



City Council

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www.eugene-or.gov

EUGENE CITY COUNCIL AGENDA

October 30, 2024

12:00 p.m. CITY COUNCIL WORK SESSION

City Council Wednesday work sessions are held using virtual meeting technology.

Information about online or other options for access and participation will be available at <https://www.eugene-or.gov/3360/Webcasts-and-Meeting-Materials>

Meeting of October 30, 2024; Her Honor Mayor Lucy Vinis Presiding

Councilors

Matt Keating, President

Emily Semple

Alan Zelenka

Greg Evans

Randy Groves, Vice President

Lyndsie Leech

Jennifer Yeh

Mike Clark

12:00 p.m. CITY COUNCIL WORK SESSION

1. WORK SESSION: Voluntary Annexations

2. WORK SESSION: River Road / Santa Clara On-Street Parking Issues

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El consejo de la Ciudad de Eugene agradece su interés en estos asuntos de la agenda. El lugar de la reunión tiene acceso para sillas de ruedas. Se puede proveer a un intérprete para las personas con discapacidad auditiva si avisa con 48 horas de anticipación. También se puede proveer interpretación para español si avisa con 48 horas de anticipación. Para reservar estos servicios llame al 541-682-5010. Las reuniones del consejo de la ciudad se transmiten en vivo por Metro Television, Canal 21 de Comcast y son retransmitidas durante la semana.

For more information, contact the Council Coordinator at 541-682-5010,
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October 30, 2024 Work Session

EUGENE CITY COUNCIL AGENDA ITEM SUMMARY



Work Session: Voluntary Annexations

Meeting Date: October 30, 2024
Department: Planning and Development
www.eugene-or.gov

Agenda Item Number: 1
Staff Contact: Alissa Hunter
Contact Telephone Number: 541-682-5508

ISSUE STATEMENT

At this work session, City Council will be provided with an overview of voluntary annexations, as requested by City Council through a motion during the River Road Santa Clara Neighborhood Plan adoption process. This item is intended as an informational overview, and no action is requested.

BACKGROUND

Annexation is the legal process by which a property becomes part of a city. After annexation, a property will become a part of the city and be located inside the city limits. Annexation removes the property from county jurisdiction and places it under city jurisdiction. A map of Eugene's City limits, showing the current City Council ward boundaries for context, is provided as Attachment A.

To encourage compact urban growth and sequential development within Eugene's urban growth boundary (UGB), the Eugene-Springfield Metropolitan Area General Plan (or "Metro Plan"), which is one of the City's comprehensive land use plans, provides that ultimately all land within Eugene's UGB will be annexed into the City and will be provided with a minimum level of urban services.

While state law allows both property owners and local governments to initiate annexation, the City of Eugene has a long-standing policy of not initiating annexation of private property, and instead has relied solely on property owner-initiated annexations. If a property owner proposes development that will increase demand on urban services, typically the property must be first annexed to the City. Both the Eugene Code and the Growth Management Policies in the Metro Plan clearly lay out the priorities and requirements for provision of urban services outside of the City limits. However, many real property improvements and updates, such as additions and shops, are allowed without requiring annexation.

Benefits of annexation include improving urban service delivery, service efficiencies, clarity and certainty in services for residents, service providers and City staff, consistent governance, property tax revenue, and opportunities for housing development.

More information about annexations is provided below, and in Attachment B (Annexation Facts and Figures).

Annexation Procedures and Criteria

Prior to 2008, annexations in Lane County were controlled by the Lane County Local Government Boundary Commission. Following elimination of the Boundary Commission by the Oregon Legislature through Senate Bill 417 (2007), responsibility for annexations in Lane County reverted back to local governments. Subsequently, the City Council adopted annexation procedures in the land use code that follow state law and continue the City's long-standing approach of relying on property owner annexation requests.

To be eligible for annexation, a property owner must show that the proposed annexation meets all the following criteria from [Eugene Code 9.7825](#). The property proposed for annexation must:

- Be located within Eugene's UGB.
- Be contiguous to Eugene's City limits or separated from the City limits only by public right-of-way or a stream, bay, lake or other body of water.
- Be consistent with applicable policies of the Metro Plan and in any applicable refinement plans.
- Result in a boundary in which the minimum level of key urban facility and services can be provided in an orderly, efficient and timely manner. This means the property must generally be located within 300 feet of services (such as water, wastewater, streets) or the property owner must be willing to extend those services to the property at their own cost.

