Welcome folks! Enjoy the show...
Demystifying Refinement Plans
An introduction for neighbors and planners
Presented by Paul Conte
TrustTheNeighbors.org
“Refinement plan”

- A document adopted by the City Council that provides planning elements that are consistent with, but more specific than, the planning elements in the *Eugene-Springfield Metropolitan Area Plan (Metro Plan)*.
Refinement plan – Oregon’s statutory form of community-based plan

“The existing Whiteaker Neighborhood plan is 15 years old. We need to update the plan to ensure that it reflects the current needs and desires of the community. We need to rekindle a collective vision for the neighborhood and provide a chance for new ideas to emerge to solve key issues. The City will provide the necessary tools to create the plan while community members provide the energy and direction.”

City Councilor Shawn Boles, address to the Whiteaker Planning Team, September 1992 (Whiteaker Plan, page 1)

Refinement Plan policies are written in “normal language” and are legally binding on the City.

For example: “Within the Willamazon Subarea, the City shall not approve rezoning of residential properties to non-residential zones.”
Eugene Refinement Plans (partial list)

- Bethel-Danebo Refinement Plan
- Fairmount/U of O Special Area Study
- Jefferson/Far West Refinement Plan
- Laurel Hill Plan
- South Hills Study
- South Willamette Subarea Study
- Walnut Station Specific Area Plan
- West University Refinement Plan
- Westside Neighborhood Plan
- Whiteaker Plan
- Willakenzie Area Plan
- Willow Creek Special Area Study
BEND: “To support a cost effective and balanced land use and transportation system during the 20-year planning horizon the [Bend] General Plan provides for:

- ... designing more efficient and creative residential developments that also allow for more compact growth, including the use of neighborhood refinement plans to guide such development;
- supporting residential ‘in-fill’ development, while assuring compatibility with existing residential neighborhoods;

CORVALLIS: “Planning for Neighborhoods

Through public process, Neighborhood Refinement Plans have been created for areas in the existing city that have been identified as neighborhoods. These plans guide any construction of new structures, strategic in-fill, or redevelopment in order to enhance, protect, and reinforce the identity, diversity, pedestrian scale, and the shared public spaces, of these neighborhoods. “

LEBANON: “Components of Community Friendly Development

... In the spring of 2003, the City of Lebanon completed its first neighborhood refinement plan... resulting [in a] plan [to] serve as a model or template of what can be accomplished through the advancement of neighborhood refinement plans
A brief history of Eugene’s neighborhood and special area refinement plans

- Signed into law on May 29, 1973, Oregon Senate Bill 100 created an institutional structure for statewide planning. It required every Oregon city and county to prepare a comprehensive plan in accordance with a set of general state goals.
- For Eugene, the comprehensive plan comprises the Metro Plan and all of the refinement plans.
- The city-chartered neighborhood organizations, such as the Westside Neighborhood Quality Project, were established as the key means of implementing Statewide Planning Goal 1 – Citizen Involvement.
- Several neighborhood refinement plans were adopted in the late 1970’s, including the original Westside Neighborhood Plan in September, 1977.
- Several neighborhood refinement plans were rewritten or created in the 1980s.
- Subsequent court decisions undermined the effectiveness of plan policies that were aspirational or not “clear-and-objective.” (more later …)
The three types of Metro Plan refinement plans and how they’re used

- **Neighborhood Refinement Plans** address a broad range of subjects with respect to the geographical area of one or more city-chartered neighborhood organization(s). Typically, a neighborhood plan will address at least land use and development, housing and transportation, and may address public facilities and service, recreational needs and other subjects.
  
  - Example: *Westside Neighborhood Plan*

- **Special Area Refinement Plans** address a (typically narrower) range of planning subjects with respect to an area that comprises portions of two or more neighborhood organizations. (Sometimes misidentified as a *Specific Area Plan*).
  
  - Example: *Walnut Station Specific Area Plan*

- **Functional Refinement Plans** address a specific planning subject (e.g. transportation). The geographic area can be local, citywide or regional.
  
