Eugene-Springfield Metropolitan Area Public Facilities and Services Plan

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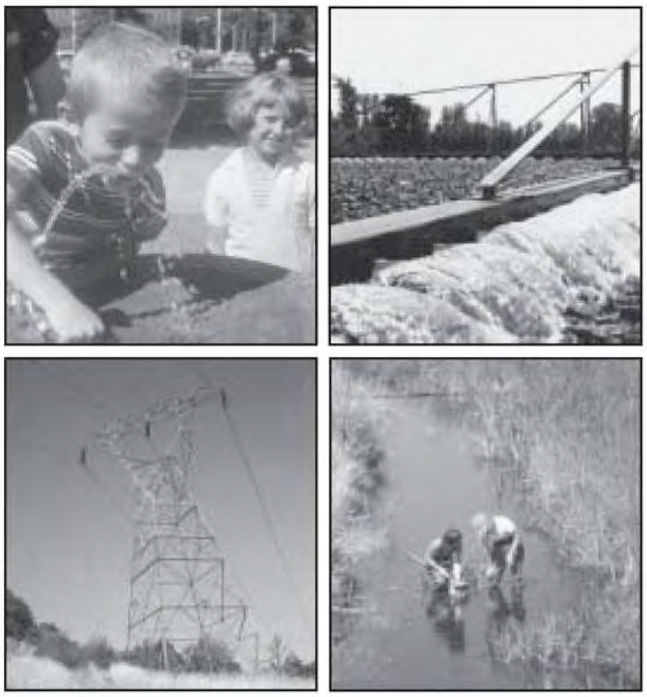
A Refinement Plan of the
Eugene-Springfield Metropolitan Area General Plan



December 2001
Amendments current through December 31, 2011

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Eugene-Springfield Metropolitan Area
Public Facilities and Services Plan

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Preface

In 1987, Eugene, Springfield, and Lane County adopted an updated version of the *Eugene-Springfield Metropolitan Area General Plan* (*Metropolitan Plan* or *Metro Plan*). The 1987 update of the *Metro Plan* incorporated amendments processed through a locally driven mid-period review conducted in accordance with the Oregon Land Conservation and Development Commission's (LCDC) Post Acknowledgment review process as well as amendments processed as part of the state-mandated 1985 *Metro Plan* periodic review process.

The 1987 update of the *Metro Plan* included *Metro Plan* text amendments recommended through the development and adoption of the 1987 *Eugene-Springfield Metropolitan Area Public Facilities Plan Technical Report (1987 Public Facilities Plan).* The *1987 Public Facilities Plan* and associated *Metro Plan* amendments were adopted in order to meet Statewide Planning Goal 11 and Goal 11 administrative rule requirements for public facilities plans. The ordinances adopting the *1987 Public Facilities Plan* are repealed concurrently with the adoption of this *Eugene-Springfield Metropolitan Area Public Facilities and Services Plan (Public Facilities and Services Plan).*

On May 25, 1995, the Oregon Department of Land Conservation and Development (DLCD) approved the *Eugene-Springfield Metropolitan Area General Plan Periodic Review Work Program*, which had been approved and forwarded to DLCD by the Eugene and Springfield City Councils and the Lane County Board of Commissioners. This *Public Facilities and Services Plan* was prepared to comply with the 1995 periodic review work task, "Review and revise the *1987 Public Facilities Plan* and update *Metro Plan* Chapter III-G. Public Utilities, Services, and Facilities Element."

A joint public hearing by the Eugene, Springfield, and Lane County Planning Commissions was held on October 24, 2000, and a joint public hearing by the Eugene City Council, Springfield City Council, and Lane County Board of Commissioners was held on April 4, 2001.

Each governing body subsequently adopted this refinement plan to the *Metro Plan* and the agreed upon *Metro Plan* amendments:

Lane County, Ordinance No. PA 1160, adopted October 26, 2001
City of Eugene, Ordinance No. 20240, adopted December 10, 2001
City of Springfield, Ordinance No. 5992, adopted November 5, 2001

Acknowledgements

This draft *Eugene-Springfield Metropolitan Area Public Facilities and Services Plan* and recommended amendments to the *Eugene-Springfield Metropolitan Area General Plan* (*Metro Plan)* were prepared through the combined efforts of staff from local and state agencies. The plan was funded by the Department of Land Conservation and Development (DLCD), Eugene Water & Electric Board, Springfield Utility Board, Rainbow Water District, and the Eugene and Springfield Public Works Departments. Technical guidance and information for the plan were provided by a Technical Advisory Committee (TAC), the metropolitan planning directors, and, for school-related findings and policies, local and state school administrators.

The following individuals are recognized for their contributions to this plan.

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I. Introduction

This *Eugene-Springfield Metropolitan Area Public Facilities and Services Plan* (*Public Facilities and Services Plan*) is a refinement plan of the *Eugene-Springfield Metropolitan Area General Plan (Metro Plan)*. Chapter II of this plan recommends text amendments to the *Metro Plan* which are adopted as part of, and are incorporated into, the *Metro Plan.* The project lists and maps in Chapter II are also adopted as part of the *Metro Plan* but are physically located in this refinement plan. If there are any inconsistencies between this plan and the *Metro Plan*, the *Metro Plan* prevails.

In addition to recommending amendments to the *Metro Plan* in Chapter II, this plan discusses how and why policies are recommended to change (Chapter III), evaluates public facility needs in the Eugene-Springfield metropolitan area, including estimated costs and timing of planned projects (Chapter IV), and describes existing and alternative methods of financing public facilities and services (Chapter V).

A companion document, the *Eugene-Springfield Metropolitan Area Public Facilities and Services Plan, Existing Conditions and Alternatives* report (April 1999) serves as a technical background document to this *Public Facilities and Services Plan* and may be referenced for more detailed information on existing water, wastewater, stormwater, and electrical facilities, including alternative financing and service delivery options.

This chapter provides the study background and process, states the purpose and objectives of this *Eugene-Springfield Metropolitan Area Public Facilities and Services Plan (Public Facilities and Services Plan),* describes policies and conditions considered in the policy analysis, provides highlights of state public facilities planning requirements, and describes past and future opportunities for public involvement.

Study Background and Process

This plan is a product of the Public Facilities Plan and Metro Plan Update Study. This study is one of the work tasks in the *Eugene-Springfield Metro Plan Periodic Review Work Program*, adopted locally and approved by the Land Conservation and Development Commission (LCDC) on May 25, 1995. The study was coordinated by Lane Council of Governments (LCOG) and funded by DLCD and the local utilities and public works departments.

In July 1998, the *Public Facilities and Services Plan* Technical Advisory Committee (TAC) was formed to guide the project. The TAC was comprised of planning and public works staff from 13 departments and agencies, including water and electric department staff from the two municipal utilities; staff from the one water district that delivers services in the metropolitan urban growth boundary; planning and public works staff from Eugene, Springfield, and Lane

County; and the local field representative from the Department of Land Conservation and Development (DLCD) (see Acknowledgments).

The TAC met monthly from July 1998 through October 1999. Over this 16-month period, the TAC worked with the LCOG staff team to collect data, identify public facilities and services needs, brainstorm and discuss issues, prepare an analysis of the existing policy framework, identify public facility improvements and their general location, and reach consensus on a set of *Metro Plan* findings and policies. During this time, a sub-group of the TAC met with administrators from the local school districts, the University of Oregon, and Lane Community College to discuss issues and draft *Metro Plan* policies related to schools.

In November 1999, the TAC passed on a preliminary set of policy recommendations for review by the 19 departments, agencies, and education districts and institutions described above as well as by the planning directors and legal counsel of Eugene, Springfield, and Lane County. The input from these sources was incorporated into a draft plan, which the TAC reviewed, revised, and released for public review in August 2000.

Refinement Plan Purpose and Objectives

The purpose of this refinement plan is to ensure that key urban facilities and services are provided in a timely, orderly, and efficient manner to existing and new population and land uses within the metropolitan urban growth boundary. In accordance with existing *Metro Plan* policy, urban facilities and services are also planned for areas designated Urban Reserve in the *Metro Plan* diagram.[1]

This refinement plan has two objectives:

1. Update *Metro Plan* policies, specifically, *Metro Plan* Chapter III-G. Public Utilities, Services, and Facilities Element and, in order to make the *Metro Plan* internally consistent, other *Metro Plan* policies affecting public facilities and services.

2. Comply with the requirements of Statewide Planning Goal 11 and Goal 11 administrative rules to adopt a public facilities plan for water, wastewater, stormwater, and transportation facilities. This plan also includes information about and maps for electrical facilities although not required by law. Transportation system requirements are met through *TransPlan*, incorporated into this refinement plan by reference.

Policy Analysis Considerations

The *Metro Plan* is the guiding policy document for comprehensive land use and public facilities and services planning in the metropolitan area. The *Metro Plan* Public Utilities, Services, and Facilities Element (Chapter III-G) provides policy direction for all key urban facilities and

[1] See *Existing Service Areas* in Chapter IV of this plan.

services. The existing 1987 element is contained in Appendix A. Recommended amendments to this element are presented in Chapter II of this plan.

The Public Utilities, Services, and Facilities Element is closely associated with policies in other chapters of the *Metro Plan*, in particular Chapter II-B. Growth Management and the Urban Service Area. A thorough review of all *Metro Plan* policies was conducted and policy amendments were recommended that are necessary to make the *Metro Plan* internally consistent.

In developing the recommended findings and policies in Chapter II, the TAC strove to achieve consistency with the following considerations:

- Existing federal, state, and local policy framework, including relevant changes to state law. Appendix B contains a summary of this framework.

- Recent policy development at the local level, for example, the updated *Metro Plan* Chapter III-A. Residential Land Use and Housing Element; Eugene Growth Management Policies; Eugene stormwater basin planning; and the nodal development policies in *TransPlan*. See Appendix B for a complete analysis of local policy considered.

- Responsiveness to changes in local conditions, including changes in the way facilities and services are delivered, and the issues these present.

- The requirements of Statewide Planning Goal 11 and Goal 11 administrative rules. Highlights of these requirements are provided in the next section of this chapter. The full text is contained in Appendix C.

Statewide Planning Public Facilities Plan Requirements

Statewide Planning Goal 11 (Goal 11) requires cities and counties, "to plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development." OAR Chapter 660, Division11 requires cities with a population over 2,500 to adopt a "public facilities plan" for areas within an urban growth boundary.

State law requires that public facilities plans describe the water, wastewater, and stormwater facilities necessary to support the land uses designated in the comprehensive plan within the urban growth boundary. The public facility systems are:

Water:	Water sources and the treatment, storage, pumping, and primary distribution systems;
Wastewater:	Treatment facilities and primary collection systems;
Stormwater:	Major drainageways (major trunk lines, streams, ditches, pump stations, and retention basins) and outfall locations; and,

Transportation: Transportation system plans adopted pursuant to Goal 12 requirements fulfill the requirements for public facilities planning under Goal 11 (OAR 66-12-000).

In addition, this *Public Facilities and Services Plan* contains information about and maps for major electrical transmission lines and facilities in order to better coordinate the location of these facilities with planning for land uses and other public facilities and services. This plan also provides for solid waste disposal sites, including sites for inert waste, as required by Goal 11.[2]

OAR 660-011-0010 directs that public facilities plans contain inventories, projects, and policies, as described below.

1. Inventory

   An inventory and general assessment of the condition of all the public facility systems serving land in the urban growth boundary, including: the mapped location of the facility or service area; facility capacity or size; and general assessment of condition of the facility.

2. Projects

   List of significant projects needed to serve land in the urban growth boundary, including: project specifications as necessary; a description of each project in terms of the type of facility, service area, and facility capacity; rough cost estimates of each project; a map or written description of each project's location or service area; an estimate of when each project will be needed; and a discussion of the provider's existing funding mechanisms.

   Projects that will serve future development in the urban growth boundary should be identified as occurring in either the short term (five years or less) or long term (six years or more). Short-term projects must identify an approximate year for development.

3. Policies

   Policies or an urban growth management agreement designating the provider of each public facility system, or, if more than one provider, the providers of each project.

Public facilities plans must be adopted locally as a support document to the comprehensive plan. The following components of the public facilities plan must be adopted as part of the comprehensive plan:

1. Project titles, which may exclude descriptions and specifications;
2. Map or written description of the projects' locations or service areas; and

[2] See recommended *Metro Plan* Policy G.24 in Chapter II.

3. Comprehensive plan policies or agreement.

Project timing and financing provisions of public facility plans are not considered land use decisions as specified under ORS 197.015(10). Project timing and financing provisions in the public facilities plan are not adopted as part of comprehensive plans.

The rules anticipate that circumstances may change over time that may alter the project descriptions or location and, therefore, the law does not prohibit projects for which unanticipated funding has been obtained; preclude project specification and location decisions made according to National Environmental Policy Act (NEPA); or require formal adoption processes for administrative or technical changes to the public facilities plan.

Goal 11 and administrative rules were amended in 1998, in part to determine under what circumstances wastewater collection systems can locate or be extended outside urban growth boundaries. The Goal and rules now allow components of a wastewater system that exclusively serve lands inside an urban growth boundary to be placed on lands outside the urban growth boundary. The revised administrative rules also allow, but do not require, a new wastewater collection system or extension of a system to serve land outside the urban growth boundary only to mitigate a public health hazard that is caused by pre-existing development where there is no practical alternative to a wastewater system to abate the health hazard.

The 1998 Goal 11 rule changes also prohibit local land use regulations applicable to lands outside urban growth boundaries to allow an increase in either the allowable density or in a higher density of residential development due to the presence, establishment, or extension of a water system.

For more details on these legal requirements, Appendix B contains an analysis of federal, state, and local policies, including a detailed analysis of Goal 11 and administrative rules. Appendix C contains the actual text of Goal 11 and OAR Chapter 660, Division 11.

Public Involvement Opportunities

The Eugene-Springfield Joint Planning Commissions Committee (JPCC) is the official citizen involvement body for the *Metro Plan*. The JPCC approved the *Public Involvement Plan* for this planning project in March 1999. In accordance with the *Public Involvement Plan*, public involvement for this project used the following tools and processes:

- An **Interested Parties Mailing List** was maintained to provide notice of significant events such as workshops, forums, and public meetings and hearings. The Interested Parties List for Periodic Review was sent the *Periodic Review Newsletter,* which contained status reports on the *Public Facilities and Services Plan*. This list contains over 800 names. Additional names were added to the list through individual requests. The mailing list was notified of opportunities to review and comment and submit testimony on the draft plan and recommended *Metro Plan* amendments.

- **Workshops** were conducted to keep the public informed about the status of the study and to obtain public input. A workshop on existing conditions was held in April 1999. A workshop on the draft plan was held in October 2000.

- **Newspaper Ads and News Releases** were prepared and released to the local media prior to events.

- **WEB Site:** This plan is available for review on the internet at LCOG.org\Metro

- **Flyers, Fact Sheets, and Frequently Asked Questions** papers were prepared and distributed, as needed.

- **Presentations** by project staff to local citizen and special interest groups were provided on request.

- **Public Hearings** on the draft refinement plan and recommended amendments to the *Metro Plan* were be conducted during the *Public Facilities and Services Plan* adoption process, beginning in fall 2000.

II. *Metro Plan* Amendment Recommendations

This chapter presents recommendations for amending the *Metro Plan.* Three types of amendments are proposed:

1. Text amendments,
2. Planned Water, Wastewater, Stormwater, and Electrical Project Lists, and
3. Water, Wastewater, Stormwater, and Electrical Planned Facilities maps.

Introduction

The *Metro Plan* text amendments, the project lists, and the maps in this chapter are adopted as part of the *Metro Plan*. The *Metro Plan* text is physically located in the *Metro Plan*. The project lists and maps in this chapter are located in this refinement plan. An amendment to the *Metro Plan* text, the project lists, or the maps in this refinement plan require a *Metro Plan* amendment as well as an amendment to this refinement plan.

Please refer to Chapter I for information on the adoption process, including opportunities to comment on these recommendations, Chapter III for information about how and why the *Metro Plan* text is proposed to change, and Chapter IV for information about the need for the projects included in the recommended project lists.

Text Amendments

The following *Metro Plan* text amendments are recommended to replace existing *Metro Plan* text. The amendments include a complete rewrite of *Metro Plan* Chapter III-G. Public Facilities and Services Element, and selected text changes to *Metro Plan* Chapters I, II-B, III-E, and V. Glossary, in order to make the *Metro Plan* internally consistent.

Chapter III-G. Public Facilities and Services Element

G. Public Facilities and Services Element

This *Public Facilities and Services Element* provides direction for the future provision of urban facilities and services to planned land uses within the *Plan* boundary.

The availability of public facilities and services is a key factor influencing the location and density of future development. The public's investment in, and scheduling of, public facilities and services are a major means of implementing the *Metro Plan*. As the population of the Eugene-Springfield area increases and land development patterns change over time, the demand for urban services also increases and changes. These changes require that service providers, both public and private, plan for the provision of

services in a coordinated manner, using consistent assumptions and projections for population and land use.

The policies in this element complement *Metro Plan Chapter II-A: Fundamental Principles* and *Chapter II-B: Growth Management.* Consistent with the principle of compact urban growth prescribed in Chapter II, the policies in this element call for future urban water and wastewater services to be provided exclusively within the urban growth boundary. This policy direction is consistent with Statewide Planning Goal 11, "To plan and develop a timely, orderly, and efficient arrangement of public facilities and services to serve as a framework for urban and rural development." On urban lands, new development must be served by at least the minimum level of key urban services at the time development is completed and, ultimately, by a full range of key urban services. On rural lands within the *Plan* boundary, development must be served by rural levels of service. Users of facilities and services in rural areas are spread out geographically, resulting in a higher per-user cost for some services and, often, in an inadequate revenue base to support a higher level of service in the future. Some urban facilities may be located or managed outside the urban growth boundary, as allowed by state law, but only to serve development within the urban growth boundary.

Urban facilities and services within the urban growth boundary are provided by the City of Eugene, the City of Springfield, Lane County, Eugene Water & Electric Board (EWEB), the Springfield Utility Board (SUB), the Metropolitan Wastewater Management Commission (MWMC), electric cooperatives, and special service districts. Special service districts provide schools and bus service, and, in some areas outside the cities, they provide water, electric, fire service, or parks and recreation service. This element provides guidelines for special service districts in line with the compact urban development fundamental principle of the *Metro Plan*.