The City's annexation procedures provide for public notice of the proposed annexation to owners and occupants of properties located within 500 feet of the property proposed for annexation and the applicable neighborhood association. Typically, less complex annexation requests are placed on Council's consent calendar; however, any annexation application can be pulled by a Councilor for discussion, or if necessary, set for a public hearing at the discretion of the Council. To date, the vast majority of annexation applications have received little to no testimony and were approved by Council without a public hearing.

Annexation Triggers

The Metro Plan and state laws support the premise that as land develops inside the UGB, it should do so at urban levels, served by urban services. As such, when a development proposal would increase the demand for urban services, property owners are typically required to annex the property into the City in order to receive the necessary City utilities and services.

Common triggers for annexation include subdivision of land to enable the development of additional housing, construction of a new house on a vacant lot, development of middle housing (duplexes, triplexes, fourplexes, townhouses and cottage clusters), and new commercial or industrial development. Types of activities that do not require annexation include additions to an existing use (such as adding a shop, bedroom, deck, fence or new windows), property line adjustments, and construction of accessory dwelling units. The sale of a property does not trigger annexation.

Annexation in the River Road and Santa Clara Neighborhoods

Although there is unannexed property throughout the UGB, the River Road and Santa Clara neighborhoods are unique in that they encompass a higher percentage of unannexed properties than other areas of the City, including many that are developed with housing. This is in part

because many of the properties in the River Road Santa Clara area were developed under Lane County regulations prior to the establishment of the UGB and adoption of the Metro Plan policies regarding compact urban development, key urban service provision and annexation.

Additionally, prior to 2008, when Lane County Local Government Boundary Commission was the approving body for annexations, properties were not required to be contiguous to Eugene's City limits to be annexed. This resulted in the patchwork of annexed properties seen today in the River Road and Santa Clara neighborhoods. Many properties in these areas are still not contiguous with the current City limits. As such, annexation is not possible for many, even if property owners are willing and ready to annex.

In the 1980s, under orders from the State of Oregon to mitigate groundwater pollution problems from septic systems, the City of Eugene provided sanitary sewer service to the River Road and Santa Clara areas without first requiring annexation. While, as noted above, the City typically relies on development activity to trigger annexation requests, many properties in these neighborhoods are developed, receive City sewer service and remain unannexed. The City of Eugene absorbs some service costs through providing some level of service to these areas, such as police, fire and planning. This situation has created inefficiencies in the provision of other urban services as well as a lack of clarity and certainty for residents, service providers and staff.

Street Annexation

Annexation applies to rights-of-way as well as private properties. There are street rights-of-way that run through Eugene's UGB that have not been annexed. Since the Metro Plan anticipates that all land inside Eugene's UGB will eventually be part of the City, it makes sense to transition streets providing access and utilities to properties within the City limits into the City. Annexing streets into the City and the acceptance of maintenance and operations responsibility for those streets by the City (typically accomplished through a separate jurisdictional transfer process, discussed in greater detail below) allows the City greater control over water and sewer line extension and repair, storm drainage, infrastructure operations, maintenance, and planning, traffic speed control, and traffic and parking enforcement. As urban development continues and private properties are annexed, there is more opportunity and a greater public need for assuring connectivity and access.

Transferring the maintenance and operational responsibility for the streets within the right-of-way from Lane County to the City is a two-step process described in state law. The first step is annexation, which brings the right-of-way inside City limits but does not affect the responsibility for maintenance and operation of the street. Once annexation is complete, a jurisdictional transfer of the public infrastructure may be proposed by the County or requested by the City. Jurisdictional transfer of the county road and the public infrastructure to the City will give the City authority for the street and other infrastructure within the public right-of-way

Staff have been working cooperatively with Lane County to review areas of the UGB and identify opportunities to annex public rights-of-way to bring more Lane County streets into the City limits (and request jurisdictional transfer from the County). City Council has seen several of these annexation and jurisdictional transfer requests recently and will likely continue seeing these on the council agendas over time.

