

# EUGENE CITY COUNCIL

## AGENDA ITEM SUMMARY



---

Work Session and Possible Action:  
Envision Eugene Implementation Residential Redesignation

Ordinance 1: An Ordinance Concerning Envision Eugene Residential Redesignation to Redesignate and Rezone Annexed Residential Properties by Amending the Eugene-Springfield Metropolitan Area General Plan Land Use Diagram; Amending the Eugene Zoning Map; Amending the Willow Creek Special Area Study Diagram and Text; Amending the Willakenzie Area Plan Diagram and Text Pursuant to Section 9.7750(4) of the Eugene Code, 1971; Amending Section 9.9710 of the Eugene Code, 1971; and Adopting a Severability Clause

Ordinance 2: An Ordinance Concerning Envision Eugene Residential Redesignation to Redesignate and Rezone Unannexed Residential Properties by Amending the Eugene-Springfield Metropolitan Area General Plan Land Use Diagram; Amending the Eugene Zoning Map; Amending the Willow Creek Special Area Study Diagram and Text; Amending the River Road-Santa Clara Urban Facilities Plan Diagram; and Adopting a Severability Clause; and Providing an Effective Date

(Eugene files MA 13-2, RA 13-1, Z 13-7,  
CA 13-5 and Lane County file PA13-05615)

---

Meeting Date: July 9, 2014  
Department: Planning and Development  
[www.eugene-or.gov](http://www.eugene-or.gov)

Agenda Item Number: B  
Staff Contact: Heather O'Donnell  
Contact Telephone Number: 541-682-5488

---

### ISSUE STATEMENT

The Lane County Board of Commissioners and the Eugene City Council will deliberate and take action on July 8 and July 9, respectively, regarding a package of City-initiated Metro Plan Diagram Amendments, and corresponding changes to refinement plan diagrams and text, the land use code, and zoning as part of Envision Eugene. The Board of Commissioners is only participating in those Metro Plan redesignations proposed on land outside the city limits but inside the urban growth boundary (UGB) (parts of the Crow Road Study Area and the Irving Road/Eagles site). The council will consider and act on all three sites: Crow Road, Irving Road, and Gilham Road.

## BACKGROUND

The 2012 Envision Eugene recommendation identified a shortfall of land needed to accommodate low-density residential uses over the next 20 years. At the time of the recommendation, the 20-year projection for low-density residential homes was 8,682. Based on updated information, the 20-year projection has increased to 8,754 homes. A good portion of these homes, about 7,516 of them, can be accommodated on land inside the existing UGB without any action needed<sup>1</sup>. The remaining 1,238 low-density homes must either be accommodated by taking action to use land more efficiently inside the existing UGB or by expanding the UGB. At the City Council's direction, staff worked with willing property owners to identify and process properties that will accommodate some of the remaining low-density homes inside the existing UGB. These proposed redesignations will accommodate the following within the current UGB:

- approximately ~~733~~ 631 low-density residential homes (typically single-family housing)
- approximately 10 commercial acres

Location	New Capacity Created
Crow Road Study Area	561 Low-Density Residential homes 10 Commercial acres
Gilham Road	38 Low-Density Residential homes
Irving Road/Eagles	32 Low-Density Residential homes
<del>Willamette St/Rest Haven</del>	<del>102 Low-Density Residential homes</del>

Estimated dwelling capacity is based on city-wide density averages

**As the table indicates, the Rest Haven property has been removed from the process at the owner's request and will not be included in the redesignation deliberations or action.**

A summary of the amendments is provided in Attachment B, and the proposed ordinances are provided as Attachments C and D.

### City Council Process

The City Council and Board of Commissioners held a joint public hearing on the proposed amendments and zone changes on June 3, 2014. A total of 10 people testified on the four sites. Two spoke in favor of the Irving Road/Eagles proposal and one in support of the Crow Road proposal. Seven people testified about the Willamette Street/Rest-Haven proposal, raising the following issues:

- Concern about erosion, drainage, tree removal and traffic from future development, particularly below the 720-foot contour line in the southern portion of the property
- Requests for a buffer/development restriction west and south of the ridge on the southern portion of the property
- Some support for housing provided a buffer or development restriction is imposed west and south of the ridge on the southern portion of the property
- Concern that the redesignation would allow development of the cemetery portion of the property; request for that portion of the property remain designated Parks and Open Space

<sup>1</sup> The estimates for how many homes can be accommodated inside the UGB, through additional action, or through UGB expansion will be refined based on Council action on single family code amendments.

- Concern about the City’s trip cap analysis and ordinance language (property owner)

Staff also entered into the record written testimony that had been submitted prior to the public hearing. Following the close of the hearing, the record was left open until June 17. The following summarizes the additional testimony that has been received since the public hearing and is attached to this memo. All of the testimony can be viewed at the website listed at the end of this memo.