This element incorporates the findings and policies in the *Eugene-Springfield Metropolitan Area Public Facilities and Services Plan* (*Public Facilities and Services Plan)*, adopted as a refinement to the *Metro Plan*. The *Public Facilities and Services Plan* provides guidance for public facilities and services, including planned water, wastewater, stormwater, and electrical facilities. As required by Goal 11, the *Public Facilities and Services Plan* identifies and shows the general location[3] of the water, wastewater, and stormwater projects needed to serve land within the urban growth boundary.[4] The *Public Facilities and Services Plan* also contains this information for electrical facilities, although not required to by law. The project lists and maps in the *Public Facilities and Services Plan* are adopted as part of the *Metro Plan*. Information in the *Public Facilities and Services Plan* on project phasing and costs, and decisions on

[3] The exact location of the projects shown on the *Public Facilities and Services Plan* planned facilities maps is determined through local processes.

[4] Goal 11 also requires transportation facilities to be included in public facility plans. In this metropolitan area, transportation facilities are addressed in *Metro Plan* Chapter III-F and in the *Eugene-Springfield Transportation System Plan* (*TransPlan*).

timing and financing of projects are not part of the *Metro Plan* and are controlled solely by the capital improvement programming and budget processes of individual service providers.

This element of the *Metro Plan* is organized by the following topics related to the provision of urban facilities and services. Policy direction for the full range of services, including wastewater service, may be found under any of these topics, although the first topic, *Services to Development Within the Urban Growth Boundary*, is further broken down into sub-categories.

- Services to Development Within the Urban Growth Boundary
  - ❑ Planning and Coordination
  - ❑ Water
  - ❑ Stormwater
  - ❑ Electricity
  - ❑ Schools
  - ❑ Solid Waste
- Services to Areas Outside the Urban Growth Boundary
- Locating and Managing Public Facilities Outside the Urban Growth Boundary
- Financing

The applicable findings and policies are contained under each of these topic headings below.

The policies listed provide direction for public and private developmental and program decision-making regarding urban facilities and services. Development should be coordinated with the planning, financing, and construction of key urban facilities and services to ensure the efficient use and expansion of these facilities.

Goals

1. Provide and maintain public facilities and services in an efficient and environmentally responsible manner.

2. Provide public facilities and services in a manner that encourages orderly and sequential growth.

Findings and Policies

Services to Development Within the Urban Growth Boundary: Planning and Coordination

Findings

1. Urban expansion within the urban growth boundary is accomplished through in-fill, redevelopment, and annexation of territory that can be served with a minimum level of key urban services. This permits new development to use existing facilities and services, or those which can be easily extended, minimizing the public cost of extending urban facilities.

2. In accordance with Statewide Planning Goal 11 and Oregon Administrative Rules in Chapter 660, the *Eugene-Springfield Metropolitan Area Public Facilities and Services Plan* (*Public Facilities and Services Plan)* identifies jurisdictional responsibility for the provision of water, wastewater, and stormwater; describes respective service areas and existing and planned water, wastewater, and stormwater facilities; and contains Planned Facilities Maps for these services. Electric system information and improvements are included in the *Public Facilities and Services Plan*, although not required by state law. Local facility master plans and refinement plans provide more specific project information.

3. Urban services within the metropolitan urban growth boundary are provided by the City of Eugene, the City of Springfield, Lane County, Eugene Water & Electric Board (EWEB), Springfield Utility Board (SUB), the Metropolitan Wastewater Management Commission (MWMC), electric cooperatives, and special service districts.

4. The *Public Facilities and Services Plan* finds that almost all areas within the city limits of Eugene and Springfield are served or can be served in the short-term (0-5 years) with water, wastewater, stormwater, and electric service. Exceptions to this are stormwater service to portions of the Willow Creek area and southeast Springfield, and full water service at some higher elevations in Eugene's south hills. Service to these areas will be available in the long term. Service to all areas within city limits are either in a capital improvement plan or can be extended with development.

5. With the improvements specified in the *Public Facilities and Services Plan* project lists, all urbanizable areas within the Eugene-Springfield urban growth boundary can be served with water, wastewater, stormwater, and electric service at the time those areas are developed. In general, areas outside city limits serviceable in the long term are located near the urban growth boundary and in urban reserves, primarily in River Road/Santa Clara, west Eugene's Willow Creek area, south Springfield, and the Thurston and Jasper-Natron areas in east Springfield.

6. OAR 660-011-005 defines projects that must be included in public facility plan project lists for water, wastewater, and stormwater. These definitions are shown

in the keys of Planned Facilities Maps 1, 2, and 3 in this *Public Facilities and Services Plan*.

7. In accordance with ORS 195.020-080, Eugene, Springfield, Lane County, and special service districts are required to enter into coordination agreements that define how planning coordination and urban services (water; wastewater; fire; parks, open space, and recreation; and streets, roads, and mass transit) will be provided within the urban growth boundary.

8. Large institutional uses, such as universities and hospitals, present complex planning problems for the metropolitan area due to their location, facility expansion plans, and continuing housing and parking needs.

9. Duplication of services prevents the most economical distribution of public facilities and services.

10. As discussed in the *Public Facilities and Services Plan*, a majority of Nodal Development Areas proposed in *TransPlan* are serviceable now or in the short term. The City of Eugene's adopted Growth Management Policy #15 states, "Target publicly-financed infrastructure extensions to support development for higher densities, in-fill, mixed uses, and nodal development."

Policies

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-B, relevant policies in this chapter, and other *Metro Plan* policies.

G.2 Use the Planned Facilities Maps of the *Public Facilities and Services Plan* to guide the general location of water, wastewater, stormwater, and electrical projects in the metropolitan area. Use local facility master plans, refinement plans, and ordinances as the guide for detailed planning and project implementation.

G.3 Modifications and additions to or deletions from the project lists in the *Public Facilities and Services Plan* for water, wastewater, and stormwater public facility projects or significant changes to project location, from that described in the *Public Facilities and Services Plan* maps 1, 2 and 3, require amending the *Public Facilities and Services Plan* and the *Metro Plan*, except for the following:

1) Modifications to a public facility project which are minor in nature and do not significantly impact the project's general description, location, sizing, capacity or other general characteristic of the project; or

2) Technical and environmental modifications to a public facility which are made pursuant to final engineering on a project; or

3) Modifications to a public facility project which are made pursuant to findings of an Environmental Assessment or Environmental Impact Statement conducted under regulations implementing the procedural provisions of the National Environmental Policy Act of 1969 or any federal or State of Oregon agency project development regulations consistent with that act and its regulations.

G.4 The cities and Lane County shall coordinate with EWEB, SUB, and special service districts operating in the metropolitan area, to provide the opportunity to review and comment on proposed public facilities, plans, programs, and public improvement projects or changes thereto that may affect one another's area of responsibility.

G.5 The cities shall continue joint planning coordination with major institutions, such as universities and hospitals, due to their relatively large impact on local facilities and services.

G.6 Efforts shall be made to reduce the number of unnecessary special service districts and to revise confusing or illogical service boundaries, including those that result in a duplication of effort or overlap of service. When possible, these efforts shall be pursued in cooperation with the affected jurisdictions.

G.7 Service providers shall coordinate the provision of facilities and services to areas targeted by the cities for higher densities, infill, mixed uses, and nodal development.

G.8 The cities and county shall coordinate with cities surrounding the metropolitan area to develop a growth management strategy. This strategy will address regional public facility needs.

Services to Development Within the Urban Growth Boundary: Water

Findings

11. Springfield relies on groundwater for its sole source of water. Eugene Water & Electric Board's (EWEB) water source is the McKenzie River and EWEB is developing groundwater sources. The identification of projects on the *Public Facilities and Services Plan* planned facilities map does not confer rights to a groundwater source.

Policies

G.9 Eugene and Springfield and their respective utility branches, EWEB, and Springfield Utility Board (SUB), shall ultimately be the water service providers within the urban growth boundary.

G.10 Continue to take positive steps to protect groundwater supplies. The cities, county, and other service providers shall manage land use and public facilities for groundwater-related benefits through the implementation of the *Springfield Drinking Water Protection Plan* and other wellhead protection plans. Management practices instituted to protect groundwater shall be coordinated among the City of Springfield, City of Eugene, and Lane County.

G.11 Ensure that water main extensions within the urban growth boundary include adequate consideration of fire flows.

G.12 SUB, EWEB, and Rainbow Water District, the water providers that currently control a water source, shall examine the need for a metropolitan-wide water master program, recognizing that a metropolitan-wide system will require establishing standards, as well as coordinated source and delivery systems.

Services to Development Within the Urban Growth Boundary: Stormwater

Findings

12. Historically, stormwater systems in Eugene and Springfield were designed primarily to control floods. The 1987 re-authorization of the federal Clean Water Act required, for the first time, local communities to reduce stormwater pollution within their municipal storm drainage systems. These requirements applied initially to the City of Eugene and subsequent amendments to the Act extended these requirements to Springfield and Lane County.

13. Administration and enforcement of the Clean Water Act stormwater provisions occur at the state level, through National Pollutant Discharge Elimination System (NPDES) permitting requirements. Applicable jurisdictions are required to obtain an NPDES stormwater permit from the Oregon Department of Environmental Quality (DEQ), and prepare a water quality plan outlining the Best Management Practices (BMPs) to be taken over a five-year permit period for reducing stormwater pollutants to "the maximum extent practicable."

14. Stormwater quality improvement facilities are most efficient and effective at intercepting and removing pollutants when they are close to the source of the pollutants and treat relatively small volumes of runoff.

15. The Clean Water Act requires states to assess the quality of their surface waters every three years, and to list those waters that do not meet adopted water quality standards. The Willamette River and other water bodies have been listed as not meeting the standards for temperature and bacteria. This will require the development of Total Maximum Daily Loads (TMDLs) for these pollutants, and an allocation to point and non-point sources.

16. The listing of Spring Chinook Salmon as a threatened species in the Upper Willamette River requires the application of Endangered Species Act (ESA) provisions to the salmon's habitat in the McKenzie and Willamette Rivers. The decline in the Chinook Salmon has been attributed to such factors as destruction of habitat through channelization and revetment of river banks, non-point source pollution, alterations of natural hydrograph by increased impervious surfaces in the basin, and degradation of natural functions of riparian lands due to removal or alteration of indigenous vegetation.

17. There are many advantages to keeping channels open, including, at a minimum, natural biofiltration of stormwater pollutants; greater ability to attenuate effects of peak stormwater flows; retention of wetland, habitat, and open space functions; and reduced capital costs for stormwater facilities.

18. An increase in impervious surfaces, without mitigation, results in higher peak flows during storm events, less opportunity for recharging of the aquifer, and a decrease in water quality.

19. Stormwater systems tend to be gravity-based systems that follow the slope of the land rather than political boundaries. In many cases, the natural drainageways such as streams serve as an integral part of the stormwater conveyance system.

20. In general, there are no programs for stormwater maintenance outside the Eugene and Springfield city limits, except for the Lane County Roads Program. State law limits county road funds for stormwater projects to those located within the public right-of-way.

21. Filling in designated floodplain areas can increase flood elevations above the elevations predicted by Federal Emergency Management Agency (FEMA) models, because the FEMA models are typically based only on the extent of development at the time the modeling was conducted and do not take into account the ultimate buildout of the drainage area. This poses risks to other properties in or adjacent to floodplains and can change the hydrograph of the river.

Policies

G.13 Improve surface and ground water quality and quantity in the metropolitan area by developing regulations or instituting programs for stormwater to:

a. Increase public awareness of techniques and practices private individuals can employ to help correct water quality and quantity problems;

b. Improve management of industrial and commercial operations to reduce negative water quality and quantity impacts;

c. Regulate site planning for new development and construction to better manage pre- and post-construction storm runoff, including erosion, velocity, pollutant loading, and drainage;

d. Increase storage and retention and natural filtration of storm runoff to lower and delay peak storm flows to settle out pollutants prior to discharge into waterways;

e. Require on-site controls and development standards, as practical, to reduce off-site impacts from stormwater runoff;

f. Use natural and simple mechanical treatment systems to provide treatment for potentially contaminated runoff waters;

g. Reduce street-related water quality and quantity problems;

h. Regulate use and require containment and/or pretreatment of toxic substances;

i. Include containment measures in site review standards to minimize the effects of chemical and petroleum spills; and

j. Consider impacts to ground water quality in the design and location of dry wells.

G.14 Implement changes to stormwater facilities and management practices to reduce the presence of pollutants regulated under the Clean Water Act and to address the requirements of the Endangered Species Act.

G.15 Consider wellhead protection areas and surface water supplies when planning stormwater facilities.

G.16 Manage or enhance waterways and open stormwater systems to reduce water quality impacts from runoff and to improve stormwater conveyance.

G.17 Include measures in local land development regulations that minimize the amount of impervious surface in new development in a manner that reduces stormwater pollution, reduces the negative effects from increases in runoff, and is compatible with *Metro Plan* policies.

G.18 The cities and Lane County shall adopt a strategy for the unincorporated area of the urban growth boundary to: reduce the negative effects of filling in floodplains and prevent the filling of natural drainage channels except as necessary to ensure public operations and maintenance of these channels in a manner than preserves and /or enhances floodwater conveyance capacity and biological function.

G.19 Maintain flood storage capacity within the floodplain, to the maximum extent practical, through measures that may include reducing impervious surface in the floodplain and adjacent areas.

Services to Development Within the Urban Growth Boundary: Electricity

Findings

22. According to local municipal utilities, efficient electrical service is often accomplished through mutual back-up agreements and inter-connected systems are more efficient than isolated systems.

Policies

G.20 The electric service providers will agree which provider will serve areas about to be annexed and inform the cities who the service provider will be and how the transition of services, if any, will occur.

Services to Development Within the Urban Growth Boundary: Schools

Findings

23. ORS 195.110 requires cities and counties to include, as an element of their comprehensive plan, a school facility plan for high growth districts prepared by the district in cooperation with the city or county; and for the city or county to initiate the planning activity. The law defines high growth districts as those that have an enrollment of over 5,000 students and an increase in enrollment of six percent or more during the three most recent school years. At present, there are no high growth school districts in the urban growth boundary.

24. ORS 197.296(4)(a) states that when the urban growth boundary is amended to provide needed housing, "As part of this process, the amendment shall include sufficient land reasonably necessary to accommodate the siting of new public school facilities. The need and inclusion of lands for new public school facilities shall be a coordinated process between the affected public school districts and the local government that has the authority to approve the urban growth boundary."

25. Enrollment projections for the five public school districts in the metropolitan area and the University of Oregon and Lane Community College (LCC) are not consistent. Bethel School District #52 and the University of Oregon expect increases while Springfield and Eugene School Districts and LCC are experiencing nearly flat or declining enrollments. Enrollment is increasing fastest in the elementary and high school attendance areas near new development.

26. Short-term fluctuations in school attendance are addressed through the use of adjusted attendance area boundaries, double shifting, use of portable classrooms, and busing. School funding from the state is based on student enrollment for school districts in the State of Oregon. This funding pattern affects the willingness of districts to allow out-of-district transfers and to adjust district boundaries. Adjustments in district boundaries may be feasible where there is no net loss or gain in student enrollments between districts.

27. Creating or retaining small, neighborhood schools reduces the need for busing and provides more opportunity for students to walk or bike to school. Quality smaller schools may allow more parents to stay in established neighborhoods and to avoid moving out to new subdivisions on the urban fringe or to bedroom communities. However, growth patterns do not always respect school district boundaries. For example, natural cycles of growth and neighborhood maturation result in uneven geographic growth patterns in the metropolitan area, causing a disparity between the location of some schools and school children. This results in some fringe area schools exceeding capacity, while some central city schools are under capacity.

28. Long-range enrollment forecasts determine the need to either build new schools, expand existing facilities, or close existing schools. Funding restrictions imposed by state law and some provisions in local codes may discourage the retention and redevelopment of neighborhood schools. Limits imposed by state law on the use of bond funds for operations and maintenance make the construction of new, lower maintenance buildings preferable to remodeling existing school buildings. In addition, if existing schools were expanded, some school sites may not meet current local parking and other code requirements.

29. Combining educational facilities with local park and recreation facilities provides financial benefits to the schools while enhancing benefits to the community. The

Meadow View School and adjacent City of Eugene community park is an example of shared facilities.

Policies

G.21 The cities shall initiate a process with school districts within the urban growth boundary for coordinating land use and school planning activities. The cities and school districts shall examine the following in their coordination efforts:

a. The need for new public school facilities and sufficient land to site them;

b. How open enrollment policies affect school location;

c. The impact of school building height and site size on the buildable land supply;

d. The use of school facilities for non-school activities and appropriate reimbursement for this use;

e. The impact of building and land use codes on the development and redevelopment of school facilities;

f. Systems development charge adjustments related to neighborhood schools; and,

g. The possibility of adjusting boundaries, when practical and when total enrollment will not be affected, where a single, otherwise internally cohesive area is divided into more than one school district.

G.22 Support financial and other efforts to keep neighborhood schools open and to retain schools sites in public ownership following school closure.

G.23 Support the retention of University of Oregon and Lane Community College facilities in central city areas to increase opportunities for public transit and housing and to retain these schools' attractiveness to students and faculty.

Services to Development Within the Urban Growth Boundary: Solid Waste

Findings

30. Statewide Planning Goal 11 requires that, "To meet current and long-range needs, a provision for solid waste disposal sites, including sites for inert waste, shall be included in each plan."

Policies

G.24 The Lane County Solid Waste Management Plan, as updated, shall serve as the guide for the location of solid waste sites, including sites for inert waste, to serve the metropolitan area. Industries that make significant use of the resources recovered from the Glenwood solid waste transfer facility should be encouraged to locate in that vicinity.

Services to Areas Outside the Urban Growth Boundary

Findings

31. Providing key urban services, such as water, to areas outside the urban growth boundary increases pressure for urban development in rural areas. This can encourage premature development outside the urban growth boundary at rural densities, increasing the cost of public facilities and services to all users of the systems.

32. Land application of biosolids, treated wastewater, or cannery waste on agricultural sites outside the urban growth boundary for beneficial reuse of treated wastewater byproducts generated within the urban growth boundary is more efficient and environmentally beneficial than land filling or other means of disposal.

33. Lane County land use data show that, outside the urban growth boundary, land uses consist of:
    1) Those which are primarily intended for resource management; and
    2) Those where development has occurred and are committed to rural development as established through the exceptions process specified in Statewide Planning Goal 2.

Policies

G.25 Wastewater and water service shall not be provided outside the urban growth boundary 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 urban growth boundary when it has been determined that it poses an immediate threat of public health or safety to the citizens within the Eugene-Springfield urban growth boundary 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.

G.26 Plan for the following levels of service for rural designations outside the urban growth boundary within the *Metro Plan* Boundary:

a. Agriculture, Forest Land, Sand and Gravel, and Parks and Open Space. No minimum level of service is established.

b. Rural Residential, Rural Commercial, Rural Industrial, and Government and Education. On-site sewage disposal, individual water systems, rural level of fire and police protection, electric and communication service, schools, and reasonable access to solid waste disposal facility.