Urban Growth Strategies

As noted above, one of the benefits of annexation is the opportunity to facilitate more housing production on residential land, as annexation is required for the development of most housing. As part of the [Urban Growth Strategies](#) project, staff have compiled a list of possible actions to address Eugene's current and future housing needs and increase housing production, affordability and choice. One of the possible actions included on this list is to encourage voluntary annexation of residential land contiguous to City limits to support infill housing development. As part of this action, the City could pursue a mix of support and incentives, which could include:

- Targeted annexation of street segments to support infill housing development by creating contiguity with the City limits for properties that may wish to annex but are not currently contiguous.
- Offering adjacent property owners the opportunity to annex in conjunction with a street annexation process at no cost (including application preparation).
- Sharing information with property owners (including those adjacent to City street annexation projects) on the potential benefits of annexation, including potential for future housing development upon successful annexation.
- Considering financial incentives for voluntary annexation, such as
 - waived annexation application fees,
 - tax differentials (a provision which provides for phasing in the City's tax rate over a period not to exceed 10 years.)
 - application preparation assistance
 - reduced fees

The list of possible actions to facilitate the production of housing, including encouraging voluntary annexation, will be further refined over the next year based on feedback from the community, City staff, Planning Commission, and City Council. Staff intend to share the full list with City Council for feedback in early 2025 and seek direction in late 2025/early 2026.

RELATED CITY POLICIES

There are numerous policies related to annexation in the Eugene-Springfield Metropolitan General Plan (Metro Plan), the Eugene 2035 Transportation System Plan and the River Road Santa Clara Neighborhood Plan. These are provided in Attachment C.

PREVIOUS COUNCIL DIRECTION

[April 22, 2024 Work Session](#)

Councilor Keating, seconded by Councilor Groves, moved to hold a work session before January 1, 2025 to discuss possible options for addressing on-street parking issues in the River Road and Santa Clara areas and a separate work session to discuss voluntary annexations.

Passed 7:1 (Opposed by Councilor Semple)

COUNCIL OPTIONS

Information only.

CITY MANAGER'S RECOMMENDATION

None.

SUGGESTED MOTION

None.

ATTACHMENTS

- A. City of Eugene Ward Boundaries Map
- B. Annexation Facts and Figures
- C. Related City Policies

