core area between downtown Eugene the University of Oregon campus, and downtown Springfield. The Project incorporates key livability principles to transform Franklin Boulevard from a heavily auto-centric arterial into a thriving neighborhood. The multiway boulevard with dedicated bus rapid transit lanes supports the community's vision for mixed use redevelopment integrated with multi-modal transportation choices. The Project's green design creates a pedestrian-friendly streetscape and enhances water quality while improving regional mobility and connectivity for transit, pedestrians, bicycles, autos and freight. The Project is scoped for NEPA documentation, with the NEPA effort and preliminary design partially funded by urban renewal, systems development charge revenue, transit district funds, and discretionary MPO STP-U dollars. The TCSP request is scalable, and completes gap funding so that the Project can move forward in Fall 2011. The Project will demonstrate that a multi-modal design for urban livability is compatible with traditional highway uses.

Part C. Project Narrative

The Project is a critical part of the redevelopment vision for the Glenwood Riverfront District in metro Eugene-Springfield. To avoid urban growth boundary (UGB) expansion for residential uses, Springfield has determined that the Project corridor is capable of supporting 35% of future housing

need identified in the Comprehensive Plan. Springfield plans to implement high density, mixed use redevelopment along the Project corridor through partnerships with Lane Transit District and private development interests already working with the City. Concentrating a significant amount of the City's future growth along the corridor will dramatically reduce transportation and other infrastructure costs typical of 20th Century suburban development patterns. The Project's recipe for success includes: an upgrade of this segment of the region's hugely successful EmX bus rapid transit system to dedicated busways, provision of modern pedestrian and bike ways, a multi-way boulevard design creating main street-type access lanes while preserving through lanes, innovative green street water quality design, and a significant reduction in direct access to the highway.

The Community Vision for a redeveloped Glenwood Riverfront District relies on a new public-public-private partnership approach enabled by the Oregon Innovative Partnerships Program. The ODOT Office of Innovative Partnerships will assist the Lane Transit District, the City of Springfield, and its development partners to implement this creative and efficient approach to Project design and construction, including NEPA project team integration and significant private investment in neighborhood level infrastructure necessary to serve planned and proposed compact, mixed use development along the Project Corridor.

The Eugene-Springfield UGB and associated growth management strategies complement state and local policies to make efficient use of urban land and to integrate land use and transportation in a manner designed to reduce reliance on the automobile. Planned redevelopment along the entire Franklin corridor represents a significant effort to implement adopted policies. Further, Franklin Boulevard is proximate to the magnificent Willamette River and the state-protected Willamette River Greenway. It is imperative that the Project integrate green streets stormwater technology with the planned 'green fingers' open space/water quality design for the future Glenwood Riverfront District. Policies requiring infrastructure design with environmental stewardship are set forth in the Metropolitan Comprehensive Plan (Metro Plan), and various refinement plans including the regional transportation system plan (TransPlan), and the City's Glenwood Refinement Plan.

The current condition of Franklin Boulevard within the Project vicinity simply does not support achieving either the State's or the community's livability goals relating to transportation, housing, jobs and economic development, or environmental quality. This old Highway 99 alignment, still serving as the State's McKenzie Highway, is in desperate need of operational, safety, and access management improvements. One of the key project outcomes is to ensure that the Project segment never again appears on the State's Safety Priority Index System top 10% crash list. The Project purpose via NEPA is to create a 'complete street' environment by adding high quality bicycle and pedestrian infrastructure where practically none exist today. Access will be converted from the current underdeveloped strip concept, where each parcel has one or more individual accesses, to public road approaches and mid-block right-in/right out accesses designed to serve an entire block. With dedicated center lane bus rapid transit busways, most left turns will be available at one of four controlled intersections, via either u-turns or the shared access described above. Reduction in turn movement conflicts, provision of access lanes to support back of sidewalk development and access to interior parking and development, and moving BRT from its (temporary) location in mixed traffic with curbside stations will create significant operational, capacity and safety improvements. Provision of well-identified and shorter pedestrian crossings re-creates pre-highway neighborhood connectivity for the Riverfront District; and the planned grid street system in the new District provides much desired access to the Willamette River Greenway that currently does not exist.

This Project merits TCSP funding because it is exactly the type of land use-integrated, multi-modal effort that is necessary to initiate a break with past highway design and operations practices in pursuit

of ‘new’ community development patterns and ‘new’ ways of involving the private sector in community design and infrastructure procurement. Private sector resources are waiting on the public sector to be ‘ready’ to walk the policy talk regarding a modern approach to integrating land use and transportation. In addition, the Eugene-Springfield area recently received a HUD Sustainable Communities Regional Planning Grant. The Franklin Boulevard project will be able to further leverage these important funds by tapping into several project components, including innovative public engagement strategies to involve underrepresented populations; affordable housing partnerships with non-profits in the region; implementation of regional economic development priority actions; and strategies to increase transportation choices for area residents. The ability to complete a NEPA package, secured by TCSP funding, provides that needed assurance to interested private parties that the City, State and Transit District are serious about implementing the complete streets/complete communities vision for the Glenwood Riverfront District that is anchored by the vision for a modernized Franklin Boulevard.

We hope that the information provided in this report conveys the enduring and real commitment the City of Springfield places on successful mixed use development. Our efforts do not stop here as the policies in all of our new land use and transportation planning documents aptly demonstrate. Likewise, our commitment did not start with adoption of the alternative performance measures in 2001. As past Director James Ross said in the Metro Plan’s August 1982 compliance acknowledgment order: “The City of Springfield has revised the Springfield code into a precise and understandable document. The ML high technology zoning district ensures that Springfield’s two Special Light Industrial sites will be retained for their intended use. The City has begun to implement a neighborhood refinement planning process and capital improvements programming. It is clear that Springfield’s commitment to sound land use planning extends far beyond meeting mandatory goal requirements.”

We appreciate the opportunity you’ve extended to us for this reporting purpose. We look forward to continuing our outstanding relationship with the Department and the Commission.

Cordially,

Gregory Mott
Planning Manager