Locating and Managing Public Facilities Outside the Urban Growth Boundary

Findings

34. In accordance with Statewide Planning Goals and administrative rules, urban water, wastewater, and stormwater facilities may be located on agricultural land and urban water and wastewater facilities may be located on forest land outside the urban growth boundary when the facilities exclusively serve land within the urban growth boundary, pursuant to Oregon Administrative Rules (OAR) Chapter 660 Divisions 006 and 033.

35. In accordance with Statewide Planning Goals and administrative rules, water and wastewater facilities are allowed in the public right-of-way of public roads and highways.

36. The *Public Facilities and Services Plan* planned facilities maps show the location of some planned public facilities outside the urban growth boundary and *Plan* boundary, exclusively to serve land within the urban growth boundary. The ultimate construction of these facilities will require close coordination with and permitting by Lane County and possible *Lane County Rural Comprehensive Plan* amendments.

37. State Planning Goal 5 and OAR 660-023-0090 require state and local jurisdictions to identify and protect riparian corridors.

38. In accordance with OAR 660-033-0090, 660-033-0130(2), and 660-033-0120, building schools on high value farm land outside the urban growth boundary is prohibited. Statewide Planning Goals prohibit locating school buildings on farm or forest land within three miles outside the urban growth boundary.

Policies

G.27 Consistent with local regulations, locate new urban water, wastewater, and stormwater facilities on farm land and urban water and wastewater facilities on forest land outside the urban growth boundary only when the facilities exclusively serve land inside the urban growth boundary and there is no reasonable alternative.

G.28 Locate urban water and wastewater facilities in the public right-of-way of public roads and highways outside the urban growth boundary, as needed to serve land within the urban growth boundary.

G.29 Facility providers shall coordinate with Lane County and other local jurisdictions and obtain the necessary county land use approvals to amend the *Lane County Rural Comprehensive Plan,* or the *Metro Plan*, as needed and consistent with state law, to appropriately designate land for urban facilities located outside the urban growth boundary or the *Plan* boundary.

G.30 The cities shall coordinate with Lane County on responsibility and authority to address stormwater-related issues outside the *Plan* boundary, including outfalls outside the Springfield portion of the urban growth boundary.

G.31 Measures to protect, enhance, or alter Class F Streams outside the urban growth boundary, within the *Plan* boundary shall, at a minimum, be consistent with Lane County's riparian standards.

G.32 New schools within the *Plan* boundary shall be built inside the urban growth boundary.

Financing

Findings

39. ORS 197.712(2)(e) states that the project timing and financing provisions of public facility plans shall not be considered land use decisions.

40. ORS 223.297 and ORS 223.229 (1) do not permit the collection of local systems development charges (SDCs) for fire and emergency medical service facilities and schools, limiting revenue options for these services. Past attempts to change this law have been unsuccessful.

41. Service providers in the metropolitan area use SDCs to help fund the following facilities:
    - Springfield: stormwater, wastewater, and transportation;
    - Willamalane Park and Recreation District: parks;
    - Springfield Utility Board, Rainbow Water District: water;
    - Eugene: stormwater, wastewater, parks, and transportation; and,
    - EWEB: water.

42. Oregon and California timber receipt revenues, a federally funded source of county road funds, have declined over the years and their continued decline is expected.

43. Regular maintenance reduces long-term infrastructure costs by preventing the need for frequent replacement and rehabilitation. ORS 223.297 to 223.314 do not allow use of SDCs to fund operations and maintenance.

44. The assessment rates of Eugene, Springfield, and Lane County are each different, creating inequitable financing of some infrastructure improvements in the metropolitan area.

Policies

G.33 Changes to *Public Facilities and Services Plan* project phasing schedules or anticipated costs and financing shall be made in accordance with budgeting and capital improvement program procedures of the affected jurisdiction(s).

G.34 Service providers will update capital improvement programming (planning, programming, and budgeting for service extension) regularly for those portions of the urban growth boundary where the full range of key urban services is not available.

G.35 Require development to pay the cost, as determined by the local jurisdiction, of extending urban facilities. This does not preclude subsidy, where a development will fulfill goals and recommendations of the *Metro Plan* and other applicable plans determined by the local jurisdiction to be of particular importance or concern.

G.36 Continue to implement a system of user charges, SDCs, and other public financing tools, where appropriate, to fund operations, maintenance, and improvement or replacement of obsolete facilities or system expansion.

G.37 Explore other funding mechanisms at the local level to finance operations and maintenance of public facilities.

G.38 Set wastewater and stormwater fees at a level commensurate with the level of impact on, or use of, the wastewater or stormwater service.

G.39 The cities and Lane County will continue to cooperate in developing assessment practices for inter-jurisdictional projects that provide for equitable treatment of properties, regardless of jurisdiction.

Other *Metro Plan* Text Amendments

Chapter I. Introduction

C. Plan Contents

Appendices

The following information, available at Lane Council of Governments, was originally intended to be included as appendices to this Plan, but it was not formatted into appendices:

Appendix A Project lists and Planned Facilities Maps in Chapter II of the *Eugene-Springfield Metropolitan Area Public Facilities and Services Plan*

Appendix B List of Refinement and Functional Plans and Map of Refinement Plan Boundaries

Appendix C List of Exceptions and Maps of Site-Specific Exception Area Boundaries

Appendix D Auxiliary Maps Showing the Following:

- Fire station locations
- Urban growth boundary
- Greenway boundary
- Schools
- Parks

Chapter II-B. Growth Management

Policies

1. The urban growth boundary 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 urban growth boundary.

2. The urban growth boundary shall lie along the outside edge of existing and planned rights-of-way that form a portion of the urban growth boundary so that the full right-of-way is within the urban growth boundary.

9. Land within the urban growth boundary 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[5] 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*.

10. A full range of key urban facilities and services shall be provided to urban areas according to demonstrated need and budgetary priorities.

Chapter III-E. Environmental Design

Policies

2. Natural vegetation, natural water features, and drainageways shall be protected and retained to the maximum extent practical. Landscaping shall be utilized to enhance those natural features. This policy does not preclude increasing their conveyance capacity in an environmentally responsible manner.

Chapter V. Glossary

Best Management Practices (BMPs): Management practices or techniques used to guide design and construction of new improvements to minimize or prevent adverse environmental impacts. Often organized as a list from which those practices most suited to a specific site can be chosen to halt or offset anticipated problems.

[5] See Chapter V. Glossary section of this chapter for the proposed definition of key urban facilities and services.

Class F Streams (Class I Streams in Lane Code): Streams that have fish use, including fish use streams that have domestic water use, as defined in OAR 629-635.

Drinking water protection (source water protection): Implementing strategies within a drinking water protection area to minimize the potential impact of contaminant sources on the quality of water used as a drinking water source by a public water system.

Extension of urban facilities: Construction of the facilities necessary for future service provision.

Floodplain: The area adjoining a river, stream, or watercourse that is subject to 100-year flooding. A 100-year flood has a 1 percent chance of occurring in any one year as a result of periods of higher-than-normal rainfall or streamflows, high winds, rapid snowmelt, natural stream blockages, tsunamis, or combinations thereof.

Floodway: The normal stream channel and that adjoining area of the floodplain needed to convey the waters of a 100-year flood.

Groundwater: Water that occurs beneath the land surface in the zone(s) of saturation.

Impervious surface: Surfaces that prevent water from soaking into the ground. Concrete, asphalt, and rooftops are the most common urban impervious surfaces.

Key urban facilities and services:

- Minimum level: Wastewater service, stormwater service, 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.

Public Facility Projects

Public Facility Project lists and maps adopted as part of the Metro Plan are defined as follows:

Water:	Source, reservoirs, pump stations, and primary distribution systems. Primary distribution systems are transmission lines 12 inches or larger for SUB and 24 inches or larger for EWEB.
Wastewater:	Pump stations and wastewater lines 24 inches or larger.
Stormwater:	Drainage/channel improvements and/or piping systems 36 inches or larger; proposed detention ponds; outfalls; water quality projects; and waterways and open systems.

Specific projects adopted as part of the Metro Plan are described in the Project Lists and their general location is identified in the Planned Facilities Maps in Chapter II of the *Eugene-Springfield Metropolitan Area Public Facilities and Services Plan*.

Special service district: Any unit of local government, other than a city, county, an association of local governments performing land use planning functions under ORS 195.025 authorized and regulated by statute, or metropolitan service district formed under ORS Chapter 268. Special service districts include but are not limited to the following: domestic water district, domestic water associations and water cooperatives; irrigation districts; regional air quality control authorities; rural fire protection districts; school districts; mass transit districts; sanitary districts; and park and recreation districts.

System development charge (SDC): A reimbursement fee, an improvement fee, or a combination thereof assessed or collected at the time of increased usage of a capital improvement, connection to the capital improvement, or issuance of a development permit or building permit.

Urban growth boundary: A site-specific line, delineated on a map or by written description, that separates urban and urbanizable lands from rural lands.

Urban reserve area: Rural areas located beyond the urban growth boundary not needed to satisfy urban demands associated with the 20-year planning population.

[Delete graphic on page V-5 and references thereto.]

Urban facilities: Facilities connected to, or part of, a municipal public facility system.

Urban water and wastewater service provision: The physical connection to the water or wastewater system.

Project Lists and Planned Facilities Maps

This section presents the project lists and maps for planned water, wastewater, stormwater, and electrical facilities. These lists and maps are adopted as part of the *Metro Plan*, but will be physically located in this refinement plan. The recommendations in this chapter replace the following project lists and maps in the 1987 *Metro Plan:*

- Appendix A
- Appendix D, Solid Waste Sites[6]

- Appendix D, Electrical Substations and Transmission Lines

[6] See Chapter II, Policy G.24.

In each of the following sections, project lists are recommended to meet the short- and long-term facility needs of the metropolitan area. Short-term projects can be provided within the next five years. Long-term projects are anticipated to be built in six to 20 years, due to the constraints described in Chapter IV.

Planned Water System Improvements

Planned short- and long-term water system improvement projects are listed in tables 1 and 2. The general location of these facilities is shown in Map 1: *Planned Water Facilities*.

Table 1
Eugene Water & Electric Board (EWEB) Water System Improvement Projects

Project Number	Project Name/Description
	Short-Term
107	Green Hill/Airport mainline
108	EWEB/Seneca 42-inch transmission line
109	City View reservoir (800)
110	Hayden Bridge Expansion and 10mg Reservoir and pump gallery
	Long-Term
218	Back-up well field development area
219	Hayden Bridge- former fish hatchery intake modifications
220	Laurel Hill reservoir (850)
221	Laurel Hill reservoir and pump station (975)
222	Laurel Hill pump station (1150)
223	Shasta reservoir (1150)
224	Dillard reservoir (975) and pump station (1150)
225	Dillard reservoir (1150)
226	Elliot reservoir (607)
227	Willamette reservoir (1325)
228	Willamette pump station (1500)
229	Timberline reservoir (1100)
230	Timberline pump station (1325)

Table 1
Eugene Water & Electric Board (EWEB) Water System Improvement Projects (continued)

231	Gimple Hill reservoir (975) and pump station
232	Green Hill reservoir (800)
233	Green Hill reservoir (975)
234	Green Hill pump station (975)
235	Westside/Cantrell Hill reservoir (607)
236	Westside Transmission Main
237	Glenwood/LCC Basin intertie

Table 2
Springfield Utility Board (SUB) Water System Improvement Projects

Project Number	Project Name/Description
	Short-Term
101	Install 24-inch line along I-105
102	Install 16-inch line to Glenwood
103	Install 16-inch line along 32nd Street
104	Add well(s) in existing Thurston well field
105	Add well at 16th and Q Street
106	Install new treatment at Thurston
107	Add well(s) near Thurston Wellfield
108	Install transmission lines along Booth Kelly Road into the Natron Area
109	Install new source, Willamette Wellfield
	Long-Term
202	Install 16- to 10-inch line in SP railroad right-of-way
203	Install 12 and 16-inch line along Thurston Road, Main Street, and in South Hills, to supply new development
204	Pump station(s) to serve upper levels
205	Install 16-inch line on SP railroad right-of-way south to Hayden Bridge Way (RWD)
209	Add upper level reservoir(s): (3rd, 4th, 5th level)
211	Install 16-inch line along Main Street
212	Add well(s) near 31st and Marcola Rd.
214	Add wells near Interstate-5 and Game Farm Road North.
215	Add wells in Natron area
216	Install 12-inch line, Thurston to Main Street

Planned Wastewater System Improvements

Planned wastewater system improvement projects are listed in tables 3, 4, 4a and 4b. The general location of these facilities is shown in Map 2: *Planned Wastewater Facilities*, and Map 2a: *Existing Wastewater Collection and Treatment Systems*.

Table 3
City of Eugene Wastewater System Improvement Projects

Project Number	Project Name/Description
	Short-Term
100	West Eugene Bypass (48-inch)
101	North River Road pump station
102	North Willakenzie Gravity Sewers
103	North Enid pump station
	Long-Term
200	North Willakenzie pump station
201	Awbrey Lane pump station

Table 4
City of Springfield Wastewater System Improvement Projects

Project Number	Project Name/Description
	Short-Term
104	Jasper Road sewer extension
~~105~~	~~Game Farm Road trunk sewer~~ (completed)
105	10th & N Street Upgrade
~~106~~	~~Gateway/Harlow Road pump station upgrade~~ (completed)
106	E Street (Central Trunk) upgrade
107	Main Street Sewer upgrade # 1
108	Nugget Way pump station upgrade
109	Hayden Lo pump station upgrade
110	River Glen pump station upgrade
	Long-Term
~~202~~	~~East Glenwood gravity sewer~~ (completed)
202	Harbor Drive pump station
~~203~~	~~19th Street pump station~~ (completed)
203	Peace Health pump station

Table 4a
MWMC Wastewater Treatment System Improvement Projects

Project Number	Project Name	Project Description
300	**WPCF Treatment Project**	**Includes several construction packages designed to manage and treat wastewater at the WPCF to the year 2025**
300A	Preliminary Treatment	Increase preliminary treatment capacity of headworks to meet anticipated 2025 peak wet weather flows
300B	Primary Treatment	Enhance existing primary clarifiers and add primary sludge thickening facilities to increase primary treatment capacity to meet anticipated peak wet weather flows
300C	Secondary Treatment	Convert aeration basins, enhance existing secondary clarifiers, and add secondary clarifiers to increase secondary treatment capacity to meet anticipated peak wet weather flows
300D	Disinfection/Outfall	Convert disinfection system, and increase bankside outfall capacity
300E	Biosolids Treatment	Increase digestion capacity by enhancing existing digesters and sludge thickening capacity and/or adding a digester
300F	Filtration	Add filtration and build related infrastructure and support facilities
300G	Reuse Facilities	Expand effluent reuse capacity
300H	Odor Control	Expand and/or add odor control facilities
300I	Flow Management Facilities	Piping, pumping and related infrastructure improvements to allow parallel operation of primary and secondary treatment facilities
301	**Residuals Treatment Project**	**Includes several construction packages designed to manage and treat residuals**
301A	Lagoon Rehabilitation	Rehabilitate lagoons as Biosolids Management Facility
301B	Composting Facility	Expand composting facility at Biosolids Management Facility
302	**Beneficial Reuse Project**	**Includes several construction packages designed to expand reuse of effluent**
302A	Biocycle Farm	Expand biosolids land application area
302B	Effluent Reuse	Expand effluent reuse and Biocycle Farm (including former Seasonal Industrial Waste site)

Table 4b
MWMC Primary Collection System Improvement Projects

Project Number	Project Name/Description
303	Willakenzie Pump Station
304	Screw Pump Station
305	Glenwood Pump Station

Planned Stormwater System Improvements

Planned short-term and long-term stormwater system improvement projects are listed in tables 5 and 6. The general location of these facilities is shown in Map 3: *Planned Stormwater Facilities*.