FOR MORE INFORMATION

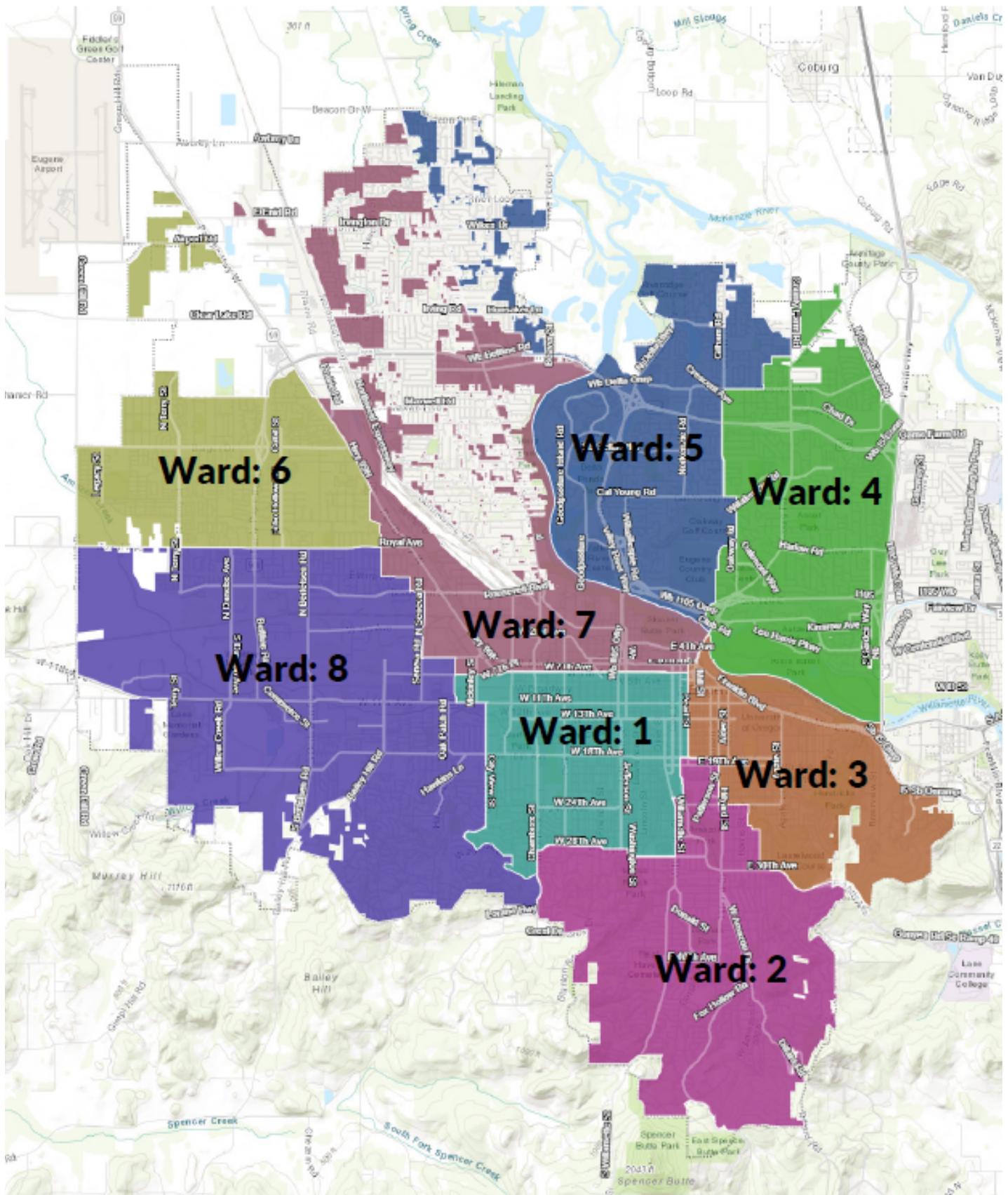
Staff Contact: Alissa Hunter, Planning Director
Telephone: 541-682-5508
Staff E-Mail: AHunter@eugene-or.gov



Ward Boundaries 2022

Attachment A

ATTACHMENT A





Annexation Facts and Figures

How much of land within Eugene's Urban Growth Boundary is within the City Limits?

Within Eugene's urban growth boundary (UGB), approximately 80 percent of the land is within the city limits. Within the River Road and Santa Clara neighborhoods (inside the UGB), approximately 44 percent of the land is within the city limits. Approximately 87 percent of street miles within the Eugene UGB are within the city limits.

What percentage of the City's buildable land inventory is not annexed?

As of 2021, 40 percent (833 acres) of the Low and Medium Density Residential land identified as vacant or partially vacant in Eugene's buildable land supply is unannexed, which likely means that a large portion is not served with the utilities necessary to annex and realize the development potential.

How many annexation applications are approved annually by the City Council?

Between 2008-2023, an average of seven applications were approved each year.

How much does it cost to submit an annexation application?

The City application fee is \$5,155.70, which covers a portion of staff time for processing the application. In addition, an applicant must hire a registered land surveyor to prepare a legal description of the property proposed for annexation, and most applicants typically hire a private consultant to prepare and file the application. Anecdotally, staff have heard that consultant fees can range from \$5,000 to \$15,000 depending on the size and complexity of the proposal.

What triggers the need for annexation?

Development that would increase the demand for urban services typically triggers the need for annexation. Examples include:

- Subdivisions, partitions and zone changes
- New dwellings, such as a new home on a vacant lot or the creation of middle housing.
- New commercial or industrial development

What type of activity does not trigger annexation?

Examples include:

- Accessory dwelling units
- Additions, remodels or expansion of existing dwellings (including bathrooms, kitchens, bedrooms)
- Any improvements to residential lots which do not involve a residential dwelling, including garages, sheds, accessory buildings, landscape features, driveways, walls, fences, pools, sports courts, etc.
- Property line adjustments
- Land divisions which will not enable development of additional dwellings
- Agricultural related uses

What are Key Urban Services?

