

# EUGENE CITY COUNCIL

## AGENDA ITEM SUMMARY



---

### Work Session: Comprehensive Plan for Bringing Properties into City

---

Meeting Date: May 8, 2013  
Department: LRCS  
[www.eugene-or.gov](http://www.eugene-or.gov)

Agenda Item Number: A  
Staff Contact: Renee Grube  
Contact Telephone Number: 541-682-5067

---

#### **ISSUE STATEMENT**

This work session provides an opportunity for staff and Santa Clara-River Road Outreach and Learning (SCRROL) members to give an update to City Council regarding SCRROL findings, Area Planning in River Road/Santa Clara as well an overview of existing annexation policies. It is also an opportunity to begin discussions about developing a comprehensive plan for inviting River Road and Santa Clara residents living within the City's Urban Growth Boundary (UGB) to annex into the City.

#### **BACKGROUND**

##### Santa Clara/River Road Outreach and Learning (SCRROL)

Beginning in February 2011, the River Road and Santa Clara community organizations joined together to conduct extensive outreach and learning. The SCRROL process built on work initiated by the 2006 River Road and Santa Clara Transition Project and provides a foundation for future public engagement and planning to address issues such as transportation, land use, parks, governance, and efficient and effective delivery of services. With the active support of Neighborhood Services through the Strategic Neighborhood Assessment and Planning (SNAP) program, the SCRROL team developed effective strategies to learn more about the needs and concerns of Santa Clara and River Road neighbors, service providers, and other stakeholders.

SCRROL used a variety of means to engage and inform their neighbors and heard from 736 River Road and Santa Clara neighbors, business owners and service providers.

The final report (attachment A) compiles results of SCRROL's community outreach and includes recommendations for continued collaboration with elected officials and City staff, specifically to:

*Communicate with elected officials about SCRROL results and implementation plans.  
Host summits with service providers and neighborhood leaders to share common goals,  
gather ideas for implementation, and identify next steps.*

*Initiate follow-up conversations with City of Eugene staff on the following topics: area  
Refinement Plan pre-work; financial options, both pro and con for annexation; street*

*standards options; increased policing; expansion of parks and recreation services especially in Santa Clara; increased access to Willamette River; protection for agricultural land; and so on.*

### Envision Eugene

In 2010, the City of Eugene began a community visioning process called Envision Eugene. The two primary goals of Envision Eugene are to: 1) determine how Eugene will accommodate the next 20 years of growth in the community, and 2) create a future that is livable, sustainable, beautiful and prosperous.

In June 2012, the City Council directed staff to move forward with the formal adoption package necessary to implement Envision Eugene and a new Urban Growth Boundary (UGB). Since that time, staff has been making progress on the various components necessary to formally adopt a new UGB. Components will be brought forward to the council as they are ready, with local UGB adoption anticipated in 2014.

An important action identified in Envision Eugene, that will occur after the UGB adoption process is complete, is the development of an Area Plan for the River Road and Santa Clara neighborhoods. This Area Plan will address impacts of increasing urbanization, will build on and implement the previous work done in the neighborhoods, and will coordinate with work being done on service provision and special district issues.

### Annexation as a tool to comprehensive and equitable service provision

In December 2007, the City Council adopted an ordinance establishing the procedures for annexation requests and amending Chapter 9 of the Eugene Code to include the procedures. The City Council last reviewed River Road/Santa Clara annexation strategy at a council work session on January 24, 2007. At that time, the council passed a motion which halted the practice of adding right-of-way to annexation requests in the River Road/Santa Clara area where such additions would create islands.

The Metro Plan contains numerous policies which establish the long-standing direction for how annexation should occur in Eugene. These policies recognize that over time, land within the urban growth boundary (UGB) shall be annexed to the city. State law provides several means for how annexation can occur, including such options as City-initiated annexations. However, the Metro Plan provides more specific direction which relies solely on property owners to initiate annexation. This typically occurs when property owners pursue new development on their land (new residence, subdivision of land, etc.). The City's land use code calls for properties to be annexed as properties further urbanize.

While this approach has enabled incremental annexation to occur, more recent changes in state law have made this approach more challenging. Since 2008, all annexation requests must be contiguous to the city limits. Given the patchwork pattern of annexations, especially in the River Road/Santa Clara area, there are many properties that are not contiguous to any city limits, making them currently ineligible for annexation. As a result, many properties are unable to pursue new development until adjacent properties annex.

Recognizing these challenges, the City is looking for ways to encourage greater property owner support for annexation. This includes such incentives as adjustments in the tax rate for newly annexed residents. The City Council approved such measures with the annexation of the Robert Getty property last year. The council may wish to further discuss incentives such as this moving forward.

#### Next Steps

Unless directed otherwise, staff will develop a plan of action, including a comprehensive community engagement process and financial analysis, for council's consideration at a future work session.

### **RELATED CITY POLICIES**

*Envision Eugene Pillar: Protect, Repair and Enhance Neighborhood Livability.*

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

- b. Complete area planning for the River Road and Santa Clara neighborhoods to address impacts of increasing urbanization. Base future planning efforts on previous work done under the River Road/Santa Clara Transition Project and Final Report, June 2006, and the Santa Clara-River Road Outreach and Learning (SCRROL) project, 2012. Begin this planning process immediately following local adoption of Envision Eugene.

#### *Metro Plan*

The City has no adopted strategy or plan for annexation of properties in the River Road/Clara area beyond the policies in the Metro Plan. The River Road Santa Clara Urban Facilities Plan is the refinement plan applicable to this area.

#### *Effective, Accountable, Municipal Government.*

A government that works openly, collaboratively and fairly with the community to achieve measureable and positive outcomes and provide effective, efficient services.

#### *Fair, Stable and Adequate Financial Resources*

A government whose ongoing financial resources are based on a fair and equitable system of revenues and are adequate to maintain and deliver municipal services.

### **COUNCIL OPTIONS**

The work session is an opportunity to provide information and for the council to provide feedback. No formal action is requested at this time.

### **CITY MANAGER'S RECOMMENDATION**

The City Manager will use the feedback for development of a plan of action.

## **SUGGESTED MOTION**

No action is required at this time. Therefore, no motions are suggested.

## **ATTACHMENTS**

- A. River Road/Santa Clara Map
- B. River Road/Santa Clara Annexation History Map
- C. SCRROL Report and Recommendations
- D. SCRROL Newsletter (Sept., 2012)
- E. 2011 River Road Neighborhood Analysis
- F. 2011 Santa Clara Neighborhood Analysis

## **FOR MORE INFORMATION**

Staff Contact: Renee Grube  
Telephone: 541-682-5067  
Staff E-Mail: [renee.l.grube@ci.eugene.or.us](mailto:renee.l.grube@ci.eugene.or.us)