  - Example: *Eugene-Springfield Transportation System Plan (TransPlan)*

*Note: ORS 197.200 establishes a particular type of refinement plan that functions somewhat as a “master plan” with policies and land use code*
A closer look – Westside Neighborhood Plan

GOALS
* Protect and improve the residential quality of the neighborhood.
* Protect the neighborhood from the negative effects of motor vehicle traffic.
* Provide public facilities and services to meet the unique needs of the neighborhood.
* Ensure that new development is in scale and harmony with existing neighborhood character.

POLICIES/IMPLEMENTATION STRATEGIES

3. LAND USE ELEMENT
1. Prevent erosion of the neighborhood’s residential character.
2. Support improving existing housing and reducing the number of substandard units.
3. Encourage the concentration of commercial activities within the core of downtown and prevent the conversion of residentially zoned properties to non-residential zoning districts within the Westside Neighborhood.
   3.1 Discourage rezonings from residential to commercial zoning districts along neighborhood boundaries.
4. Recognize the diversity of uses currently allowed in the residential, commercial, and mixed use zoning districts that exist in the Westside Neighborhood.
   4.1 Except as otherwise specified in this Plan, maintain current zoning.

Land Use Diagram:
1. Central Residential Area
2. Eastern Residential/Mixed Use Area
3. Northern Residential Area
4. West 7th Avenue Commercial Area
5. Chambers Street Commercial Area
Walnut Station Specific Area Plan

Parks and Open Space

- At least one new neighborhood park is desired for the area to support additional residential development in the area.
- New physical and visual connections to the Willamette River are highly desired by area residents.

By April 30, 2011, the City shall initiate a process to evaluate the land use category of "University or College" to better define which uses are permitted outright. In preparing the report, city staff shall consult with representatives of the Fairmount Neighbors Association and the University of Oregon. This study shall be completed by October 30, 2012.

Due to the uncertainty surrounding the future of the water in the Millrace, the City should complete a comprehensive study of the Millrace prior to decisions being made regarding its use as a park or other amenity, or before regulations related to development along the millrace are adopted or amended.
Eugene-Springfield Transportation System Plan (TransPlan)

Goal #2: Transportation System Characteristics

Enhance the Eugene-Springfield metropolitan area’s quality of life and economic opportunity by providing a transportation system that is:

- Balanced
- Accessible
- Efficient
- Safe
- Interconnected
- Environmentally responsible
- Supportive of responsible and sustainable development
- Responsive to community needs and neighborhood impacts, and
- Economically viable and financially stable

TSI System-Wide Policy #4: Neighborhood Livability

Support transportation strategies that enhance neighborhood livability.

TSI Pedestrian Policy #1: Pedestrian Environment

Provide for a pedestrian environment that is well integrated with adjacent land uses and is designed to enhance the safety, comfort, and convenience of walking.
A neighborhood or special area refinement plan can address one or more of the Statewide Planning Goals. Here are some typical elements found in adopted plans:

- Land Use
- Neighborhood Character & Design
- Transportation & Traffic
- Public Facilities & Services
- Public Safety
- Parks & Recreation
- Economic Development
- Historical Assets
- Plan Implementation, Priorities & Updates
Refinement plan structure and content

- **Goal** – “A broad statement of philosophy that describes the hopes of a community for its future. A goal may never be completely attainable but is used as a point towards which to strive.”

- **Objective** – “An attainable target that the community attempts to reach in striving to meet a goal. An objective may also be considered as an intermediate point that will help fulfill the overall goal.”

- **Policy** – “A statement adopted as part of the Metro Plan or other plans to provide a specific course of action moving the community toward attainment of its goals.”

- **Plan Diagram** – Depicts allowed land uses that have the same legal status as policies. “A graphic depiction [map] of: (a) the broad allocation of projected land use needs in the metropolitan area; and (b) goals, objectives, and policies embodied in the text of the Metro Plan. The Metro Plan Diagram depicts land use designations, the metropolitan urban growth boundary, the Metro Plan Plan Boundary (Plan Boundary), and major transportation corridors.” (A refinement plan’s Plan Diagram covers the plan area.)

- **Finding** – “Factual statement resulting from investigations, analysis, or observation.”

- **Implementation Recommendation or Proposed Action** – Non-binding recommendation.