The Metro Plan defines the minimum level of key urban services as the following: wastewater service, stormwater service, transportation, solid waste management, water service, fire and emergency medical services, police protection, city-wide parks and recreation programs, electric service, land use controls, communication facilities, and public schools on a district-wide basis.

Wastewater Service: Within the city limits, Eugene relies on a combination of regional and local services for the provision of wastewater services. Eugene provides collection of wastewater through a system of sanitary sewers and pumping systems, which connects to a regional system of similar sewer collection facilities owned and operated by the Metropolitan Wastewater Management Commission. Except for the River Road and Santa Clara areas, developed unannexed properties are typically served by on-site septic systems.

Stormwater Service: The City of Eugene generally provides public stormwater service within the city limits, although there are also public stormwater systems owned by Lane County.

Transportation: Eugene, Lane County and the State of Oregon all own streets that provide access to properties within the city limits. For the River Road and Santa Clara area inside the UGB, the City of Eugene generally provides maintenance to all streets south of Beltline and Lane County provides maintenance to all street north of Beltline, through an intergovernmental agreement.

Solid Waste Management: Collection service within the UGB is provided by private firms. The City of Eugene licenses haulers within the city limits. Regional disposal sites are operated by Lane County.

Water Service: EWEB is the water service provider in the City of Eugene. Outside of the city limits, water is typically provided by special service districts. Some districts contract with EWEB to provide water. For instance, the River Road Water District and the Santa Clara Water District purchase water from EWEB to serve development within their district boundaries, and EWEB provides billing, administration and maintenance for the districts.

Fire and Emergency Medical Services: Eugene Springfield Fire provides fire and emergency services within the city limits. The City of Eugene contracts services with CAHOOTS for service inside the city limits. For unannexed properties within the UGB, ESF does respond but the level of response is based on the location of the property. For calls within contract districts (such as the River Road Water District), ESF provides the same level of service as provided inside the city limits. For calls outside of contract districts, such as the Santa Clara area served by Lane Rural Fire, ESF has mutual aid agreements to respond. Over the last fiscal year, seven percent of the calls ESF responded to within Eugene's UGB were outside of the city limits.

Police Protection: Within the city limits, police protection is provided by City of Eugene Police Department (EPD). The Lane County Sheriff's Office provides protection outside of the city limits. Through a mutual aid intergovernmental agreement with Lane County, EPD does respond to calls to annexed property inside the UGB. For unannexed areas, in the past 38 months, EPD calls for service

outside account for one-percent of the department's responsive call volume. The majority of the calls (72 percent) are initiated by EPD officers, and primarily traffic stops and patrol checks.

City-Wide Parks and Recreation Programs: Within the city limits, parks and recreation programs are provided by the City of Eugene. Within the River Road area, the River Road Park and Recreation District provides park and recreation services to unincorporated residents.

Electric Service: Within the city limits, EWEB provides electrical service. For unannexed properties, service is provided by EWEB or a local electric cooperative, depending on the location.

Land Use Controls: The City of Eugene provides planning and building permit services for all properties located within the Eugene's urban growth boundary. For unannexed properties, the City of Eugene provides these services through an intergovernmental agreement with Lane County.

Communication Facilities: A variety of telecommunications providers offer communications services throughout the Eugene/Springfield area.

Public Schools: Properties with Eugene's urban growth boundary are served by Eugene 4J School District, Bethel School District and Junction City School District. School district boundaries do not change due to annexation.

Do property taxes increase when a property is annexed to the City?

Yes. City taxes are higher than the taxes in unincorporated areas, to account for the higher level of services. For an idea how taxes may change for properties in River Road, Santa Clara and the Industrial Corridor, the City's Annexation Property Tax Estimator tool is available here <http://pdd.eugene-or.gov/Home/PropertyTaxEstimator>.

Would the annexation of more properties help solve the City's budget gap?