Table 5
City of Eugene Stormwater System Improvement Projects

Project Number	Project Name/Description
	Willakenzie Basin Short-Term
1	River Point Pond Outlet Channel
2	Federal Priority Project- Delta Ponds Enhancement
	Willakenzie Basin Long-Term
3	Gilham Road System Water Quality Facility
4	Gilham Road System Culvert Replacement
5	Ayers Pond Outfall Retrofit
6	Wetland Adjacent Coburg & Country Farm Roads
7	Modify Ascot Park Open Waterway
	Laurel Hill Basin Short-Term
8	Riverview/Augusta Bypass and System Improvements
9	Minor System Between Riverview and Augusta
10	I-5 and Augusta Water Quality Facility
11	Riverview/Augusta Minor Storm Drainage System Plan
	Bethel Danebo Basin Short-Term
12	Green Hill Tributary Stream Enhancements
13	Culvert Replacement in Roosevelt Channel
23	West Irwin Storm
	Bethel Danebo Basin Long-Term
14	Royal Node Infrastructure
15	Retrofit Empire Park Pond
16	Increase Pipe Sizes Along Bell Avenue
17	Green Hill Tributary Water Quality Facility

Table 5
City of Eugene Stormwater System Improvement Projects (continued)

18	Wallis Street Culvert (Bertelsen Slough)
19	Increase Pipe Sizes Along Garfield Street
	Amazon Creek Basin Short-Term
20	Kinney Park Neighborhood Facility
21	Federal Priority Project- Upper Amazon Creek Restoration
22	Martin Drive Pipe Improvements
24	Hilyard Street Pipe Improvements
	Amazon Creek Basin Long-Term
25	Federal Priority Project- Central Amazon Creek Restoration
26	Jackson Street Pipe Improvements
27	North Laurelwood Water Quality Facility
28	South Laurelwood Water Quality Facility
29	Pine View Neighborhood Facility
30	43rd Avenue Pipe Improvements
31	Morse Ranch Park Pipe Improvements
32	Option B- Laurelwood Flood Control Facilities and Pipe Improvements
33	Option B- Mt. Cavalry Pipe Improvements
34	Mt. Cavalry Water Quality Facility
35	Option A- Cleveland Street Flow Diversion
36	Option B- Brittany Street Pipe Improvements
37	Option B- Windsor Circle Pipe Improvements
19	Increase Pipe Sizes Along Garfield Street
38	Water Quality Facility West of Hawkins Lane
39	Water Quality Facility at Sam R. Street
40	Water Quality Facility at Interior Street
	Willow Creek Basin Short-Term
41	Willow Creek- West Branch Culvert/Channel Retrofits
	Willow Creek Basin Long-Term
42	Realign/Restore Main Stem Willow Creek
43	Willow Creek- East Branch Culvert/Channel Retrofits
	Willamette River Short-Term
44	Federal Priority Project- Willamette River Bank Restoration
45	Polk Street Water Quality Facilities
	Willamette River Long-Term
46	Federal Priority Project- Eugene Millrace Enhancements
	City-Wide Projects Short-Term (not mapped)
	Channel Easement Acquisition
	Stormwater Rehabilitation
	City-Wide Projects Long-Term (not mapped)
	Channel Easement Acquisition

Table 5
City of Eugene Stormwater System Improvement Projects (continued)

	Stormwater Rehabilitation
	River Road-Santa Clara Basin Short-Term
47	Willamette Overflow Channel Upgrade
48	Irvington Road Drainage Improvements
49	River Road Drainage Improvements
	River Road-Santa Clara Basin Long-Term
50	Water Quality Project
51	Flat Creek Low Flow Channel Upgrade
52	Upgrade Existing Pipe
53	A-1 Channel Upgrade
54	Water Quality Facility
55	Flat Creek Water Quality Facility
56	Spring Creek Water Quality Project
57	Spring Creek Culvert Replacement
58	A-1 Channel, West Tributary Improvements

Table 6
City of Springfield Stormwater System Improvement Projects

Project Number	Project Name/Description	*Stormwater Facility Master Plan* Project Number
	Short-Term	
100	~~Sports Way detention pond~~	
101	~~Maple Island Slough Outfall~~	
102	~~Deadman Ferry Outfall~~	
103	~~Aster Street system~~	
104	Jasper Slough outfall	n/a
105	20th Street Outfall	n/a
106	~~T Street detention pond~~	
107	~~Pierce Industrial Park drainage~~	
108	Mill Race Enhancements, including new intake	n/a
109	~~Jasper/Natron outfalls and associated pipe systems~~	
110	Highway 126/I-105 drainage improvements	n/a
111-A	~~Cedar Creek: 69th Street Channel improvements~~	
111-B	~~Cedar Creek: 72nd Street Channel Improvements~~	
112	Glenwood Channel & Pipe Improvements	1
113	Gray Creek Channel & Pipe Improvements	2
114	Jasper/Natron Channel & Pipe Improvements	3
115	Channel 6 Detention Pond, Channel & Pipe Improvements	4

Table 6
City of Springfield Stormwater System Improvement Projects (continued)

116	59th & Aster and Daisy Street Parallel Pipe	5
117	Irving Slough Channel Improvements	6
118	North Gateway – Sports Way Flood Control Water Quality Facility	10
119	McKenzie Forest Products Mill Pond Water Quality Facility	12
120	Central Over-Under Channel & Pipe Improvements	15
121	Island Park Water Quality Facility	16
122	69th Street Open Channel	18
123	Lower Mill Race Water Quality & Riparian Enhancements	21
	Long-Term	
200-A	~~Cedar Creek: Outfall/Detention at Lively Park/McKenzie River~~	
200-B	~~Cedar Creek: Thurston Middle School Channel Improvements~~	
200-C	~~Cedar Creek: 66th Street Outfall~~	
200-D	~~Cedar Creek: 75th Street Outfall~~	
200-E	~~Cedar Creek: Gossler Bank control project~~	
200-F	Cedar Creek: Diversion System	
200-G	Cedar Creek: East Thurston Road/Hwy 126 Outfall and Associated Piping	
201	Thurston Road Interceptor	n/a
202	Highway 126 and 87th Interceptor and Outfall	n/a
203	South 79th Street System	n/a
204	Rocky Point Drive System and Outfall	n/a
205	~~Rosboro Detention Pond~~	
206	Borden Outfall Upgrade	n/a
207	~~Ash Street Outfall~~	
208	~~Manor Drive Outfall~~	
209	~~16th Street Outfall~~	
210	Jasper Slough Improvements	n/a
211	Hayden Bridge Road Interceptor	n/a
212	42nd & McKenzie Hwy Pipe Improvements	24
213	I-105 Channel Improvements	26
214	Jasper Slough Culvert Crossing Improvements	27
215	Q Street Channel Riparian Enhancements	28
216	I-5 Open Channel Riparian Enhancements	29
217	Q Street Floodway East of 28th Water Quality	31
218	28th Street Main to North Water Quality Temperature TMDL	32

Table 6
City of Springfield Stormwater System Improvement Projects (continued)

219	Open Channel Improvements North of Riverglen Subdivision	33
220	Chateau St Outfall	34
221	Clearnwater Lane & Jasper Water Quality	37
222	42nd Channel Improvements	42
223	Maple Island Slough Channel Enhancement & Water Quality Improvements	43

Planned Electrical System Improvements

Planned electrical system improvement projects are listed in tables 7 and 8. The general location of these facilities is shown in Map 4: *Planned Electrical Facilities.* No time frame was identified for these projects.

Table 7
EWEB Planned Electrical System Improvement Projects

Project Number	Project Name/Description
1	69KV Transmission Line - (existing corridor)
2	115KV Transmission Line - (two alternate routes)
3	River Loop Substation
4	Airport Substation
5	Barger Substation
6	Hillaire Substation
7	Crow Substation
8	Coburg Substation
9	Bloomberg Substation
10	Goshen Substation
11	Irvington Substation

Table 8
SUB Planned Electrical System Improvement Projects

Project Number	Project Name/Description
12	Glenwood Substation
13	Marcola Road Substation
14	East Springfield to Thurston Transmission Line
15	Thurston to Marcola Road Transmission Line
16A	Jasper Road to 10th Street Extension (alternative A)
16B	Jasper Road to 10th Street Extension (alternative B)
18	28th Street to Laura Street Transmission Line

Solid Waste

The *Lane County Solid Waste Management Plan* serves as the guide for solid waste sites and facilities in the Eugene-Springfield Metropolitan Area. This management plan contains provisions for solid waste disposal sites, including sites for inert waste (see recommended *Metro Plan* Policy #G. 24 in Chapter II).

Map 1

Eugene-Springfield Public Facilities and Services Plan

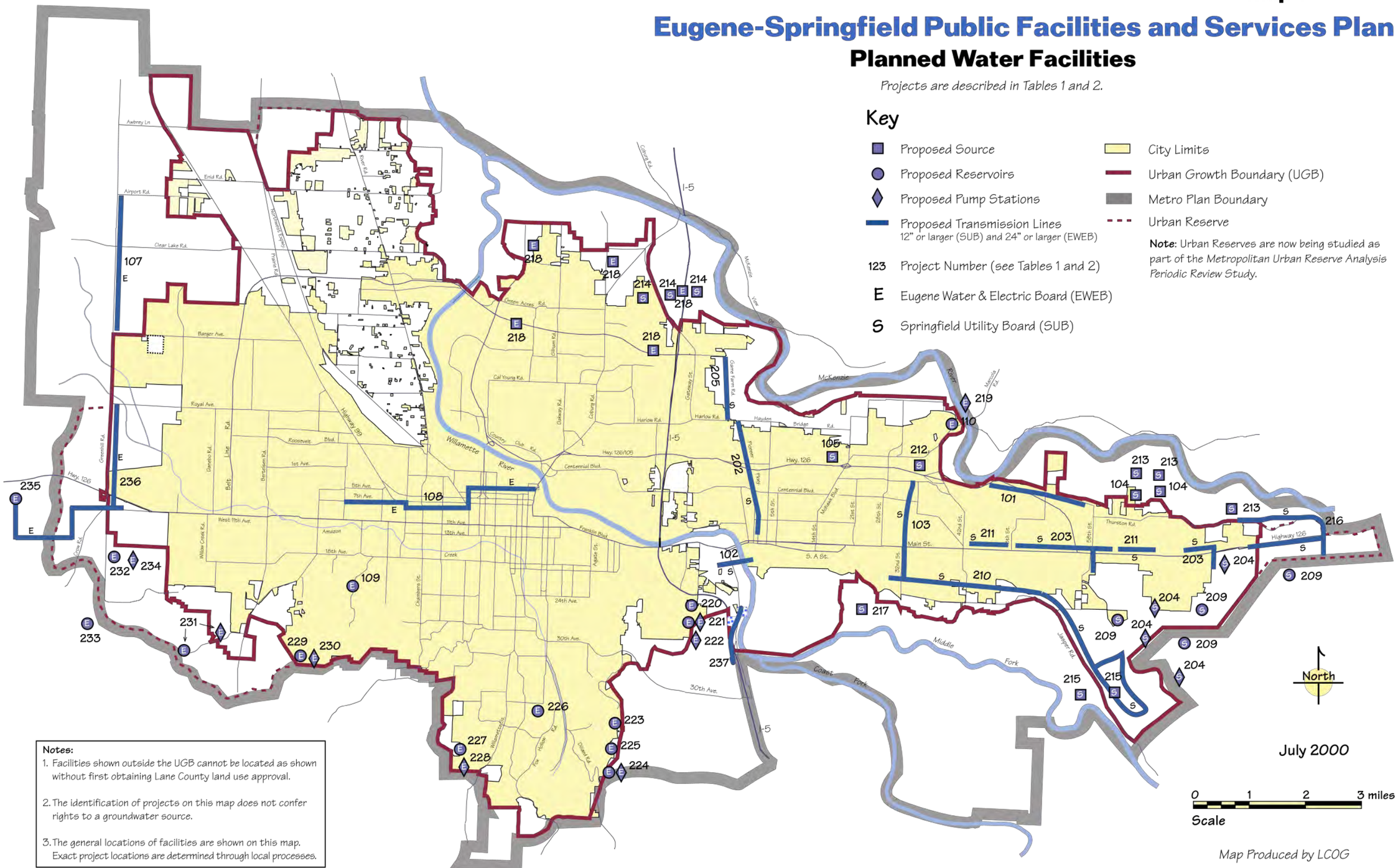
Planned Water Facilities

Projects are described in Tables 1 and 2.

Key

- Proposed Source
- Proposed Reservoirs
- Proposed Pump Stations
- Proposed Transmission Lines
  12" or larger (SUB) and 24" or larger (EWEB)
- 123 Project Number (see Tables 1 and 2)
- E Eugene Water & Electric Board (EWEB)
- S Springfield Utility Board (SUB)
- City Limits
- Urban Growth Boundary (UGB)
- Metro Plan Boundary
- Urban Reserve

Note: Urban Reserves are now being studied as part of the *Metropolitan Urban Reserve Analysis Periodic Review Study.*



Notes:

1. Facilities shown outside the UGB cannot be located as shown without first obtaining Lane County land use approval.
2. The identification of projects on this map does not confer rights to a groundwater source.
3. The general locations of facilities are shown on this map. Exact project locations are determined through local processes.

Map Produced by LCOG

Eugene-Springfield Public Facilities and Services Plan
Planned MWMC Wastewater Project Sites

Further details of specific projects at each of the identified sites are described in tables 3, 4, 4a and 4b

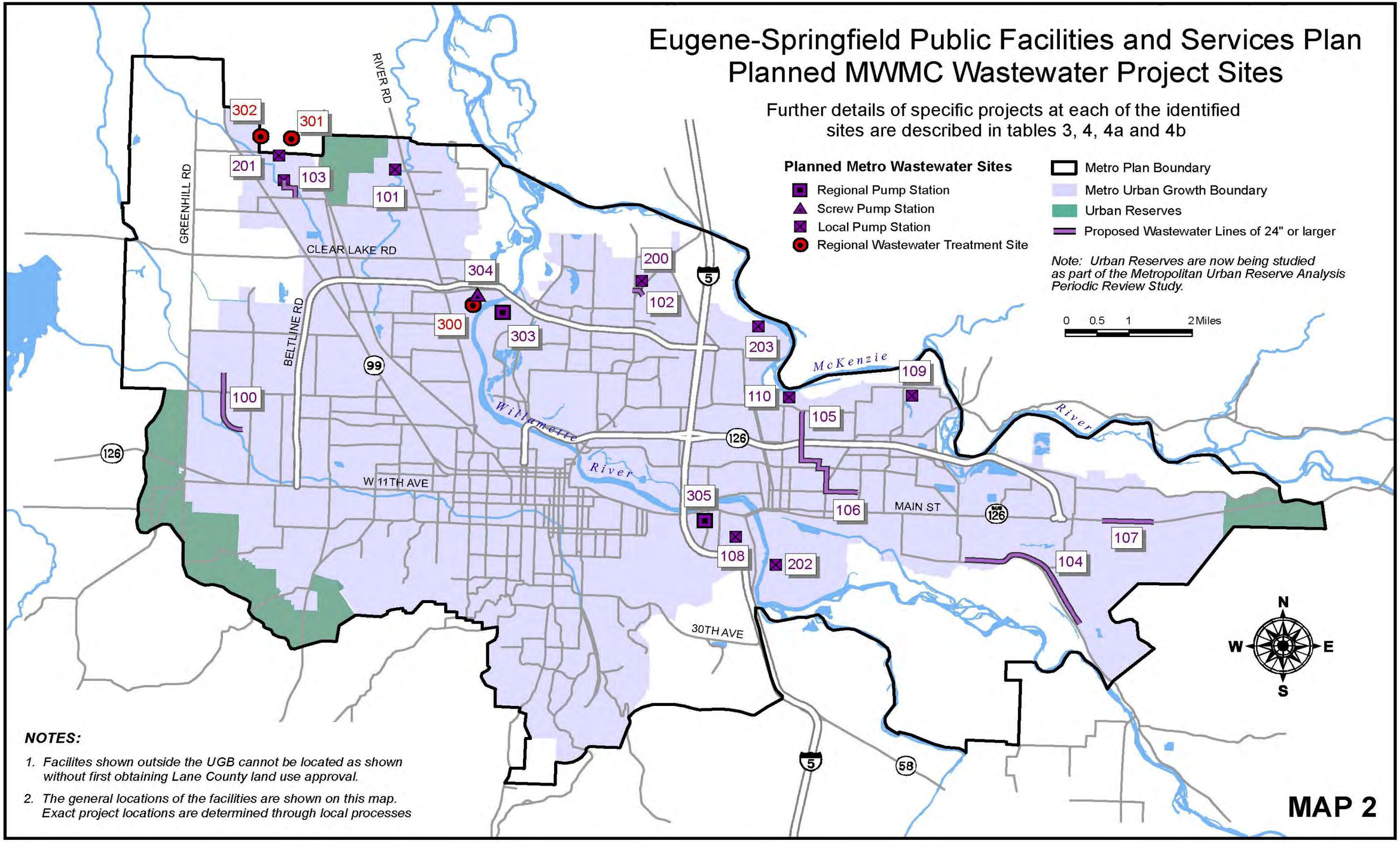
Planned Metro Wastewater Sites

- Regional Pump Station
- Screw Pump Station
- Local Pump Station
- Regional Wastewater Treatment Site

- Metro Plan Boundary
- Metro Urban Growth Boundary
- Urban Reserves
- Proposed Wastewater Lines of 24" or larger

Note: Urban Reserves are now being studied as part of the Metropolitan Urban Reserve Analysis Periodic Review Study.

0 0.5 1 2 Miles



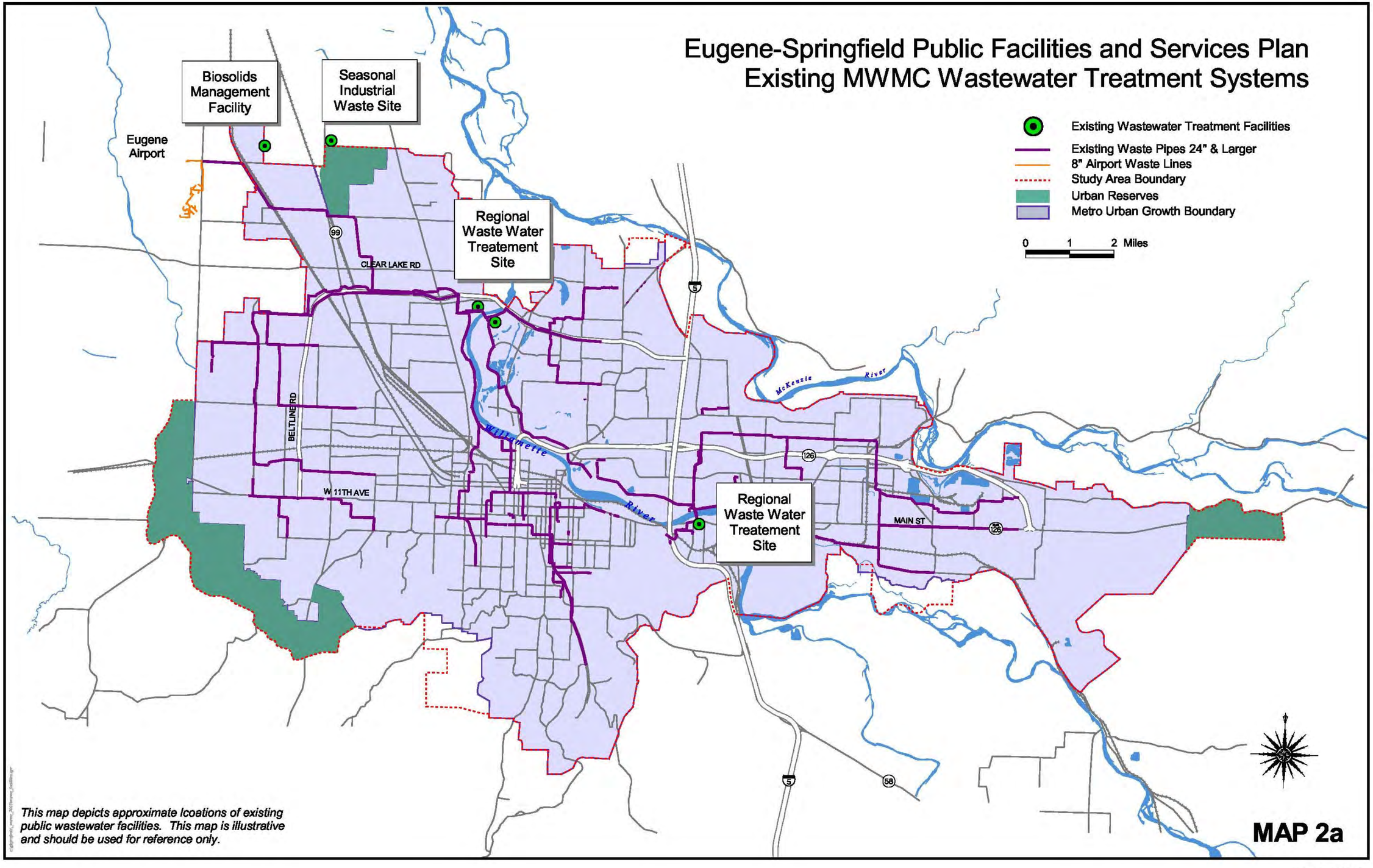
NOTES:

1. *Facilites shown outside the UGB cannot be located as shown without first obtaining Lane County land use approval.*
2. *The general locations of the facilities are shown on this map. Exact project locations are determined through local processes*

MAP 2

April, 2008

Eugene-Springfield Public Facilities and Services Plan
Existing MWMC Wastewater Treatment Systems



March, 2004

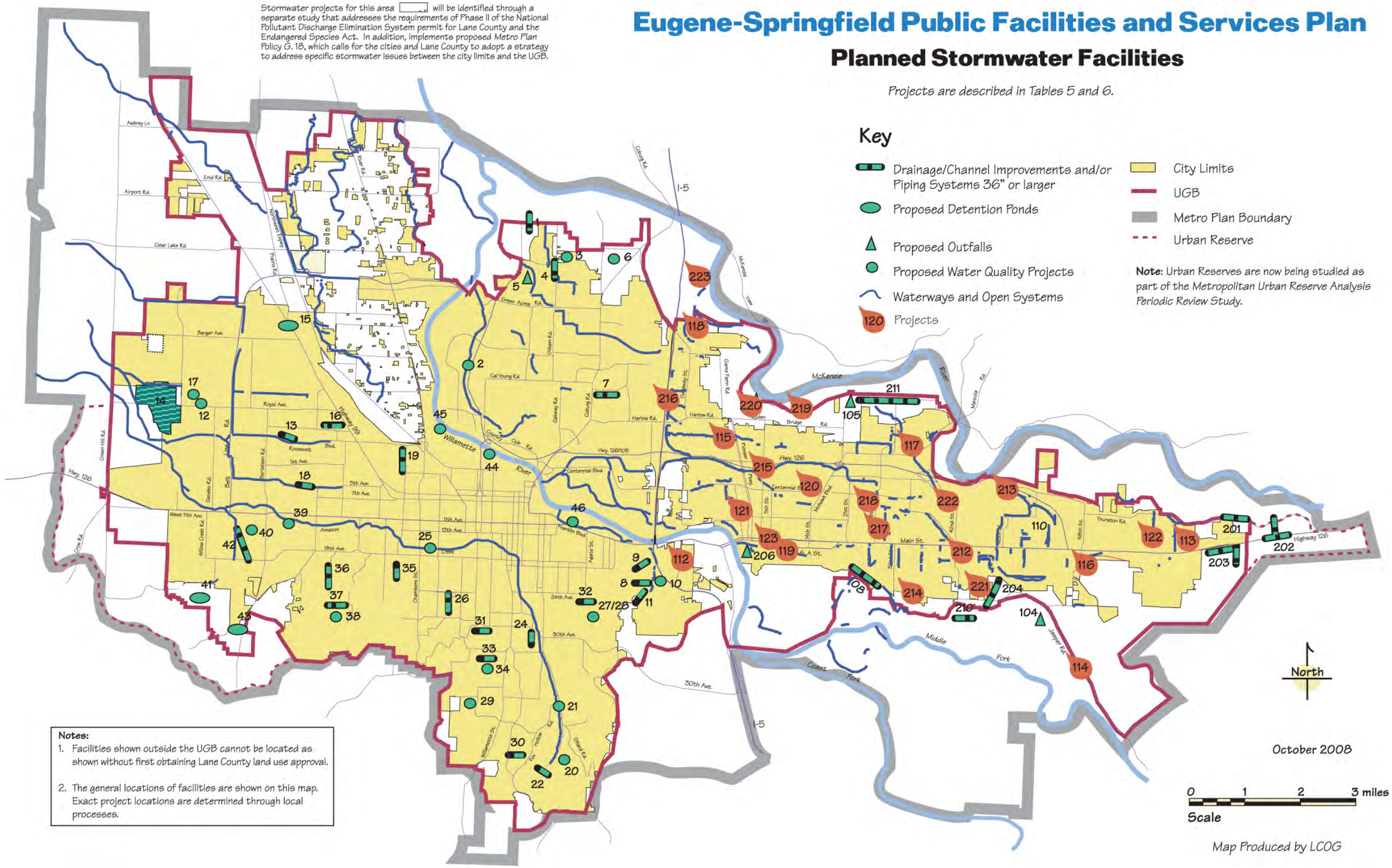
Map 3

Eugene-Springfield Public Facilities and Services Plan

Planned Stormwater Facilities

Projects are described in Tables 5 and 6.

Stormwater projects for this area ▭ will be identified through a separate study that addresses the requirements of Phase II of the National Pollutant Discharge Elimination System permit for Lane County and the Endangered Species Act. In addition, implements proposed Metro Plan Policy G. 18, which calls for the cities and Lane County to adopt a strategy to address specific stormwater issues between the city limits and the UGB.

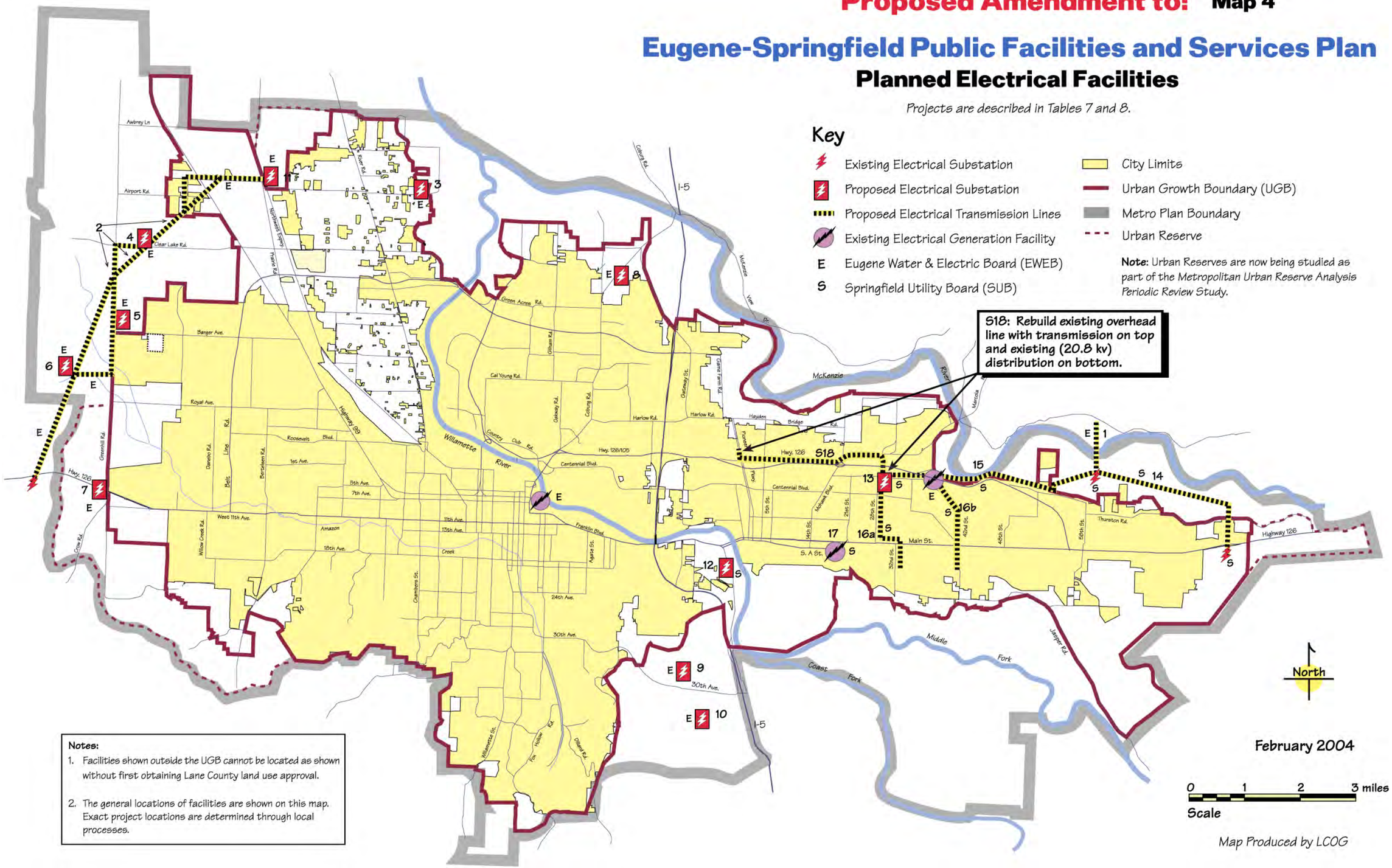


Proposed Amendment to: **Map 4**

Eugene-Springfield Public Facilities and Services Plan

Planned Electrical Facilities

Projects are described in Tables 7 and 8.



III. Policy Analysis

The purpose of this chapter is to take the reader through the process of understanding how the *Metro Plan* text will change as a result of the recommended text amendments in Chapter II and why these changes are proposed.

Introduction

The *Metro Plan* text amendments recommended in Chapter II of this plan are the result of a comprehensive policy analysis by the Technical Advisory Committee and the metropolitan planning directors and legal counsel. This analysis considers recent changes to: federal and state law; local conditions, goals, and policies; and service delivery and financing options. These considerations are addressed in the recommended *Metro Plan* findings and policies. The issues addressed in the proposed *Metro Plan* findings and policies are presented in Chapter IV. Public Facilities Needs Analysis, Chapter V. Financing Methods and Alternatives, and Appendix C: Existing State and Local Policy Framework.

In order to show how the *Metro Plan* text is proposed to change, proposed deletions to *Metro Plan* text are shown in ~~strike-out~~ and additions are <u>underlined</u>. For each amended *Metro Plan* finding or policy, the new policy or finding number is inserted in front of the current number, which is struck-out. The existing *Metro Plan* page number for all of the amended text is shown in parentheses following each recommended amendment.

These *Metro Plan* text amendments propose a complete reordering of the findings and policies in *Metro Plan* Chapter III-G, as well as movement and amendment of polices and definitions in other chapters of the *Metro Plan*. The *proposed* order is shown below with findings and policies proposed for deletion listed first, followed by the amendment or amendments that replace them.

A notation in *italics* explains the rationale for each text amendment, or set of amendments. In a few instances, examples of ways a policy may be implemented are provided to help further the reader's understanding of the policy's intent. These *example implementation measures* are not proposed for adoption. They are included only as a supplemental explanation for a few policies when it seemed helpful.

Chapter III-G. Public Utilities, Services, and Facilities Element

A proposed rewrite of the introductory text to this element follows this struck-out existing text. This rewrite provides the context for current local policy and practice and reflects changes in state law.

~~G. Public Utilities, Services, and Facilities Element~~

~~This element considers the provision of water, sewers, power, education, public safety, and other programs the Eugene-Springfield metropolitan area needs to function properly. For the most part, these utilities, services, and facilities are provided or supervised by public or quasi-public agencies, but they can also include other necessary community services of a private nature, such as churches, private schools, and hospitals. In rural areas, users of facilities and services are widespread, often leading to an inadequate revenue base to support a higher level of service. Outside the urban growth boundary, little or no development is expected to occur as compared to areas within the urban growth boundary.~~

~~As the metropolitan area grows in population and area, the demand for these services will increase substantially, requiring careful and coordinated planning and management. The public's investment in and scheduling of these public facilities and programs should be viewed as one of the major means of implementing the General Plan.~~

~~The urban service area concept discussed in Chapter II, "Fundamental Principles," is an important part of this element. It is intended that development in the metropolitan area will require at least the minimum level of key urban service at the time development is completed. It is further intended that concerted efforts will be made to ultimately provide the full range of key urban service to these areas.* This element is also intended to provide the public and private sectors with policies for developmental and program decision making regarding urban services. For example, development should be coordinated with the planning, financing, and construction of key urban services. This will result in public and private financial savings and efficient use of utilities, services, and facilities.~~

~~Key urban services are provided in the metropolitan area by a number of governmental agencies, service districts, public and quasi-public utilities and cooperative agreements. Lane County is responsible for a number of key urban services in the metropolitan area that are also provided countywide. These include health and social services, solid waste management, tax collection, and the courts system. Eugene and Springfield provide key urban services to the cities, such as libraries, fire protection, improved streets, police protection, emergency medical services, and storm sewers. Public and quasi-public utilities provide other key urban services, such as water and telephone. Special service districts are also responsible, in some cases, for such services as water and for others, such as schools and bus service. Finally, under cooperatively established agreements between Lane County, Eugene, and Springfield, other key urban services are provided. An example of this is the County Service District, which is administered by the Metropolitan Wastewater Management Commission. It is important to recognize the responsibility, function, and extent of these different providers of key urban services and to provide guidelines for the proper operation, improvement, and expansion of key urban services in line with the compact urban growth form and urban service area concept of the General Plan.~~

~~* See Policies 7 and 8 on Page II-B-4.~~

~~In planning for provision of key urban services, it is useful to keep in mind the distinction between the "current urban service area," where a minimum level of urban services is available or will be within the near future, and the "projected urban service area," which is the estimated area within which services will be needed to provide for development needs over the long term. It is necessary to provide key urban services in a sequential manner that recognizes the difference between the current and projected urban service areas.~~

~~In planning and programming for public utilities, services, and facilities, present and near future needs of the metropolitan area should be met in a coordinated manner, recognizing the long-term, ultimate needs and service area. This metropolitan-wide cooperation is reflected in the State-mandated Public Facilities Plan. Major public facilities from the Public Facilities Plan are incorporated as Plan policy in Appendix A. Generally, construction of projects is based upon the phasing portion of the Public Facilities Plan, but actual decisions on timing and financing are controlled solely by the capital improvements programming and budget processes of individual jurisdictions.~~

~~Amendments to either the project lists or maps in Appendix A are amendments to this Plan and require simultaneous amendments to this Plan and to affected functional plans. Changes to the phasing, cost estimates, and project justification will be made from time to time in conjunction with the semiannual amendment and update processes; those changes can be made through the budgeting and capital improvement processes, and do not necessitate amendments to TransPlan or the Metropolitan Plan. Because the Public Facilities Plan Technical Report is a background document and all public policy aspects are incorporated directly into the Metropolitan Plan, changes to the Public Facilities Plan Technical Report can occur at a later time during semi-annual amendment and update processes.~~ (*Metro Plan,* page III-G-1)

G. Public Facilities and Services Element

This Public Facilities and Services Element provides direction for the future provision of urban facilities and services to planned land uses within the *Plan* boundary.

The availability of public facilities and services is a key factor influencing the location and density of future development. The public's investment in, and scheduling of, public facilities and services are a major means of implementing the *Metro Plan*. As the population of the Eugene-Springfield area increases and land development patterns change over time, the demand for urban services also increases and changes. These changes require that service providers, both public and private, plan for the provision of services in a coordinated manner, using consistent assumptions and projections for population and land use.

The policies in this element complement *Metro Plan Chapter II-A: Fundamental Principles* and *Chapter II-B: Growth Management.* Consistent with the principle of compact urban growth prescribed in Chapter II, the policies in this element call for future

urban water and wastewater services to be provided exclusively within the urban growth boundary. This policy direction is consistent with Statewide Planning Goal 11, "To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development." On urban lands, new development must be served by at least the minimum level of key urban services at the time development is completed and, ultimately, by a full range of key urban services. On rural lands within the *Plan* boundary, development must be served by rural levels of service. Users of facilities and services in rural areas are spread out geographically, resulting in a higher per-user cost for some services and, often, in an inadequate revenue base to support a higher level of service in the future. Some urban facilities may be located or managed outside the urban growth boundary as allowed by state law, but only to serve development within the urban growth boundary.

Urban facilities and services within the urban growth boundary are provided by the City of Eugene, the City of Springfield, Lane County, Eugene Water & Electric Board (EWEB), the Springfield Utility Board (SUB), the Metropolitan Wastewater Management Commission (MWMC), electric cooperatives, and special service districts. Special service districts provide schools and bus service, and, in some areas outside the cities, they provide water, electric, fire service, or parks and recreation service. This element provides guidelines for special service districts in line with the compact urban development fundamental principle of the *Metro Plan*.

This element incorporates the goals, findings, and policies in the *Eugene-Springfield Metropolitan Area Public Facilities and Services Plan* (*Public Facilities and Services Plan)*, adopted as a refinement to the *Metro Plan*. The *Public Facilities and Services Plan* provides guidance for public facilities and services, including planned water, wastewater, stormwater, and electrical facilities. As required by Goal 11, the *Public Facilities and Services Plan* identifies and shows the general location[7] of the water, wastewater, and stormwater projects needed to serve land within the urban growth boundary.[8] The *Public Facilities and Services Plan* also contains this information for electrical facilities, although not required to by law. The project lists and maps in the *Public Facilities and Services Plan* are adopted as part of the *Metro Plan*. Information in the *Public Facilities and Services Plan* on project phasing and costs and decisions on timing and financing of projects are not part of the *Metro Plan* and are controlled solely by the capital improvement programming and budget processes of individual service providers.

This element of the *Metro Plan* is organized by the following topics related to the provision of urban facilities and services. Policy direction for the full range of services,

[7] The exact location of the projects shown on the *Public Facilities and Services Plan* planned facilities maps is determined through local processes.

[8] Goal 11 also requires transportation facilities to be included in public facility plans. In this metropolitan area, transportation facilities are addressed in *Metro Plan* Chapter III-F and in the *Eugene-Springfield Transportation System Plan* (*TransPlan*).

including wastewater service, may be found under any of these topics, although the first topic, Services to Development Within the Urban Growth Boundary, is further broken down into sub-categories.

- Services to Development Within the Urban Growth Boundary
  - Planning and Coordination
  - Water
  - Stormwater
  - Electricity
  - Schools
  - Solid Waste
- Services to Areas Outside the Urban Growth Boundary
- Locating and Managing Public Facilities Outside the Urban Growth Boundary
- Financing

The applicable findings and policies are contained under each topic heading.

The policies listed provide direction for public and private developmental and program decision making regarding urban facilities and services. Development should be coordinated with the planning, financing, and construction of key urban facilities and services to ensure the efficient use and expansion of these facilities.

Goals

1. Provide and maintain public facilities, ~~utilities~~ and services, ~~and facilities~~ in an ~~orderly and~~ efficient, and environmentally responsible manner (*Metro Plan,* page III-G-4)

2. Provide public facilities and services in a manner that encourages orderly and sequential growth.

~~Objectives~~ (*Metro Plan,* page III-G-4, 5)

Consistent with all updated Metro Plan elements in Periodic Review, objectives in the Public Facilities and Services Element are proposed for deletion. This approach is being taken to eliminate redundancy because the objectives are restatements of findings or policies.