- **Narrative text** – Additional descriptive text.
Refinement plan structure and content

- **Goal** – “Protect and improve the residential quality of the neighborhood.”
- **Objective** – “Maintain at least 25% of dwelling units as owner-occupied.”
- **Policy** – “Prevent erosion of the neighborhood’s residential character.”
- **Plan Diagram** – See next slide.
- **Finding** – “Approximately 70 percent of the plan area is designated for residential uses in the Metro Plan.”

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<th>Table VI. Percentage Of Owner-Occupied Units</th>
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<td>Eugene</td>
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<td>Westside</td>
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- **Implementation Recommendation or Proposed Action** – “Amend the Zoning Ordinance to require site review approval for residential developments of four or more units.”
- **Narrative text** – “The [garden apartment] district was intended to provide a high quality environment for apartment dwellers by requiring open space for apartment dwellers.”
Metro Plan Diagram – Land Uses
Westside Neighborhood Plan Diagram

Land Use Diagram:
1. Central Residential Area
2. Eastern Residential/Mixed Use Area
3. Northern Residential Area
4. West 7th Avenue Commercial Area
5. Chambers Street Commercial Area
Willakenzie Refinement Plan
Diagram with subareas
Legal planning hierarchy

The “takeaway”
Plan Policies Rule!
Eugene zoning code cannot conflict with policies in any of the plans in the Comprehensive Plan.

- Oregon Revised Statutes
- Statewide Planning Goals
- COMPREHENSIVE PLAN
  - Functional Refinement Plans e.g., TransPlan
  - Eugene-Springfield Metro Plan
  - Neighborhood Refinement Plans
  - Special Area Refinement Plans
- Eugene Land Use Code
The legal effect of a refinement plan

- **Oregon Court of Appeals**: “[T]he Eugene-Springfield Metropolitan Area General Plan Diagram (general plan), of which the neighborhood refinement plans and inventories discussed here are a part.

- **Eugene Land Use Code** amendments **must** not conflict with refinement plans.

- Most land use actions include a **mandatory approval criteria**, such as these:
  - **Subdivision**: “The proposed subdivision will be consistent with the property’s designation in the Metro Plan and applicable adopted plan policies as reflected in the sections beginning at Eugene Code 9.9500.”
    - Note the final clause, which undermines refinement plan polices (to be explained below)
  - **Zone Change**: “The proposed zone change is consistent with applicable adopted refinement plans.”

- The **Oregon Supreme Court** has ruled that a city cannot allow development that is more intensive than the comprehensive plan – including refinement plans – would allow, no matter what the zoning would allow.
  - City of Eugene is currently under a state order to stop allowing high-density development on JWN lots that are zoned R-3 Limited High-Density Residential, but which have a “Medium-Density Residential” designation in the Westside Neighborhood Plan.

- **The take away**: Neighborhood and Special Area Refinement Plans are VERY powerful tools. And … there is NO substitute!
The only things you need to know:

1. Eugene’s statutory “comprehensive plan” comprises a number of documents, including the *Metro Plan* and the refinement plans.
   - The *Metro Plan* is not (by itself) the “comprehensive plan."

2. A refinement plan policy has the same legal force as a *Metro Plan* policy.

3. When a refinement plan policy is adopted or amended, it must not conflict with the *Metro Plan*.
   - In many cases, the City Council adopts amendments to the *Metro Plan* at the same time that it adopts or amends a refinement plan, keeping them consistent.

4. If there’s an inadvertent conflict between a *Metro Plan* policy and an adopted refinement plan policy, the *Metro Plan* policy prevails.
   - In theory, this should never happen.
Relationship of refinement plan policies zoning districts.

- A simple rule: Refinement plan policies prevail over land use code, including zoning standards for uses, lots and development.
- In theory, land use code should always be consistent; however, that has not been the case in Eugene. (See above.)
- The plan policies with the broadest application are the uses and residential density ranges found in the Metro Plan and refinement plans.
  - Uses, e.g.,: Residential, commercial, public land, ...
  - Residential densities: Low-, Medium- and High-Density Residential
- In simple terms:
  - Low-Density Residential = R-1 Zone
  - Medium-Residential = R-2 Zone
  - High-Residential = R-3 and R-4 Zone
Willakenzie Refinement Plan
Diagram with subareas
Statutory refinement plan approval process (simplified)

- City Council initiates plan approval process
- Draft plan
- Planning Commission public hearing
- Planning Commission vote
- Draft plan recommended revisions
- City Council public hearing
- City Council vote