This idea is unlikely to help fill the City's budget gap because it is anticipated that taxes on newly annexed properties would not cover the cost of providing city services to the property, and because annexation occurs incrementally over time. For more information, see Attachment B.1, which is a report prepared for the City's Finance Investigative Team (updated in 2019) while exploring potential revenue sources to fund city services. This report was also included in the City's 2023 Staff Revenue Team Revenue Options Report

Title: River Road/Santa Clara Annexations (Updated April 2019)

Description: A large number of unincorporated properties within Eugene's Urban Growth Boundary are located in the River Road/Santa Clara (RR/SC) and the Industrial Corridor Community Organization (ICCO) areas. These properties now receive services from several special districts and Lane County. There are also many properties in RR/SC and ICCO that are within the City and receive City services. The patchwork character of unincorporated and City properties make service delivery among properties in these areas difficult, inconsistent and inefficient.

The Eugene/Springfield Metropolitan Plan, adopted by Eugene, Springfield and Lane County, includes policies that encourage annexation as the preferred means of providing urban-level services for new development and for a city to be the providers of these services within its Urban Growth Boundary. The Lane County Code, which the City administers through an urban transition agreement, requires owners of unincorporated property to agree to annex for land divisions, zone changes, new commercial or industrial development, new dwellings and any other activity that increases demand for services. Annexation is not required for accessory dwelling units, minor property improvements, residential outbuildings, room additions, home remodeling or other activities that do not increase demand for services.

State law governs how annexations may occur. To be eligible for annexation a property must be contiguous with city boundaries or separated only by a right-of-way. All property owners and at least 50% of residents on a property must consent to annexation. There are numerous unincorporated islands in the area and state law allows such island properties to be annexed without consent; however the Metro Plan and City policy promote that annexations occur on a voluntary basis, rather than city initiated actions.

After annexation, a property is removed from any special districts and no longer pays special district taxes. The property then receives full city services and is subject to all city property taxes. The property tax paid by newly annexed properties does not quite cover the marginal costs of extending city services to the property, on average. State law allows taxes to be deferred up to ten years.

How could this idea help solve a budget gap? This idea is unlikely to help fill a budget gap because it is anticipated that taxes on newly annexed properties would not cover cost of extending city services to the property.

What are some potential benefits? The RR/SC and ICCO areas are currently a patchwork of incorporated and unincorporated properties. Additional annexations would consolidate incorporated properties and improve urban service delivery and service efficiencies.

What are some drawbacks? If taxes were deferred for up to ten years to encourage more annexations, there would be a significant deficit between the costs of providing the services and the revenues received. Property taxes would go up for those that are annexed.

What are longer-term or indirect implications from this idea? If the RR/SC and ICCO areas were entirely annexed, City service delivery would benefit due to increase efficiency. Residents in areas would benefit from consistent availability of urban-level services to their properties. Special districts in the areas would experience a loss of significant property within their boundaries, and community members are concerned about what happens to those districts and their community assets.

Financial Impact on City from Annexations

Updated:

4/16/2019

Goal:

Estimate potential financial impact on the City of large-scale annexation in the River Road/Santa Clara/Industrial Corridor Community Organization areas

Key Assumptions:

All City services are provided at the same cost per capita as current City services. Annexation brings in property tax revenues at (i) full City permanent tax rate or (ii) a "hold harmless" tax rate that maintains pre-annexation total tax rate for a period of up to 10 years as an annexation incentive. Annexed properties also generate the same per capita amount of other General Fund revenues per capita

Results:

Revenues generated from annexing the area would be insufficient to pay the cost of providing the services, even at the full City tax rate. If a "hold harmless" rate is used as an annexation incentive, the shortfall would be even greater.