~~1. Furnish guidelines for public facility programming and decision making that will result in lower public and private expenditures.~~

~~2. Provide public utilities, services, and facilities to serve existing development and closely coordinate them with the land use elements of the General Plan as a means of encouraging orderly and sequential growth.~~

~~3. Reduce and, if possible, eliminate the problems created by overlapping service areas and/or illogical service boundaries.~~

~~4. Optimize the utilization of existing facilities.~~

~~5. Generally reduce public subsidy for utilities and facilities in new development.~~

~~6. Provide at least the minimum level of key urban services to all urban development within the metropolitan area.~~

~~7. Except for rural fire protection districts and standard rural electrification systems, discourage extension or expansion of single services, utilities, or facilities to outlying areas.~~

~~8. Strive for continued cooperation between major institutions, such as universities and hospitals, and local planning agencies.~~

Services to Development Within the Urban Growth Boundary: Planning and Coordination

Findings

1. Urban expansion within the urban growth boundary is accomplished through ~~in-filling within and adjacent to existing development inside the current urban service area and in an orderly, unscattered fashion~~ in-fill, redevelopment, and annexation of territory which can be served with a minimum level of key urban services. This permits new development to ~~utilize~~ use existing ~~utilities~~facilities and services~~, and~~ facilities or those which can be easily extended, minimizing the public cost of ~~premature service extension~~extending urban facilities. (*Metro Plan,* page III-G-2)

The above finding is amended to clarify the public facilities and services benefits of current growth management practice in Eugene and Springfield. It addresses only service within the urban growth boundary. See sections, Services to Areas Outside the Urban Growth Boundary and Locating and Managing Public Facilities Outside the Urban Growth Boundary for related findings and policies. This amendment also deletes reference to urban service area because this term has the same meaning as urban growth boundary, causing confusion.

~~8. The population projections in the Eugene-Springfield Metropolitan Area Waste Treatment Management Alternatives Report (208 "Facilities" Plan) are compatible with those for the metropolitan area.~~ (*Metro Plan,* page III-G-2)

~~18. State law requires development of a Public Facilities Plan to coordinate implementation of planned water, sanitary sewer, storm sewer and transportation projects.~~ (*Metro Plan,* page III-G-4)

2. In accordance with Statewide Planning Goal 11 and Oregon Administrative Rules in Chapter 660, the *Eugene-Springfield Metropolitan Area Public Facilities and Services Plan (Public Facilities and Services Plan)* identifies jurisdictional responsibility for the provision of water, wastewater, and stormwater; describes respective service areas and existing and planned water, wastewater, and stormwater facilities; and contains planned facilities maps for these services. Electric system information and improvements are included in the *Public Facilities and Services Plan*, although not required by state law. Local facility master plans and refinement plans provide more specific project information.

The above new finding provides reference to the proposed refinement plan (the Eugene-Springfield Metropolitan Area Public Facilities and Services Plan) including the addition of electric facilities to that plan, and clarifies that there are a number of local facility plans and refinement plans that should be referenced for more specific information.

3~~2~~. Urban services within the metropolitan urban growth boundary are provided ~~to the metropolitan area~~ by the City of Eugene, the City of Springfield, Lane County, Eugene Water & Electric Board (EWEB), Springfield Utility Board (SUB), the Metropolitan Wastewater Management Commission (MWMC), electric cooperatives, and special service districts. ~~public and quasi-public utilities, special service districts, and by joint cooperative agreements.~~ (*Metro Plan,* page III-G-2)

The above finding amendment clarifies the range of service providers.

~~4. Portions of the urban area lack certain key urban services.~~ (*Metro Plan,* page III-G-2)

~~5. The cost of providing even basic key services, utilities, and facilities to existing and future development in the metropolitan area is significant.~~ (*Metro Plan,* page III-G-3)

4. The *Public Facilities and Services Plan* finds that almost all areas within the city limits of Eugene and Springfield are served or can be served in the short-term (0-5 years) with water, wastewater, stormwater, and electric service. Exceptions to this are stormwater service to portions of the Willow Creek area and southeast Springfield and full water service at some higher elevations in Eugene's south hills. Service to these areas will be available in the long-term. Service to all areas within city limits are either in a capital improvement plan or can be extended with development.

5. With the improvements specified in the *Public Facilities and Services Plan* project lists, all urbanizable areas within the Eugene-Springfield urban growth boundary can be served with water, wastewater, stormwater, and electric service at the time those areas are developed. In general, areas outside city limits serviceable in the long-term are located near the urban growth boundary and in urban reserves, primarily in River Road/Santa Clara, west Eugene's Willow Creek area, south Springfield, and the Thurston and Jasper-Natron areas in east Springfield.

The above new findings update and provide specific information about service availability in the urban growth boundary as discussed in the Public Facilities and Services Plan.

6. OAR 660-011-005 defines projects that must be included in public facility plan project lists for water, wastewater, and stormwater. These definitions are shown in the keys of Planned Facilities Maps 1, 2, and 3 in this *Public Facilities and Services Plan*.
7. In accordance with ORS 195.020-080, Eugene, Springfield, Lane County, and special service districts are required to enter into coordination agreements that define how planning coordination and urban services (water, wastewater, fire, parks, open space and recreation, and streets, roads and mass transit) will be provided within the urban growth boundary.

The above new findings clarify current state law related to the need for changes to the Public Facilities and Services Plan and coordination agreements.

8~~9~~. Large institutional uses, such as universities and hospitals, present complex planning problems for the metropolitan area due to their location, facility expansion plans, and continuing housing and parking ~~problems~~ needs. (*Metro Plan,* page III-G-3)

9~~3~~. ~~In a few instances there is overlap in public services, utilities, and facilities, or illogical~~ Duplication of service~~s~~ ~~boundaries, that~~ prevents the most economical distribution of public facilities and ~~those utilities,~~ services~~, and facilities~~. (*Metro Plan,* page III-G-2)

The above amendments are proposed for clarification only.

10. As discussed in the *Public Facilities and Services Plan*, a majority of Nodal Development Areas proposed in *TransPlan* are serviceable now or in the short-term. The City of Eugene's adopted Growth Management Policy #15 states: "Target publicly-financed infrastructure extensions to support development for higher densities, in-fill, mixed uses, and nodal development."

The above new finding states the status of service availability to the nodal areas proposed in TransPlan, as well as relevant growth management policy of the City of Eugene.

Policies

6. In addition to physical, economic, energy, and social considerations, timing and location of urban development within metropolitan area shall be based upon the current or imminent availability of a minimum level of key urban services. (*Metro Plan,* page III-G-2)

G.1 7. Extend the minimum level and full range of key urban facilities and services~~Facility and program planning in the metropolitan area shall use the General Plan as a basis for decisions to ensure that the needs of the metropolitan area are met~~ in an orderly and efficient manner consistent with the growth management policies in Chapter II-B,

relevant policies in this Chapter, and other *Metro Plan* policies. (*Metro Plan,* page III-G-6)

The above policy amendments clarify that the extension of public facilities and services must be consistent with Metro Plan policies and note the particular importance of growth management policies and the policies in this element. See Proposed Metro Plan Glossary amendments for the definition of the minimum level and full range of key urban facilities and services.

G.2~~1~~8. Use ~~T~~the ~~water, sanitary and storm sewer~~ Planned Facilities Maps of the *Public Facilities and Services Plan* ~~sections of the Metropolitan Public Facilities Plan shall serve as the basis for guiding~~ to guide the general location of water, ~~sanitary~~ wastewater, ~~and~~ stormwater~~sewer~~, and electrical projects ~~improvements~~ in the metropolitan~~region~~ area. Use local facility master plans, refinement plans, and ordinances as the guide for detailed planning and project implementation. (*Metro Plan,* page III-G-7)

The above policy amendment clarifies that the Public Facilities and Services Plan maps guide the general location of planned facilities and that local plans and ordinances are used to determine the exact location of these projects.

G.3~~1~~9. Modifications and a~~A~~dditions to or deletions from the project lists in the Public Facilities and Services Plan for water, wastewater, and stormwater public facility projects or significant changes to project location from that described in the Public Facilities and Services Plan maps 1, 2, and 3, require amending the *Public Facilities and Services Plan*, except for the following:

1) Modifications to a public facility project which are minor in nature and do not significantly impact the project's general description, location, sizing, capacity, or other general characteristic of the project; or

2) Technical and environmental modifications to a public facility which are made pursuant to final engineering on a project; or

3) Modifications to a public facility project which are made pursuant to findings of an Environmental Assessment or Environmental Impact Statement conducted under regulations implementing the procedural provisions of the National Environmental Policy Act of 1969 or any federal or State of Oregon agency project development regulations consistent with that act and its regulations.

G.4~~1~~4. The cities and Lane County ~~Special agencies and~~shall coordinate with EWEB, SUB, and special service districts operating in the metropolitan area,~~and Springfield, Eugene, and Lane County shall~~ to provide ~~one another~~ the opportunity to review and comment on proposed public facilities, plans, programs, and public improvement projects or changes thereto that may affect one another's area of responsibility. (*Metro Plan,* page III-G-6)

The above policy amendment is intended to improve the clarity of this policy calling for intergovernmental coordination.

G.5~~9~~. The cities shall continue joint planning coordination with m~~M~~ajor institutions, such as universities and hospitals~~, shall continue joint planning coordination with local planning agencies.~~ due to their relatively large impact on local facilities and services. (*Metro Plan,* page III-G-6)

The above policy amendment recognizes the importance of coordination with major institutions due to their relatively large impact on public facilities and services.

G.6~~5~~. Efforts shall be made to reduce the number of unnecessary special service districts and to revise confusing or illogical service boundaries, including those that result in a duplication of effort or overlap of service. When possible, these efforts shall be pursued in cooperation with~~Springfield and Eugene~~ the affected jurisdictions. (*Metro Plan,* page III-G-5)

The above policy amendment clarifies that coordination should occur with the city or county affected by the boundary change.

~~12. Encourage the use of water treatment, solid waste, and sewage disposal systems that are energy efficient and environmentally sound.~~ (*Metro Plan,* page III-G-6)

The above policy is proposed for deletion because it is too general and restates proposed Goal 1.

G.7 Service providers shall coordinate the provision of facilities and services to areas targeted by the cities for higher densities, infill, mixed uses, and nodal development.

The above new policy provides direction for the provision of facilities and services to these key areas for development, consistent with the recently adopted Metropolitan Residential Land and Housing Study Metro Plan amendments and the proposed TransPlan.

G.8 The cities and county shall coordinate with cities surrounding the metropolitan area to develop a growth management strategy. This strategy will address regional public facility needs.

The above policy reflects the interest on the part of the service providers in the metropolitan area to work with outlying cities to address regional public facility needs. Region 2050, a project now underway, may provide an opportunity to implement this policy over the next few years.

Services to Development Within the Urban Growth Boundary: Water

Findings

11. Springfield relies on groundwater for its sole source of water. Eugene Water & Electric Board's (EWEB) water source is the McKenzie River, and EWEB is developing groundwater sources. The identification of projects on the *Public Facilities and Services Plan* planned facilities map does not confer rights to a groundwater source.

The above new finding clarifies the intent of the groundwater facility projects listed on the Planned Facilities Maps.

Policies

G.9~~16~~. Eugene and Springfield and their respective utility branches, Eugene Water & Electric Board and Springfield Utility Board, shall ultimately be the water ~~and electrical~~ service providers within the urban growth boundary. (*Metro Plan,* page II-B-6)

The above policy amendment moves this policy from Chapter II-B and reflects a change in state law that prohibits comprehensive plans or public facility plans from conferring a right on a city to provide electric utility service in or to annexed territory. It also inserts the word ultimately to recognize the service delivery role played by current service providers other than the cities.

G.10 Continue to take positive steps to protect groundwater supplies. The cities, county, and other service providers shall manage land use and public facilities for groundwater-related benefits through the implementation of the Springfield Drinking Water Protection Plan and other wellhead protection plans. Management practices instituted to protect groundwater shall be coordinated among the City of Springfield, City of Eugene, and Lane County.

The above new policy specifically references the Springfield Drinking Water Protection Plan and any subsequent wellhead protection plans that may be adopted. The policy also requires coordination among local governments due to the fact that wellhead zones of contribution cross jurisdictional boundaries.

G.11~~17~~. Ensure that ~~In the planning for~~ water main extensions within the urban growth boundary~~, communications with fire districts, through the referral process, shall occur to ensure that extensions~~ include adequate consideration of fire ~~hydrant needs~~ flows. (*Metro Plan,* page III-G-7)

The above policy amendment is proposed to state the policy objective rather than the implementation method. An example of how this policy could be implemented is: Communicate with fire districts to ensure that water main extensions include adequate consideration of fire flows.

G.12~~13~~. Springfield Utility Board, Eugene Water ~~and~~& Electric Board, and Rainbow Water District, the water providers that currently control a water source, ~~The utilities~~

~~responsible for provision and delivery of water to metropolitan area users~~ shall examine the need for a metropolitan-wide water master program, recognizing that a metropolitan-wide system will require establishing standards, as well as coordinated source and delivery systems. (*Metro Plan,* page III-G-6)

This amendment clarifies current water service providers with an interest in investigating a metropolitan-wide water master program. There remains agreement among the providers that the need for a metropolitan-wide water master program should continue to be examined.

Services to Development Within the Urban Growth Boundary: Stormwater

Findings

12. Historically, stormwater systems in Eugene and Springfield were designed primarily to control floods. The 1987 re-authorization of the federal Clean Water Act required, for the first time, local communities to reduce stormwater pollution within their municipal storm drainage systems. These requirements applied initially to the City of Eugene, and subsequent amendments to the Act extended these requirements to the City of Springfield and Lane County.

13. Administration and enforcement of the Clean Water Act stormwater provisions occur at the state level, through National Pollutant Discharge Elimination System (NPDES) permitting requirements. Applicable jurisdictions are required to obtain an NPDES stormwater permit from the Oregon Department of Environmental Quality (DEQ), and prepare a water quality plan outlining the Best Management Practices (BMPs) to be taken over a five-year permit period for reducing stormwater pollutants to "the maximum extent practicable."

14. Stormwater quality improvement facilities are most efficient and effective at intercepting and removing pollutants when they are close to the source of the pollutants and treat relatively small volumes of runoff.

15. The Clean Water Act requires states to assess the quality of their surface waters every three years, and to list those waters ~~which~~that do not meet adopted water quality standards. The Willamette River and other water bodies have been listed as not meeting the standards for temperature and bacteria. This will require the development of Total Maximum Daily Loads (TMDLs) for these ~~pollutants~~conditions, and an allocation to point and non-point sources.

The above new findings reflect significant changes in federal stormwater policy and local knowledge and practice over the past ten years.

16. The listing of Spring Chinook Salmon as a threatened species in the Upper Willamette River requires the application of Endangered Species Act (ESA) provisions to the salmon's habitat in the McKenzie and Willamette Rivers. The decline in the Chinook Salmon has

been attributed to such factors as destruction of habitat through channelization and revetment of river banks, non-point source pollution, alterations of natural hydrograph by increased impervious surfaces in the basin, and degradation of natural functions of riparian lands due to removal or alteration of indigenous vegetation.

The above new finding reports on the potential impacts recent ESA rulings may have on how local stormwater services are provided.

17. There are many advantages to keeping channels open, including, at a minimum, natural biofiltration of stormwater pollutants; greater ability to attenuate effects of peak stormwater flows; retention of wetland, habitat, and open space functions; and reduced capital costs for stormwater facilities.

The above new finding supports policy to retain waterways in an open condition for their stormwater quality benefits.

18. An increase in impervious surfaces, without mitigation, results in higher flows during peak storm events, less opportunity for recharging of the aquifer, and a decrease in water quality.

The above new finding supports policy to minimize impervious surface for beneficial stormwater affects.

19. Stormwater systems tend to be gravity-based systems that follow the slope of the land rather than political boundaries. In many cases, the natural drainageways such as streams serve as an integral part of the stormwater conveyance system.

20. In general, there are no programs for stormwater maintenance outside the Eugene and Springfield city limits, except for the Lane County Roads Program. State law limits County road funds for stormwater projects to those located within the public right-of-way.

The above new findings support policies for, and acknowledge, obstacles to a coordinated approach to preventing filling of natural drainageways within the urban growth boundary.

21. Filling in designated floodplain areas can increase flood elevations above the elevations predicted by FEMA models, because the FEMA models are typically based only on the extent of development at the time the modeling was conducted and do not take into account the ultimate buildout of the drainage area. This poses risks to other properties in or adjacent to floodplains and can change the hydrograph of the river.

The above new finding supports policy to maintain flood storage capacity in the floodplain, as practical, and states the impact of development in the floodplain on flood elevations.

Policies

G.13~~20~~. ~~In order to~~ I~~i~~mprove surface and ground-water quality and quantity in the metropolitan area~~, local governments shall consider~~ by developing regulations or instituting programs for stormwater to:

a. Increase public awareness of techniques and practices private individuals can employ to help correct water quality and quantity problems;

b. Improve management of industrial and commercial operations to reduce negative water quality and quantity impacts;

c. Regulate site planning for new development and construction to better ~~control drainage and erosion and to~~ manage pre- and post-construction storm runoff, including erosion, velocity, pollutant loading, and drainage;

d. Increase storage and retention and natural filtration of storm runoff to lower and delay peak storm flows and to settle out pollutants prior to discharge into regulated waterways;

e. Require on-site controls and development standards, as practical, to reduce off-site impacts from stormwater runoff;

f~~e~~. ~~utilize u~~Use natural and simple mechanical treatment systems to provide treatment for potentially contaminated runoff waters;

g~~f~~. ~~Reduce~~ Reduce street-related water quality and quantity problems;

h~~g~~. ~~minimize use r~~Regulate use and require containment and/or pretreatment of toxic substances; ~~and~~

i~~h~~. ~~i~~Include containment measures in site review standards to minimize the negative effects of chemical and petroleum spills~~.~~; and

j. ~~e~~Consider impacts to groundwater quality in the design and location of dry wells. (*Metro Plan,* page III-C-10)

The above policy amendment moves existing Policy 20 from Metro Plan Chapter III-C. Environmental Resources, to Chapter III-G, and amends the policy to more closely reflect existing and planned stormwater practices, consistent with federal and state law and local stormwater policy.

G.14 Implement changes to stormwater facilities and management practices to reduce the presence of pollutants regulated under the Clean Water Act and to address the requirements of the Endangered Species Act.

The above new policy is proposed to support local stormwater policy and practice to carry out federal requirements.

G.15 Consider wellhead protection areas and surface water supplies when planning stormwater facilities.

The above new policy requires consideration of groundwater and surface water when planning stormwater facilities.