Public - Any individual or organization
Statutory refinement plan approval process

- Public notices are mailed for the Planning Commission and City Council public hearings.
- Anybody who desires can submit written testimony and/or speak at the Planning Commission and City Council public hearings.
  - This is the opportunity for “all comers,” including advocates outside the neighborhood or special area, to present evidence and arguments for any position regarding the proposed refinement plan.
- The Planning Commission and City Council may schedule multiple “work session” meetings.
  - During these work sessions, the city staff participate, but the public cannot do anything but watch.
- If the City Council approves the plan (or plan amendment) it can be appealed to the state.
- Approximate time from the date notice of pending action is sent to DLCD and final City Council action:
  - Minimum 3 or 4 months
  - Practical estimate, with work sessions, etc. about 6 to 9 months
Producing a draft refinement plan (simplified)

1. City Council approves “charter” for Planning Team & directs City Manager to implement process

2. Neighborhood Organization(s) nominate Planning Team members

3. City Council appoints Planning Team members

4. Planning Team develops Proposed Draft Plan

5. Neighborhood Organization(s) Review/Revise & Vote

6. Proposed Draft Plan

7. Neighborhood organization(s) members

8. Plan Area community members

9. Draft Plan

10. City Council Initiates Plan Approval Process
Neighborhood Refinement Plan Adoption

In simple terms, the legal process involves these steps:

- City Council approves a work plan to develop a refinement plan
- A Planning Team is appointed
- The Planning Team creates a proposed draft plan through a community process
- The encompassing city-chartered neighborhood organization(s) review and revise the draft plan
- The draft plan goes to the Planning Commission for public review and a public hearing according to State and local regulations
- The Planning Commission sends a recommendation to City Council
- The plan undergoes public review and public hearing before City Council
- The City Council adopts the plan
- The plan is reviewed and acknowledged by the State Department of Land Conservation and Development (DLCD)
“Planning Team” in neighborhood and special area refinement plans.

- **Charter:** Established by vote of the City Council.
- **Team:** Comprised of appointed residents, property owners, business principals and others from the plan area.
- **Work products:** A proposed draft refinement plan and supporting documents
- **Primary responsibility:** Ensure effective citizen involvement, including outreach, education and involvement of the members of the plan area community.
  - “Education” includes information and feedback from sources outside the plan area.
  - The Planning Team also keeps the City Council and community informed.
- **Process:** Planning Team determines the process for engaging the community.
- **Support:** City staff or consultants provide support, but do not vote or control agendas, reports, etc.
Planning Team Charter

- Purpose
- Geographic area
- Plan elements (e.g., land use, transportation, etc.)
- Planning Team composition
- Work products (draft refinement plan, other …)
- Timeline, including interim reports to council
- Other directions from elected officials …
Planning Team Responsibilities

- Oversee a robust process to ensure that all interested members of the neighborhood or SARP area have full knowledge about the issues, facts and different opinions.

- Oversee a robust process to ensure that all interested members of the neighborhood or SARP area have the opportunity to engage in full discussions with other community members in preparation for decisions regarding the draft refinement plan (or plan amendments).

- Prepare a draft refinement plan (or amendments) that fully reflects the positions of members of the neighborhood or SARP area.

- Oversee a deliberation and decision process to ensure that all interested members of the neighborhood or SARP area have an equal role in determining the final draft refinement plan.
Planning Team Members

- Planning Team members should to be from the geographic area covered by a Neighborhood Refinement Plan or Special Area Refinement Plan.
- There are two solid reasons for this approach to the group that will create the first draft plan:
  - Citizens who live, run local business in, own property, run schools and so on have by far the greatest “stake” in the policies that will govern the future of their neighborhood community.
  - These same citizens have much deeper and broader knowledge of, and connections within, the neighborhood community. This provides a foundation for guiding the public process and development of sound policies for which planners and consultants that are not community member are no substitute.
ARTICLE III. MEMBERSHIP AND VOTING

Section 1. The Westside Planning Team shall consist of a total of nine voting members—seven members appointed by the Westside Neighborhood Quality Project to represent the neighborhood's composition, and the following to be appointed by the Eugene Planning Director: one representative of area businesses and one representative of a social service agency in the neighborhood.