	Percent of RR/SC/ICCO Area Annexed			
	100%	75%	50%	25%
Assessed Value Annexed Area	\$ 1,504,000,000	\$ 1,128,000,000	\$ 752,000,000	\$ 376,000,000
Population Annexed Area	18,012	13,509	9,006	4,503
Total General Fund Revenues from Annexation				
At Full City Permanent Tax Rate	\$ 14,500,000	\$ 10,860,000	\$ 7,240,000	\$ 3,620,000
At "Hold Harmless" Tax Rate	\$ 8,240,000	\$ 6,170,000	\$ 4,120,000	\$ 2,060,000
Cost of Current Services	\$ 15,690,000	\$ 11,760,000	\$ 7,840,000	\$ 3,920,000
Surplus / (Deficit)				
At Full City Permanent Tax Rate	\$ (1,190,000)	\$ (900,000)	\$ (600,000)	\$ (300,000)
At "Hold Harmless" Tax Rate	\$ (7,450,000)	\$ (5,590,000)	\$ (3,720,000)	\$ (1,860,000)

Related City Policies

Eugene Springfield Metropolitan Area General Plan (Metro Plan)

Growth Management Policies

1. The UGB and sequential development shall continue to be implemented as an essential means to achieve compact urban growth. The provision of all urban services shall be concentrated inside the UGB.
8. Land within the UGB may be converted from urbanizable to urban only through annexation to a city when it is found that:
 - a. A minimum level of key urban facilities and services can be provided to the area in an orderly and efficient manner.
 - b. There will be a logical area and time within which to deliver urban services and facilities. Conversion of urbanizable land to urban shall also be consistent with the *Metro Plan*.
9. A full range of key urban facilities and services shall be provided to urban areas according to demonstrated need and budgetary priorities.
10. Annexation to a city through normal processes shall continue to be the highest priority.
11. The tax differential concept, as provided for in ORS 222.111 (2), shall be one mechanism that can be employed in urban transition areas.
12. Police, fire and emergency medical services may be provided through extraterritorial extension with a signed annexation agreement or initiation of a transition plan and upon concurrence by the serving jurisdiction.
15. Ultimately, land within the UGB shall be annexed to a city and provided with the required minimum level of urban facilities and services. While the time frame for annexation may vary, annexation should occur as land transitions from urbanizable to urban.
17. As annexations to cities occur over time, existing special service districts within the UGB shall be dissolved. The cities should consider developing intergovernmental agreements, which address transition issues raised by annexation, with affected special service districts.
21. Cities shall not extend water or wastewater service outside city limits to serve a residence or business without first obtaining a valid annexation petition, a consent to annex agreement, or when a health hazard annexation is required.

Residential Land Use and Housing Element

- A.4 Use annexation, provision of adequate public facilities and services, rezoning, redevelopment, and infill to meet the 20-year projected housing demand.

Public Facilities and Services Element

- G.1 Extend the minimum level and full range of key urban facilities and services in an orderly and efficient manner consistent with the growth management policies in Chapter II-C, relevant policies in this chapter, and other Metro Plan policies.
- G.26 Wastewater and water service shall not be provided outside the UGB except to the following areas, and the cities may require consent to annex agreements as a prerequisite to providing these services in any instance:
- a. The area of the Eugene Airport designated Government and Education on the *Metro Plan* Diagram, the Seasonal Industrial Waste Facility, the Regional Wastewater Biosolids Management Facility, and agricultural sites used for land application of biosolids and cannery byproducts. These sites serve the entire metropolitan area.
 - b. An existing development outside the UGB when it has been determined that it poses an immediate threat of public health or safety to the citizens within the UGB that can only be remedied by extension of the service.

In addition, under prior obligations, water service shall be provided to land within the dissolved water districts of Hillcrest, College Crest, Bethel, and Oakway.

Definitions

24. Key urban facilities and services:

Minimum level: Wastewater service, stormwater service, transportation, solid waste management, water service, fire and emergency medical services, police protection, city-wide parks and recreation programs, electric service, land use controls, communication facilities, and public schools on a district-wide basis (in other words, not necessarily within walking distance of all students served).

Full range: The minimum level of key urban facilities and services plus urban public transit, natural gas, street lighting, libraries, local parks, local recreation facilities and services, and health services.

49. Tax differential: Tax differential is a provision in Oregon city annexation law which provides an opportunity to phase in the city's tax rate over a period not to exceed 10 years. The proposal is specified at the time of annexation and cannot be modified thereafter.

Eugene 2035 Transportation System Plan

Cost Effectiveness and Finance Policies:

3. In collaboration with ODOT and Lane County, develop criteria that trigger logical phased jurisdictional transfer of streets and highways.