G.16 Manage or enhance waterways and open stormwater systems to reduce water quality impacts from runoff and to improve stormwater conveyance.

The above new policy calls for the cities and the county to manage waterways and open stormwater systems for water quality and stormwater conveyance benefits.

Example implementation measure: Manage or enhance open waterways through measures that include, but are not limited to: public utility, drainage, and/or conservation easements, density transfers, cooperative agreements, planting vegetation, protecting natural features, restoring or altering stream corridors, and prohibiting filling and piping.

G.17 Include measures in local land development regulations that minimize the amount of impervious surface in new development in a manner that reduces stormwater pollution reduces the negative effects from increases in runoff, and is compatible with Metro Plan policies.

The above new policy calls for the cities to minimize impervious surface in new development for stormwater benefits.

G.18 The cities and Lane County shall adopt a strategy for the unincorporated area of the urban growth boundary to: reduce the negative effects of filling in floodplains and prevent the filling of natural drainage channels, except as necessary to ensure public operations and maintenance of these channels in a manner that preserves and/or enhances floodwater conveyance capacity and biological function.

The above new policy calls for the cities and the county to coordinate on a strategy to address stormwater issues in the unincorporated portion of the urban growth boundary.

G.19 Maintain flood storage capacity within the floodplain, to the maximum extent practical, through measures that may include reducing impervious surface in the floodplain and adjacent areas.

The above new policy calls for the cities and the county to maintain flood storage capacity in the floodplain within the urban growth boundary to the maximum extent practical.

Services to Development Within the Urban Growth Boundary: Electricity

Findings

22. According to local municipal utilities, efficient electrical service is often accomplished through mutual back-up agreements, and inter-connected systems are more efficient than isolated systems.

The above new finding provides information that supports inter-connected electrical systems.

Policies

G.20 The electric service providers will agree which provider will serve areas about to be annexed and inform the cities who the service provider will be and how the transition of services, if any, will occur.

The above new policy responds to the need to determine who will provide electricity to areas where there is more than one potential provider and no intergovernmental agreement in place with such a provision.

Services to Development Within the Urban Growth Boundary: Schools

Findings

23. ORS 195.110 requires cities and counties to include, as an element of ~~its~~ their comprehensive plans, a school facility plan for high growth districts prepared by the district in cooperation with the city or county; and for the city or county to initiate the planning activity. The law defines high growth districts as those that have an enrollment of over 5,000 students and an increase in enrollment of six percent or more during the three most recent school years. At present, there are no high growth school districts in the urban growth boundary.

The above new finding summarizes state law that calls for high growth school districts to prepare a school facility plan in cooperation with the cities and county, for the city or county to initiate the planning activity, and for the plan to be included as an element of the comprehensive plan. No plan is required at this time because no school districts in the urban growth boundary meet the definition of "high growth."

24. ORS 197.296(4)(a) states that when the urban growth boundary is amended to provide needed housing, "as part of this process, the amendment shall include sufficient land reasonably necessary to accommodate the siting of new public school facilities. The need and inclusion of lands for new public school facilities shall be a coordinated process between the affected public school districts and the local government that has the authority to approve the urban growth boundary."

The above new finding quotes state law that requires coordination with school districts in amending urban growth boundaries.

~~10. Due to the increase of childbearing persons as a percent of the total population and the leveling off from a downward trend of fertility rates, overall metropolitan school enrollments are projected to increase both in terms of total number and in the rate of growth through the rest of this century. However, projected school enrollment increases will not be evenly distributed among the three metropolitan school districts. The Eugene district will probably continue to decline into the early 1980's before beginning to increase; Springfield, Bethel, and private schools will likely follow the overall metropolitan trend.~~ (*Metro Plan,* page III-G-2)

~~15. There are no significant increases anticipated in either the overall enrollment or work force at the University of Oregon. New facilities are planned to meet the needs of the various departments and not to create additional capacity.~~ (*Metro Plan,* page III-G-4)

~~16. Lane Community College plans no new facilities on the main campus beyond those included in the School Master Plan. Increased enrollment will be accommodated through expansion of off-campus programs.~~ (*Metro Plan,* page III-G-4)

25. Enrollment projections for the five public school districts in the metropolitan area and the University of Oregon and Lane Community College are not consistent. Bethel School District #52 and the University of Oregon expect increases while Springfield and Eugene School Districts and LCC are experiencing nearly flat or declining enrollments. Enrollment is increasing fastest in the elementary and high school attendance areas near new development.

The above deletions of existing findings and proposed new finding are intended to update enrollment trends and projections.

26~~12~~. Short-term fluctuations in school attendance are addressed through the use of a~~A~~djust~~ments~~ed ~~to~~ attendance area boundaries, double shifting, ~~additions to existing facilities,~~ use of portable classrooms, and busing. ~~are being used by metropolitan area school districts to maximize the use of present facilities and delay new school construction.~~ School funding from the state is based on student enrollment for school districts in the State of Oregon. This funding pattern affects the willingness of districts to allow out-of-district transfers and to adjust district boundaries. Adjustments in district boundaries may be feasible where there is no net loss/gain in student enrollments between districts. (*Metro Plan,* page III-G-3)

The above finding amendment reflects changes in school district policy resulting from changes in how schools are funded.

~~13. Elementary and community schools represent important features to residential neighborhoods, and a lack of such facilities can reduce the livability of an area in terms of neighborhood needs.~~ (*Metro Plan,* page III-G-2)

~~14. Residents of central city neighborhoods have identified the presence of elementary and community school facilities as important contributors to the stability of their neighborhoods and to the ability of neighborhoods to attract a range of families and households, including families with school age children.~~ (*Metro Plan,* page III-G-2)

27.~~11.~~ Creating or retaining small, neighborhood schools reduces the need for busing and provides more opportunity for students to walk or bike to school. Quality smaller schools may allow more parents to stay in established neighborhoods and to avoid moving out to new subdivisions on the urban fringe or to bedroom communities. However, growth patterns do not always respect school district boundaries. For example, natural cycles of growth and neighborhood maturation result in uneven geographic growth patterns in the metropolitan area, causing a disparity between the location of some schools and school children. This results in some fringe area schools exceeding capacity, while some central city schools are under capacity. (*Metro Plan,* page III-G-3)

28. Long-range enrollment forecasts determine the need to either build new schools, expand existing facilities, or close existing schools. Funding restrictions imposed by state law and some provisions in local codes may discourage the retention and redevelopment of neighborhood schools. Limits imposed by state law on the use of bond funds for operations and maintenance make the construction of new, lower maintenance buildings preferable to remodeling existing school buildings. In addition, if existing schools were expanded, some school sites may not meet current local parking and other code requirements.

The above finding amendments and new finding articulate the quality of life benefits of neighborhood schools and the trends that work against preserving them.

29. Combining educational facilities with local park and recreation facilities provides financial benefits to the schools while enhancing benefits to the community. The Meadow View School and adjacent City of Eugene community park is an example of shared facilities.

The above finding speaks to one of the opportunities presented by cooperation between the school districts and the cities.

Policies

G.21~~11~~. The cities shall initiate a process with school districts within the urban growth boundary for coordinating land use and school planning activities. The cities and school districts shall examine the following in their coordination efforts:

a. The need for new public school facilities and sufficient land to site them;
b. How open enrollment policies affect school location;
c. The impact of school building height and site size on the buildable land supply;
d. The use of school facilities for non-school activities and appropriate reimbursement for this use;
e. The impact of building and land use codes on the development and redevelopment of school facilities;
f. Systems development charge adjustments related to neighborhood schools; and
g. ~~11. The school districts shall address~~ The possibility of adjusting boundaries, when practical and when total enrollment will not be affected, where ~~they do not reflect the boundary between Eugene and Springfield or where~~ a single, otherwise internally cohesive area is divided into more than one school district. (*Metro Plan,* page III-G-6)

The above policy amendments are intended to address current school-related issues identified in the above list and proposed findings.

Example implementation measure: Initiation by the cities of development of an intergovernmental agreement that defines the planning coordination process.

~~8. Efforts shall be made to mitigate the impact of residential growth on the metropolitan area's schools. Cities shall encourage a mix of dwelling unit types and phasing of single-family residential construction. School districts shall continue to meet peak school child enrollment demand through a variety of means, thus possibly reducing or postponing the need for new, permanent school facilities.~~ (*Metro Plan,* page III-G-6)

G.22~~10~~. Support financial and other efforts to ~~provide elementary and community schools in central city areas in order to maintain and increase the attractiveness and stability of those areas for residential purposes.~~ keep neighborhood schools open and to retain schools sites in public ownership following school closure. (*Metro Plan,* page III-G-6)

The above deleted policy and policy amendment are further explained in the following example implementation measures:

1. *Encourage the retention of magnet arts programs in older neighborhood schools.*
2. *Encourage the use of existing neighborhood school facilities for community use to help support the retention of these public buildings as neighborhood gathering places, especially when reduced enrollment results in temporary closure.*
3. *Consider purchasing sites of closed schools that are for sale.*
4. *Encourage a mix of dwelling unit types and phasing of single-family residential construction.*

G.23. Support the retention of University of Oregon and Lane Community College facilities in central city areas to increase opportunities for public transit and housing and to retain these schools' attractiveness to students and faculty.

The above new policy supports these higher education facilities in central city areas for their quality of life benefits.

Services to Development Within the Urban Growth Boundary: Solid Waste

Findings

30. Statewide Planning Goal 11 requires that "To meet current and long-range needs, a provision for solid waste disposal sites, including sites for inert waste, shall be included in each plan."

Policies

G.24~~15~~. The Lane County Solid Waste Management Plan, as updated, shall serve as the guide for the location of solid waste sites, including sites for inert waste, to serve the metropolitan area. Industries that make significant use of the resources recovered from the Glenwood solid waste transfer facility should be encouraged to locate in that vicinity. (*Metro Plan,* page III-G-6)

~~23. Prior to the completion of the next Plan Update, the Lane County Solid Waste Management Plan shall be revised to reflect the requirements of the Recycling Opportunity Act and changes to the inventory of solid waste sources and sites.~~ (*Metro Plan* page III-G-2)

The above finding and policy amendments state and meet the requirements of Goal 11 for solid waste sites and recognize updates to the Lane County plan.

Services to Areas Outside the Urban Growth Boundary

Findings

31~~7~~. Providing ~~When~~ key urban services, such as water, to areas ~~are provided to areas~~ outside the ~~projected urban service area~~urban growth boundary ~~increased~~ increases pressure for urban development in rural areas. ~~occurs~~. This can encourage premature development outside the urban growth boundary at rural densities, increasing the cost of public facilities and services to all users of the systems. (*Metro Plan*, page III-G-3)

The above finding amendments clarify the rationale for extending urban facilities exclusively within the urban growth boundary.

32. Land application of biosolids, treated wastewater, or cannery waste on agricultural sites outside the urban growth boundary for beneficial reuse of treated wastewater byproducts generated within the urban growth boundary, and is more efficient and environmentally beneficial than land filling or other means of disposal.

The above new finding explains the rationale for locating the Regional Wastewater Biosolids Management Facility outside the urban growth boundary.

33~~17~~. Lane County land use data show that, outside the urban growth boundary, ~~Within rural areas,~~land uses consist of:

1) ~~t~~T~~hose~~ which are primarily intended for resource management; and
2) ~~t~~T~~hose~~ where development has occurred and are committed to rural development as established through the exceptions process specified in Statewide Planning Goal 2. (*Metro Plan,* page III-G-2)

The above finding supports policy to plan for rural levels of service outside the urban growth boundary within the plan boundary.

Policies

G.25~~.2~~. Wastewater ~~Sewer~~ and water service shall not be ~~extended beyond~~ provided outside the urban growth boundary 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 Mahlon Sweet Field Airport and the Regional Wastewater Sludge Management Facility~~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. ~~both public facilities~~ These sites serve~~ice~~ the entire metropolitan area.

b. An existing development outside the urban growth boundary when it has been determined that it poses an immediate threat of public health or safety to the citizens ~~of the metropolitan area~~ within the Eugene-Springfield urban growth boundary that can only be remedied by extension of the service.

In addition, ~~the cities may require annexation as a prerequisite to extending these services in any instance~~ under prior obligations, water service shall be provided to land within the dissolved water districts of Hillcrest, College Crest, Bethel, and Oakway. (*Metro Plan,* page III-G-5)

The above policy amendments clarify that water and wastewater service shall not be provided to new areas outside the urban growth boundary other than the stated the regional facilities.

G.26 ~~16~~ Plan for the following l~~L~~evels of services for rural designations outside the urban growth boundary within the *Metro Plan* Boundary:

a. Agriculture, Forest Land, Sand and Gravel, and Parks and Open Space. No minimum level of service is established.

b. Rural Residential, Rural Commercial, Rural Industrial, and Government and Education. On-site sewage disposal, individual water systems, rural level of fire and police protection, electric and communication service, schools, and reasonable access to solid waste disposal facility. (*Metro Plan,* page III-G-6,7)

The above policy amendment is intended to clarify that the local jurisdictions will plan for a minimum rural level of service outside the urban growth boundary within the Plan boundary.

Locating and Managing Public Facilities Outside the Urban Growth Boundary

Findings

34. In accordance with Statewide Planning Goals and administrative rules, urban water, wastewater and stormwater facilities may be located on agricultural land and urban water and wastewater facilities may be located on forest land outside the urban growth boundary when the facilities exclusively serve land within the urban growth boundary, pursuant to Oregon Administrative Rules (OAR) 660 Divisions 006 and 033.

35. In accordance with Statewide Planning Goals and administrative rules, water and wastewater facilities are allowed in the public right-of-way of public roads and highways.

36. The Public Facilities and Services Plan Planned Facilities Maps show the location of some planned public facilities outside the urban growth boundary and Plan boundary, exclusively to serve land within the urban growth boundary. The ultimate construction of these facilities will require close coordination with and permitting by Lane County and possible Lane County Rural Comprehensive Plan amendments.

37. State Planning Goal 5 and OAR 660-023-090 require state and local jurisdictions to identify and protect riparian corridors.

38. In accordance with OAR 660-033-0090, 660-033-0130(2), and 660-033-0120, building schools on high value farm land outside the urban growth boundary is prohibited. Statewide Planning Goals prohibit locating school buildings on farm or forest land within three miles outside the urban growth boundary.

The above new findings clarify state law and local policy related to the location of urban facilities outside the urban growth boundary and outside the Plan boundary. Refer to the Planned Facilities Maps in Chapter II for the general future location of such facilities.

Policies

G.27 Consistent with local regulations, locate new urban water, wastewater, and stormwater facilities on farm land and urban water and wastewater facilities on forest land outside the urban growth boundary only when the facilities exclusively serve land inside the urban growth boundary and there is no reasonable alternative.

G.28 Locate urban water and wastewater facilities in the public right-of-way of public roads and highways outside the urban growth boundary, as needed to serve land within the urban growth boundary.

G.29 Facility providers shall coordinate with Lane County and other local jurisdictions and obtain the necessary county land use approvals to amend the Lane County Rural Comprehensive Plan or the Metro Plan, as needed and consistent with state law, to appropriately designate land for urban facilities located outside the urban growth boundary or the Plan boundary.

G.30 The cities shall coordinate with Lane County on responsibility and authority to address stormwater-related issues outside the Plan boundary, including outfalls outside the Springfield portion of the urban growth boundary.

G.31 Measures to protect, enhance, or alter Class F Streams outside the urban growth boundary, within the Plan boundary shall, at a minimum, be consistent with Lane County's riparian standards.

The above new policies reflect changes in state law related to locating public facilities. They also provide direction to coordinate with Lane County in locating facilities outside the urban growth boundary and Plan boundary and in addressing stormwater facility issues in these areas.

G.32 New schools within the *Plan* boundary shall be built inside the urban growth boundary.

The above new policy is consistent with existing state law and Metro Plan growth management policies.

Financing

Findings

39. ORS 197.712(2)(e) states that the project timing and financing provisions of public facility plans shall not be considered land use decisions.

The above new finding reflects existing state law on the financing and timing provisions of the Public Facilities and Services Plan.

40. ORS 223.297 and ORS 223.229 (1) do not permit the collection of local systems development charges (SDCs) for fire and emergency medical service facilities and schools, limiting revenue options for these services. Past attempts to change the law have been unsuccessful.

The above new finding notes some of the limitations in state law on the use of SDCs for funding certain public facilities and services.

41. Service providers in the metropolitan area use SDCs to help fund the following facilities:
    - Springfield: stormwater, wastewater, and transportation;
    - Willamalane Park and Recreation District: parks;
    - Springfield Utility Board, Rainbow Water District: water;
    - Eugene: stormwater, wastewater, parks, and transportation; and
    - EWEB: water.

42. Oregon and California timber receipt revenues, a federally funded source of county road funds, have declined over the years and their continued decline is expected.

43. Regular maintenance reduces longterm infrastructure costs by preventing the need for frequent replacement and rehabilitation. ORS 223.297 to 223.314 do not allow use of SDCs to fund operations and maintenance.

The above new findings state the existing use of SDCs by local service providers and key funding limitations and trends.

44. The assessment rates of Eugene, Springfield, and Lane County are each different, creating inequitable financing of some infrastructure improvements in the metropolitan area.

The above new finding reflects a need for improved coordination on assessment of properties that cross jurisdictional lines.

Policies

G.33 ~~20~~ Changes to *Public Facilities and Services Plan* project phasing schedules or anticipated costs and financing shall be made in accordance with budgeting and capital improvement program procedures of the affected jurisdiction(s). (*Metro Plan,* page III-G-7)

~~21. Project timing and financing modifications do not require amendment of the Public Facilities Plan. Modifications should be reflected in the Public Facilities Plan at the next regularly scheduled update.~~ (*Metro Plan,* page III-G-7)

~~22. Both timing and financing provisions for public facilities are not considered land use decisions, and therefore, cannot be the basis of appeal in accordance with State law.~~ (*Metro Plan,* page III-G-7)

G.34 ~~4~~. Service providers will update ~~In those portions of the urban service area where the full range of key urban services is not available, metropolitan area~~ capital improvement programming (planning, programming, and budgeting for service extension ~~in an orderly and efficient manner) shall be developed and maintained. Such a coordinated capital improvements program shall address geographic phasing~~ regularly for those portions of the urban growth boundary where the full range of key urban services is not available. (*Metro Plan*, page III-G-5)

The above policy amendments clarify how public facility financing occurs at the local level.