Let's take a quick look inside ...
Composition of Planning Team

- In addition to being a member of the neighborhood or SARP community ...
- “Slots” for owner-occupants, renters, business, social service agencies, etc.
- For SARP: Proportion for multiple neighborhood organizations, e.g., the Willakenzie Area Plan:
  - Six neighborhood residents:
    - Four selected by the Cal Young Neighborhood Association
    - Two selected by Harlow Neighbors
  - Two unincorporated area residents
  - Three business principals
  - One principal of the sand and gravel industry

The Willakenzie Area Plan allocation of the six neighborhood residents was based on the number of households in each of the two neighborhoods.
Planning Team adopts a document covering:

- Team officers and organization
- Operational procedures

Consistent with charter of City Council

Similar to how the city's Infill Compatibility Task Team organized
When a refinement plan is appropriate

- A refinement plan is never required by law.
- A refinement plan isn’t necessary for minor code amendments
- A refinement plan is necessary when the community needs to ...
- Establish a plan for broad changes to permitted uses and/or density
  - E.g., as proposed by South Willamette Special Area Zone
- Establish a plan for major public infrastructure or service changes
  - E.g., running EmX out W. 11th Ave. through the middle of the JWN
- Establish a plan to manage the expansion and impacts of a large institution
  - E.g., the U of O impacts on the surrounding neighborhoods
- Establish a plan for development of a new neighborhood that will impact existing neighborhood(s) and/or transportation, natural resources, etc.
  - E.g., the proposed Northridge development out Delta Highway
Refinement plans versus “area planning,"

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<th>Refinement Plan</th>
<th>Area Plan</th>
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<tr>
<td>Legally binding</td>
<td>Yes</td>
<td>No</td>
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<td>Distinct two-step process</td>
<td>Yes</td>
<td>No</td>
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| Who drives the bus?                  | Step 1: Members of plan area community  
Step 2: Planning staff               | Planning staff |
| Full review and formal recommendations by neighborhood organizations | Yes             | No        |
| Full review and formal recommendations by Planning Commission | Yes             | Maybe     |
| Adoption by City Council             | Yes             | No        |
Strategic Neighborhood Assessment and Planning (SNAP)

- Program supported by Neighborhood Services
  - Example: Santa Clara & River Road Outreach and Learning Project A summary of the SNAP process and participants (SCRROL)

- Work products:
  - Workplan with prioritized goals, actions and tasks
  - Identification of related City programs, people and resources
  - Maps and other graphic tools created and used during the process
  - Feedback received from surveys, workshops and other outreach methods
  - Results of an organizational self-assessment Eligibility for grant funds (up to $5,000) to assist with implementation of actions or tasks identified under work plan goals

- Good community-based approach, but doesn’t produce policy (or code) proposals.
Neighborhood Action Plans

- **Neighborhood Action Plans** were proposed by the Planning Division in January 2009 as “the next generation of neighborhood/community plans” which were to supplant the “daunting and costly” neighborhood refinement plan process.

- **Key elements:**
  - Needs assessment to identify and prioritize the needs and desires of a broad representation of individuals within each neighborhood
  - Identify land use issues and the appropriate tools to address the issues:
    - Infill Compatibility Standards, Opportunity Siting and Mixed-Use Centers processes
    - Land Use Code amendments;
    - *Metro Plan* amendments;
    - Specific area refinement plans;
    - Incentives and other tools yet to be defined.
  - Create a “neighborhood planning committee” that represents the demographic interests of the neighborhood, including businesses and community organizations.

- This community-based approach was subsequently limited to assessment and creating of work plans in the SNAP program.
Myths vs. facts about refinement plans

- Takes too long
  - WNP and Whiteaker Plans took about two years from beginning to City Council adoption versus about five years just to propose SW-SAZ (which may never be adopted).

- Costs too much
  - WNP one part-time planner for two years ~ $100,000 versus estimates of $millions for SW-SAZ (so far staff has produced no complete cost accounting)

- The refinement plan process is exclusionary
  - WNP went through exact some form of approval process as SW-SAZ, i.e., EPC and CC
  - The difference is that the directly impacted community members produced the first, tentative draft without outside adversaries undermining their efforts.