River Road Santa Clara Neighborhood Plan (2024)

Policy 5.5 Public Right-of-Way Management: City and County will continue to cooperatively work towards addressing jurisdictional issues in the right of way, including parking, maintenance, street improvements, and annexation issues.

Policy 17.4 Annexation: Annexation of the River Road and Santa Clara areas will occur only through strict application of state laws and local policies (e.g., ability to extend key urban facilities and services in a timely manner). In each case, Eugene will make every reasonable attempt to provide for annexation only on a voluntary basis and according to prior individual property annexation agreements.

EUGENE CITY COUNCIL AGENDA ITEM SUMMARY



Work Session: River Road / Santa Clara On-Street Parking Issues

Meeting Date: October 30, 2024
Department: Planning and Development
www.eugene-or.gov

Agenda Item Number: 2
Staff Contact: Jeff Petry
Contact Telephone Number: 541-682-5079

ISSUE STATEMENT

At this work session, City Council will be provided with an overview of parking issues in the River Road/Santa Clara area including jurisdictional authority and options for code compliance in this area. This work session was requested by City Council through a motion during the River Road Santa Clara Neighborhood Plan adoption process in conjunction with the preceding Voluntary Annexations work session.

BACKGROUND

The City of Eugene's Curbside Services program enforces parking in designated paid parking areas and responds to complaints in the right of way and public spaces across the City of Eugene utilizing Parking Services Officers and Neighborhood Service Officers. The patchwork of right-of-way jurisdictional authority within the City's urban growth boundary creates challenges responding to some complaints in the River Road and Santa Clara area. City staff does not have the authority to enforce parking regulations on streets, or other public properties, that are not within the Eugene City limits.

To date, clear solutions that address the jurisdictional complications of City enforcement within unincorporated areas, as well as cost recovery for services in these areas, have not been successfully identified.

In 2018, Council explored similar concerns around vehicle parking challenges in the Hatton Avenue area related to Ecco Apartments residents and visitors parking on abutting Lane County streets. The solution for this area was that Council approved annexation of several Lane County streets to allow City enforcement of City parking code. At the time, the streets were annexed but they were not jurisdictionally transferred to the City. This means that the County still owns and maintains the streets but annexing the streets allows the City of Eugene to start enforcing parking regulations (Eugene Code Chapter 5) and City of Eugene citations are then adjudicated in the City of Eugene's Municipal Court. This approach helped alleviate neighborhood parking complaints. An important consideration is additional revenue from parking citations does not cover the cost of enforcement and adjudication services.

RELATED CITY POLICIES

[River Road Santa Clara Neighborhood Plan \(2024\)](#)

Policy 5.5 Public Right-of-Way Management: City and County will continue to cooperatively work towards addressing jurisdictional issues in the right of way, including parking, maintenance, street improvements, and annexation issues.

Policy 17.4 Annexation: Annexation of the River Road and Santa Clara areas will occur only through strict application of state laws and local policies (e.g., ability to extend key urban facilities and services in a timely manner). In each case, Eugene will make every reasonable attempt to provide for annexation only on a voluntary basis and according to prior individual property annexation agreements.

[Eugene 2035 Transportation System Plan](#)

Roadway and Parking Policies

6. Continually optimize the efficiency of the transportation system through transportation system management (TSM) improvements, connectivity improvements, multimodal improvements, parking management and supply, and Transportation Demand Management (TDM) strategies, in combination with the projects identified in this TSP.

Cost Effectiveness and Finance Policies

3. In collaboration with ODOT and Lane County, develop criteria that trigger logical phased jurisdictional transfer of streets and highways.

PREVIOUS COUNCIL DIRECTION

[April 22, 2024 Work Session](#)

Councilor Keating, seconded by Councilor Groves, moved to hold a work session before January 1, 2025 to discuss possible options for addressing on-street parking issues in the River Road and Santa Clara areas and a separate work session to discuss voluntary annexations.
Passed 7:1 (Opposed by Councilor Semple)

COUNCIL OPTIONS

Information only.

CITY MANAGER'S RECOMMENDATION

None.

SUGGESTED MOTION

None.

ATTACHMENTS

None.

FOR MORE INFORMATION

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