<u>Site</u>	<u>New Testimony Received</u>
Crow Road	0
Irving Road/Eagles	0
Gilham Road	1
Willamette St/ Rest-Haven	7

The new testimony received regarding the Willamette Street/Rest-Haven site reiterates concerns from neighboring property owners about future development on the southern portion of the site, and concerns from the property owner regarding staff’s current recommendation for a trip cap.

The new testimony received regarding the Gilham Road site is mostly regarding how the street system will handle increased development in this area. Gilham Road is currently classified as a neighborhood collector but is not fully improved. Full improvements to bring Gilham Road up to neighborhood collector specifications occur as necessary as an area develops.

#### Council and Commissioner Questions

The council did not raise any questions for staff after the hearing was closed. Commissioner Bozievich asked how the vehicle trip cap would be able to be removed from the Irving Road/Eagles site, and commented that if it cannot be removed then the City is over-estimating how many homes would be accommodated on this site. A vehicle trip cap is proposed for both the Irving Road/Eagles sites and the Willamette Street/Rest-Haven sites.

The trip cap is a result of addressing the requirements of Statewide Planning Goal 12 Transportation Planning Rule (TPR). The trip cap is intended to be a temporary measure, limiting traffic generated by new development on the site until the City’s transportation system plan is updated, which will include the street and intersection level analysis and identification of any mitigation (e.g. transportation projects or other measures) necessary for the transportation system to support the future housing assumed for these sites. The trip cap is being proposed at this time so that the redesignations can be adopted while not allowing impacts before the analysis and identification of transportation projects are completed as part of the TSP update, currently scheduled for late 2014. The proposed trip cap of 92 is based on the detailed traffic analysis submitted by the property owner in April 2014.

Commissioner Bozievich also asked about assuming development capacity on land in the Crow Road Study Area that is over 500 feet elevation, and commented that a reservoir would be needed to provide water to this area. About 43 of 277 acres in the Crow Road Study Area are at or above 500 feet in elevation. Staff is coordinating with the Eugene Water & Electric Board (EWEB) on planned services to this area. EWEB staff states that water for development below 500 feet is available from an existing EWEB water main. Development above 500 feet will require a pump

station and possibly a reservoir depending on the development type and the number of lots served.

Additionally, given that this area is inside the UGB, the City's current Public Facilities and Services Plan (PFSP, 2011) already identifies a Greenhill Pumping Station and a Greenhill Reservoir as projects to serve this area. Per state law, land that can be provided with public facilities (amongst other criteria) is considered buildable land (Oregon Administrative Rule 660-008-0005(2)) and included in the inventory of buildable lands (Oregon Revised Statute 197.296(4)(a)). Further, the City's PFSP will be updated as necessary to include any major public facility projects needed to support the growth projected in Envision Eugene.

At a previous work session on the Residential Redesignation proposal with the Board of Commissioners on May 20, Commissioner Bozievich also asked whether development on the Irving Road/Eagles site would be restricted by regulations limiting development to 19 lots on single-access roads and commented that if that was the case then the City is over estimating how many homes would be accommodated on this site. The limitation of up to 19 lots on single-access roads is no longer in the land use code.

The proposed ordinances and exhibits are included as Attachments C and D. Two ordinances are required due to the fact that some properties are annexed and some properties are un-annexed and due to site specific issues. Both ordinances encompass Metro Plan Diagram Amendments, and corresponding changes to refinement plan diagrams and text, the land use code, and zoning. A complete set of record materials are available for review in a binder located at the City Council Office, and via <http://www.eugene-or.gov/index.aspx?nid=2067>.

### **RELATED CITY POLICIES**

Findings addressing consistency with related City policies, including Statewide Planning Goals, provisions of the Metro Plan, and applicable refinement plans, are included as an exhibit to the proposed ordinances (Exhibit F of Attachment C and Exhibit E of Attachment D).

### **COUNCIL OPTIONS**

Following deliberations, the City Council may consider the following options:

1. Approve the ordinances
2. Approve the ordinances with specific modifications as determined by the City Council
3. Deny the ordinances

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

Following Council's deliberations on this request, the City Manager recommends approval of the ordinances as provided in Attachments C and D.

### **SUGGESTED MOTION(s)**

Move to adopt Council Bill 5116, an ordinance concerning Envision Eugene Residential Redesignation to redesignate and rezone annexed residential properties.

Move to adopt Council Bill 5117, an ordinance concerning Envision Eugene Residential Redesignation to redesignate and rezone unannexed residential properties.

### **ATTACHMENTS**

- A. City-wide map of Residential Redesignation proposal from June 3 Public Hearing
- B. Summary of Residential Redesignation proposal from June 3 Public Hearing
- C. Draft Ordinance: To Redesignate and Rezone Annexed Residential Properties
- D. Draft Ordinance: To Redesignate and Rezone Un-Annexed Residential Properties
- E. New written testimony

### **FOR MORE INFORMATION**

Staff Contact: Heather O'Donnell  
Telephone: 541-682-5488  
Staff E-Mail: [heather.m.odonnell@ci.eugene.or.us](mailto:heather.m.odonnell@ci.eugene.or.us)