- A NIMBY Planning Team will run amok
  - A refinement plan requires the exact same approval process as SW-SAZ.
  - To my knowledge, this never happened with any of the Planning Teams.

- Ordinary citizens aren’t capable of producing a credible refinement plan.
  - Ordinary citizens have already proved they can do it successfully versus the planning staff who failed spectacularly with SW-SAZ.

- It’s more efficient to go straight to drafting zoning code
  - Eugene Code is truly intractable for most people, including many city planners
  - Land use code isn’t the only thing covered by refinement plan polices, e.g., EmX routing.
What’s wrong with a “facilitated” process?

Nothing!

- Step 1 – The Planning Team may engage a facilitator for one or more events in the discussion and deliberation activities among the neighborhood community members.
  - This step produces a draft refinement plan from the community.

- Step 2 – City staff may engage a facilitator as a preliminary to Planning Commission discussions and hearings.
  - This step considers the draft refinement plan proposed by the neighborhood community and may result in revisions to the plan that’s finally adopted.

What doesn’t work!

Seating half a dozen “community members” at a table with advocates representing financial, political or institutional interests that do, or may, conflict with the community’s vision.

- The “community members” have no knowledge of what the community’s vision is, and that weakness leaves them without legitimacy or power commensurate with the other parties. This doesn’t happen with a two-step process.
Getting started – How your neighborhood can have an up-to-date refinement plan

- Form a “Neighborhood Planning Committee.”
- Survey all your neighborhood members to determine their highest priority “concerns” and “aspirations.”
- See if a SNAP process would be helpful.
- See if your neighborhood or some part of it is already covered by a refinement plan.
- Read some neighborhood refinement plans: Two good ones are: Westside Neighborhood Plan & Willakenzie Area Plan.
- Decide whether a new or amended refinement plan is appropriate.
- Have your neighborhood organization(s) develop a proposal to present to the City Council to launch a refinement plan process.
- Volunteer to serve on your neighborhood association board.
- Work to elect and influence the mayor and city councilors to support refinement plans.
- Volunteer to serve as a Planning Commissioner.
- Visit TrustTheNeighbors.org for lots of information on community-based planning.

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Extra credit – Different types of policies

- In general, a policy can provide one of the following:
  - Aspirational direction to City Council and the City Manager in adopting code, adopting administrative rules, allocating funds and/or promulgating programs.
  - Prescriptive direction to City Council and the City Manager in adopting code, adopting administrative rules, allocating funds and/or promulgating programs.
  - Prescriptive approval criteria for land use applications, development permits and other applications

- Examples:
  - Not effective: “The City shall discourage rezoning of residential properties to non-residential zones ....”
  - Effective: “The City shall not approve rezoning of residential properties to non-residential zones ....”

- Prescriptive approval criteria for housing must be “clear-and-objective,” i.e., not purely discretionary.
  - E.g., “All structures within the Central Residential Subarea shall have no portion that is higher than 40 feet above grade.”
A parting thought ...

“All neighborhoods change over time. Older houses will be updated and new ones constructed. The new is never exactly the same as the old; nevertheless, the patterns that make these older neighborhoods unique can be sustained.

As a matter of civic responsibility, the city and its citizens should recognize these neighborhoods as cultural and physical artifacts and promote the understanding and preservation of them.”

– From a project team report
Demystifying Refinement Plans
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TrustTheNeighbors.org

Thanks for coming ... I’m sleepy now.
Extra Materials
Oregon’s Statewide Planning Goals

- Goal 1  Citizen Involvement
- Goal 2  Land Use Planning
- Goal 3  Agricultural Lands
- Goal 4  Forest Lands
- Goal 5  Natural Resources, Scenic and Historic Areas, and Open Spaces
- Goal 6  Air, Water & Land Resources Quality
- Goal 7  Areas Subject to Natural Hazards
- Goal 8  Recreational Needs
- Goal 9  Economic Development

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Oregon’s Goal 1– Citizen Involvement & its meaning for you and your neighbors

- To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.
- Citizens shall have the opportunity to be involved in ... Preparation of Plans and Implementation Measures ... 
- [Ensure] information necessary to reach policy decisions shall be available in a simplified, understandable form.
- The general public ... should have the opportunity to be involved in inventorying, recording, mapping, describing, analyzing and evaluating the elements necessary for the development of the plans.
- The general public ... should have the opportunity to ... identify public goals [&] develop policy guidelines ...
- [F]unding and human resources ... should be sufficient to make citizen involvement an integral part of the planning process.

www.oregon.gov/LCD/docs/goals/goal01.pdf
Oregon’s Goal 1– Citizen Involvement & its meaning for you and your neighbors

- CITIZEN ADVISORY COMMITTEE (CAC).
  
  “A group of citizens organized to help develop and maintain a comprehensive plan and its land use regulations. Local governments usually establish one such group for each neighborhood in a ... CACs may also be known as neighborhood planning organizations, area advisory committees, or other local terms. CACs convey their advice and concerns on planning issues to the planning commission or governing body.”

- The “Planning Teams” that produced most of Eugene’s “Neighborhood Refinement Plans” were “CACs.”
  - Groups of citizens for and of the neighborhood
  - Developed draft Neighborhood Refinement Plans
  - Conveyed the draft Neighborhood Refinement Plans directly to the Eugene Planning Commission and City Council – not to the City Planning Division.
Applying community-based planning to the South Willamette Street area and other “organic” neighborhoods

- The “south Willamette Street” area is not a city-chartered neighborhood organization and has no formal definition. (See map on next slide.)
- It’s probably safe to say that some residents and businesses in the Friendly Area Neighbors (FAN), Southwest Neighborhood Association (SHiNA) and Southeast Neighbors (SEN) around the intersection of Willamette Street and 29th Avenue would consider themselves members of a loosely-defined, informal “south Willamette Street” neighborhood community.
- A refinement plan that covered only an area entirely within the FAN neighborhood would be a “Neighborhood Refinement Plan.”
- A refinement plan that covered areas within two or more of the chartered neighborhood organizations would be a “Special Area Refinement Plan.”
- In either case, the same basic approach could be used …
South Willamette Street Area (loosely)

Disclaimer

- Not same as SW-SAZ
- Not a proposed plan area
- Not a proposed area for code changes

The outlined area is very loosely and widely drawn.

Something like this might be a starting point for a community-based process that would later recommend the specific boundary of a “Special Area Refinement Plan” and smaller and unique “subareas.”
Possible steps for a refinement plan

- The newly formed Council of South Eugene Neighborhoods (CSEN) would develop (possibly through a committee) a recommendation for:
  - A proposed initial scope for a refinement plan
  - The composition and appointment of a Planning Team
- The CSEN neighborhood organizations would approve (possibly after revisions) a recommendation and present to City Council.
- City Council would direct the City Manager to support the Planning Team and the development by them of a draft refinement plan.
- The Planning Team would be appointed and organize itself.
- The community process would ensue and result in a draft refinement plan.
- This draft might be “cycled” and revised with the 12 CSEN representatives.
- The CSEN neighborhood organizations would each approve (possibly with recommendations for further revisions) the draft.
- The draft and any recommended revisions would be transmitted to the Eugene Planning Commission to begin the statutory public review and adoption process.
- Ultimately, City Council would adopt a final version of the “South Willamette Street Special Area Plan.”
- Depending on the plan policies, a process to develop and adopt code amendments might follow – governed by the adopted plan policies.
How community-based planning fits into regional planning and “Envision Eugene”

- The Comprehensive Plan is the main legally-binding regional plan, and (as shown on an earlier slide) all adopted refinement plans become a part of the Comprehensive Plan.

- Envision Eugene is not yet an adopted plan, but would probably include some amendments to the Eugene-Springfield Metro Plan.
  
  - Depending on timing, the plan diagrams for the Metro Plan and an SWS-SAP would have to be consistent. If necessary, concurrent plan amendments to both plans would be adopted to resolve any conflicts.
  
  - If the City Council were to approve an SWS-SAP, it’s unlikely the council would later adopt Metro Plan amendments that would “undo” the SWS-SAP plan policies.

- The City is required by State law to have a credible plan to provide enough land for the housing needed for the projected additional residents over the next twenty years.
  
  - Information is lacking on whether or not the current version of Envision Eugene relies on significant additional density in the south Willamette Street area.
  
  - In any case, my fallible “crystal ball” suggests that the council would expect any SWS-SAP to have policies that would allow and promote additional housing.