G.35 ~~1~~. Require development to pay the cost, as determined by the local jurisdiction, of extending urban facilities. ~~In general, the amount of public subsidy for public utilities, services, and facilities, including schools in new development, shall be reduced.~~ This does not preclude subsidy, where a development will fulfill goals and recommendations of the *Metro Plan* and other applicable plans determined by the local jurisdiction to be of particular importance or concern. (*Metro Plan,* page III-G-5)

The above policy amendment inserts a slightly rephrased version of the first part of the Metropolitan Residential Land and Housing Element policy #A.8, Metro Plan, page III-A-6.

G.36 ~~3~~. Continue to implement a~~A~~ system of user charges, SDCs, and other public financing tools, where appropriate, to fund operations, maintenance, and ~~for public services, utilities, and facilities to cover operation costs and the~~ improvement or replacement of obsolete facilities or system expansion. ~~shall continue to be implemented, where appropriate.~~ (*Metro Plan,* page III-G-5)

G.37 Explore other funding mechanisms at the local level to finance operations and maintenance of public facilities.

G.38 Set wastewater and stormwater fees at a level commensurate with the level of impact on, or use of, the wastewater or stormwater service.

The above policy amendments and new policies address the need to fund operations and maintenance and to set fees at a level that is commensurate with the impact on or use of the systems.

G.39 The cities and Lane County will continue to cooperate in developing assessment practices for inter-jurisdictional projects that provide for equitable treatment of properties, regardless of jurisdiction.

The above new policy provides direction to continue efforts to resolve equity issues involved in assessments for inter-jurisdictional projects.

Other *Metro Plan* Text Amendments

Chapter I. Introduction

C. Plan Contents

Appendices

The following information, available at the Lane Council of Governments, was originally intended to be included as appendices to this Plan, but it was not formatted into appendices:

Appendix A	Public Facility Plan Project Lists and Maps for Water, Storm Sewers, Sanitary Sewers, and Transportation (These lists and maps are replaced by the project lists and Planned Facilities Maps in Chapter II of the *Eugene-Springfield Metropolitan Area Public Facilities and Services Plan*).
Appendix B	List of Refinement and Functional Plans and Map of Refinement Plan Boundaries
Appendix C	List of Exceptions and Maps of Site-Specific Exception Area Boundaries
Appendix D	Auxiliary Maps Showing the Following: ~~fire~~ Fire station locations ~~solid waste site~~ ~~electrical substations and transmission lines~~ ~~airport zones~~ ~~urban~~ Urban growth boundary Greenway boundary ~~schools~~Schools ~~parks~~Parks

The maps in the Lane County Solid Waste Management Plan, as referenced in recommended Metro Plan Policy # G.24, above, replaces the Solid Waste Sites Auxiliary Map in Appendix D to the 1987 Metro Plan.

The Electrical Planned Facilities Map and lists in Chapter II of this refinement plan replace the electrical auxiliary map.

The Airport Zones Map was replaced by maps in the Airport Master Plan, as reflected in Metro Plan Chapter III-F. Transportation Element, revised through the TransPlan update process.

Chapter II-B. Growth Management ~~and the Urban Service Area~~

Policies

1. The urban ~~service area concept~~ growth boundary and sequential development shall continue to be implemented as an essential means to achieve compact urban growth. The ~~planning, programming, and financing for~~ provision of all urban services shall be concentrated inside the ~~projected urban service area~~ urban growth boundary.

The above amendments to the title of this chapter and to policy #1 delete reference to "urban service area," a term used in the 1990 Plan. The term was replaced with "urban growth boundary" when the Metro Plan was acknowledged in 1982, but the Metro Plan text was not changed. The full set of Metro Plan amendments that accompany the adopting ordinance for this Public Facilities and Services Plan will make this change throughout the Metro Plan. Planning for all urban services may also extend to urban reserves, and do, according to current Metro Plan policies. For clarity, the policy is amended to simply state that urban services will be provided within the urban growth boundary.

~~3~~2. The UGB shall lie along the outside edge of existing and planned rights-of-way that form a portion of the UGB so that the full right-of-way is within the UGB.

The above new policy is intended to clarify and provide consistent policy direction for interpretation of the urban growth boundary relative to rights-of-way. Subsequent policies will be renumbered.

9~~7~~. Land within the urban growth boundary 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[9] can be provided to the area in an orderly and efficient manner. ~~They consist of sanitary sewers wastewater service, stormwater service, 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). Paved streets with adequate provision for stormwater runoff and pedestrian travel,~~

[9] See Chapter V. Glossary section of this chapter for the proposed definition of key urban facilities and services.

~~meeting applicable local policies, are important, particularly in new developments and along existing streets heavily used by pedestrians.~~

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 *Metropolitan Plan*. (*Metro Plan,* page II-B-4)

10~~8~~. A full range of key urban facilities and services[10] shall be provided to urban areas according to demonstrated need and budgetary priorities. ~~They include, in addition to the minimum level of key urban facilities and services, urban public transit, natural gas, storm drainage facilities, street lighting, libraries, local parks, local recreation facilities and services, and health services.~~ (*Metro Plan,* page II-B-5)

The above policy amendments move the definition of key urban facilities and services from these policies to the Metro Plan Glossary in order to make it clear the definitions apply throughout the Metro Plan. See Metro Plan Glossary Amendments, below.

Chapter III-E. Environmental Design

2. Natural vegetation, natural water features, and drainageways shall be protected and retained to the maximum extent practical~~ble considering the economic, social, environmental, and energy consequences in the design and construction of urban developments~~. Landscaping shall be utilized to enhance those natural features. This policy does not preclude increasing their conveyance capacity in an environmentally responsible manner. (*Metro Plan,* page III-G-2)

The above policy amendment is proposed to make this policy consistent with proposed stormwater policies in Metro Plan Chapter III-G.

Chapter V. Glossary

The following new definitions and amendments to existing definitions are recommended for inclusion in alphabetical order in the existing Metro Plan Glossary. The existing glossary definitions will need to be renumbered to accommodate the new terms.

Best Management Practices (BMPs): Management practices or techniques used to guide design and construction of new improvements to minimize or prevent adverse environmental impacts. Often organized as a list from which those practices most suited to a specific site can be chosen to halt or offset anticipated problems.

[10] Ibid.

Class F Streams (currently Class I Streams in Lane Code)—: "Streams that have fish use, including fish use streams that have domestic water use," as defined in OAR 629-635.

Drinking water protection (source water protection): Implementing strategies within a drinking water protection area to minimize the potential impact of contaminant sources on the quality of water used as a drinking water source by a public water system.

Extension of urban facilities: ~~e~~Construction of the facilities necessary for future service provision.

Floodplain: The area adjoining a river, stream, or watercourse that is subject to 100-year flooding. A 100-year flood has a one-percent chance of occurring in any one year as a result of periods of higher-than-normal rainfall or streamflows, high winds, rapid snowmelt, natural stream blockages, tsunamis, or combinations thereof.

Floodway: The normal stream channel and that adjoining area of the floodplain needed to convey the waters of a 100-year flood.

Groundwater: Water that occurs beneath the land surface in the zone(s) of saturation.

Impervious surface: Surfaces that prevent water from soaking into the ground. Concrete, asphalt, and rooftops are the most common urban impervious surfaces.

Key urban facilities and services:

- Minimum level: ~~w~~Wastewater service, stormwater service, 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: ~~t~~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.

Public Facility Projects

Public Facility Project lists and maps adopted as part of the Metro Plan are defined as follows:

Water:	Source, reservoirs, pump stations, and primary distribution systems. Primary distribution systems are transmission lines 12 inches or larger for SUB and 24 inches or larger for EWEB.
Wastewater:	Pump stations and wastewater lines 24 inches or larger.

Stormwater: Drainage/channel improvements and/or piping systems 36 inches or larger; proposed detention ponds; outfalls; water quality projects; and waterways and open systems.

Specific projects adopted as part of the Metro Plan are described in the Project Lists and their general location is identified in the Planned Facilities Maps in Chapter II of the *Eugene-Springfield Metropolitan Area Public Facilities and Services Plan*.

Special service district: Any unit of local government, other than a city, county, an association of local governments performing land use planning functions under ORS 195.025 authorized and regulated by statute, or metropolitan service district formed under ORS Chapter 268. Special service districts include but are not limited to the following: domestic water district, domestic water associations and water cooperatives; irrigation districts; regional air quality control authorities; rural fire protection districts; school districts; mass transit districts; sanitary districts; and park and recreation districts.

Systems development charge (SDC): A reimbursement fee, an improvement fee or a combination thereof assessed or collected at the time of increased usage of a capital improvement, connection to the capital improvement, or issuance of a development permit or building permit.

Urban facilities: Facilities connected to, or part of, a municipal public facility system.

Urban growth boundary: A site-specific line, delineated on a map or by written description, that separates~~the projected urban service area~~ urban and urbanizable lands from rural lands. ~~(Refer to graphic on page V-5.)~~

Urban reserve area: Rural areas located beyond the urban growth boundary not needed to satisfy urban demands associated with the 20-year planning population.

~~Urban service area, current: The actual geographic portion of the metropolitan area designated as urban land and in which the minimum level of key urban facilities and services are available or imminent. (Refer to graphic, below)~~

~~Urban service area, projected: The estimated geographic urbanizable area within which a full range of urban services will need to be extended or provided to accommodate urban development needs by a designated future point in time. It is primarily determined by population, land use and economic projections. Periodic adjustments to these projections are necessary to reflect changing conditions and more recent data. (Refer to graphic, below)~~

[Delete graphic on page V-5 and references thereto.]

Urban water and wastewater service provision: The physical connection to the water or wastewater system.

IV. Public Facilities Needs Analysis

This chapter describes the existing water, wastewater, stormwater, and electrical service areas in the metropolitan area and presents the analysis that determined the need for the recommended projects shown in the lists and maps in Chapter II. This analysis also provides the basis for key *Metro Plan* findings and policies recommended in Chapter II related to these four types of services.

The analysis is based on the following considerations:

1. A general assessment of the condition of existing facilities;

2. An analysis of short- and long-term public service availability; and

3. Estimated costs and timing of needed facilities.

Existing Service Areas

The existing service areas for water, wastewater, and stormwater are shown in maps 5, 6, and 7, respectively. No service area maps are provided for electrical service that is provided within the urban growth boundary, except for specific properties and areas already served outside the urban growth boundary. The future expansion of existing service areas is prohibited by existing and proposed *Metro Plan* policies unless the *Metro Plan* diagram is amended to expand the urban growth boundary.[11]

> Maps 5, 6, and 7 show three areas labeled *Urban Reserve.* These three areas are designated Urban Reserve in the existing *Metro Plan* diagram. Existing *Metro Plan* policy requires that facility providers plan public facilities to serve areas designated Urban Reserve, but prohibit the extension of public facilities to serve land uses in these areas until they are included in the urban growth boundary and annexed into city limits.[12]

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[11] See Chapter II, recommended *Metro Plan* Policies G-25 and G-26 and recommended Policy #1 *Metro Plan* Chapter II-B. *Growth Management*. In each instance, these recommendations amend existing *Metro Plan* policies, as discussed in Chapter III.

[12] *Urban Reserve*

> *These rural areas are located beyond the urban growth boundary and are not needed to satisfy urban demands associated with a population of 293,700. These areas have been identified, based on current trends and policies, as areas for urban development beyond the planning period. Certain public utilities, services, and facilities, particularly water, sanitary sewers, and storm sewers, can be provided to areas designated urban reserve most economically, following extension from areas within the urban growth boundary, because of topographic features. Designating these areas at this time will assist in the preparation of capital improvement programs that extend beyond the planning period of this Plan.*
>
> *Urban levels of public utilities, facilities, and services shall be designed and sized to serve urban reserve areas; capacity and financing plans shall be calculated to serve urban reserve lands. For purposes of future*

A *Metropolitan Urban Reserve Analysis Study* is now underway as one of the work tasks in the *Eugene-Springfield Metro Plan Periodic Review Work Program.* As a result of that study, the elected officials of Eugene, Springfield, and Lane County have directed the existing urban reserve areas designated on the *Metro Plan* diagram be removed from the diagram. At the time those *Metro Plan* diagram amendments are adopted, any amendments to this refinement plan or to *Metro Plan* policies to reflect updated facility service needs and projects will be adopted concurrently with the diagram amendments to remove urban reserves.

Public Facility Systems Condition Assessment

This section assesses the general condition of existing water, wastewater, and stormwater systems in the metropolitan area, as required by OAR 660-11-020(1)(c).[13]

Water System Condition Assessment

The following assessment of the condition of water distribution and storage systems is based on the systems' ability to: 1) serve peak hourly demands; 2) supply fire and emergency needs; and, 3) maintain system pressures within a desirable range during peak hour demand conditions and reservoir refill conditions.

Eugene Water System Condition Assessment

Eugene Water System Capacity

The existing water distribution system in Eugene will require expansion in order to serve the land uses designated within the urban growth boundary. In recent years, the service areas in the Eugene portion of the urban growth boundary have experienced a high growth rate, and Eugene Water & Electric Board has been connecting between 1,000 and 1,500 new services a year. It is anticipated that by the year 2003, more supply and treatment capacity will be needed.

Eugene Water Distribution System

The pipe system is adequate with routine replacement underway. The distribution system is primarily composed of cast and ductile iron pipe. Polyvinyl Chloride Pipe (plastic) pipe is only used in the two-inch pipe size, and there is some asbestos cement and steel piping that is currently being replaced as part of an ongoing main replacement program.

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planning, urban reserve areas shall be assumed to develop as low density residential at densities used in preparation of this Plan. Urban level services shall not be extended to urban reserve areas until they are included within the urban growth boundary through future amendments or updates. (*Metro Plan*, page II-E-14).

[13] An electrical systems conditions assessment is not provided and is not required.

Eugene Water Treatment System

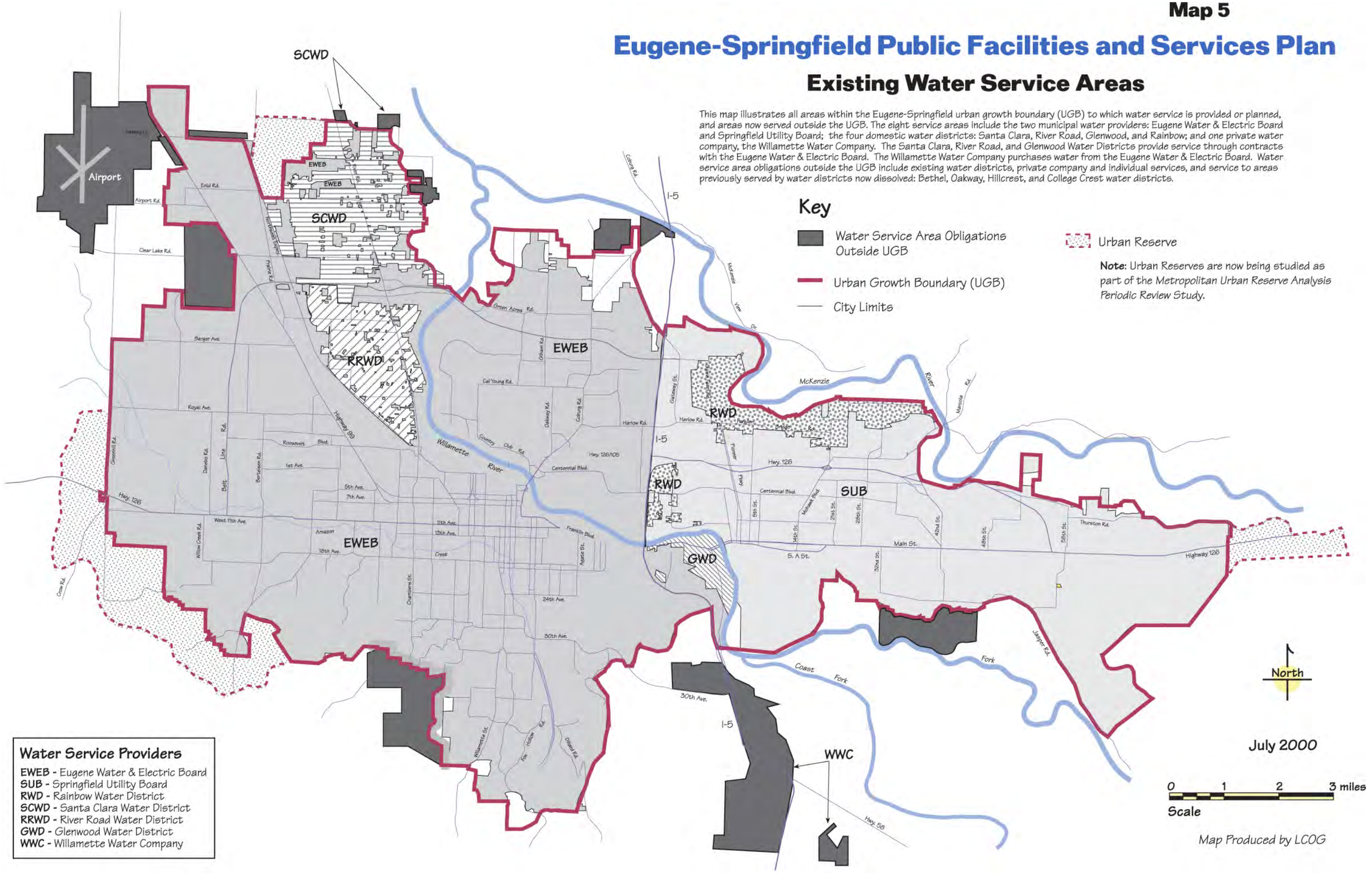
The performance of the Eugene Water & Electric Board's (EWEB) Hayden Bridge plant is considered excellent, based on the quality of existing treated water. The treated water consistently meets and exceeds the quality standards currently in effect. The primary process limitation to the capacity of the Hayden Bridge plant is the filtration system. Plant operation in the current mode of filter rate control has been limiting the *clean filter* maximum capacity at nine million gallons per day (mgd) in the summer when the raw water is relatively good quality (low turbidity) and six mgd in the winter when the raw water has higher turbidities.

Map 5

Eugene-Springfield Public Facilities and Services Plan

Existing Water Service Areas

This map illustrates all areas within the Eugene-Springfield urban growth boundary (UGB) to which water service is provided or planned, and areas now served outside the UGB. The eight service areas include the two municipal water providers: Eugene Water & Electric Board and Springfield Utility Board; the four domestic water districts: Santa Clara, River Road, Glenwood, and Rainbow; and one private water company, the Willamette Water Company. The Santa Clara, River Road, and Glenwood Water Districts provide service through contracts with the Eugene Water & Electric Board. The Willamette Water Company purchases water from the Eugene Water & Electric Board. Water service area obligations outside the UGB include existing water districts, private company and individual services, and service to areas previously served by water districts now dissolved: Bethel, Oakway, Hillcrest, and College Crest water districts.

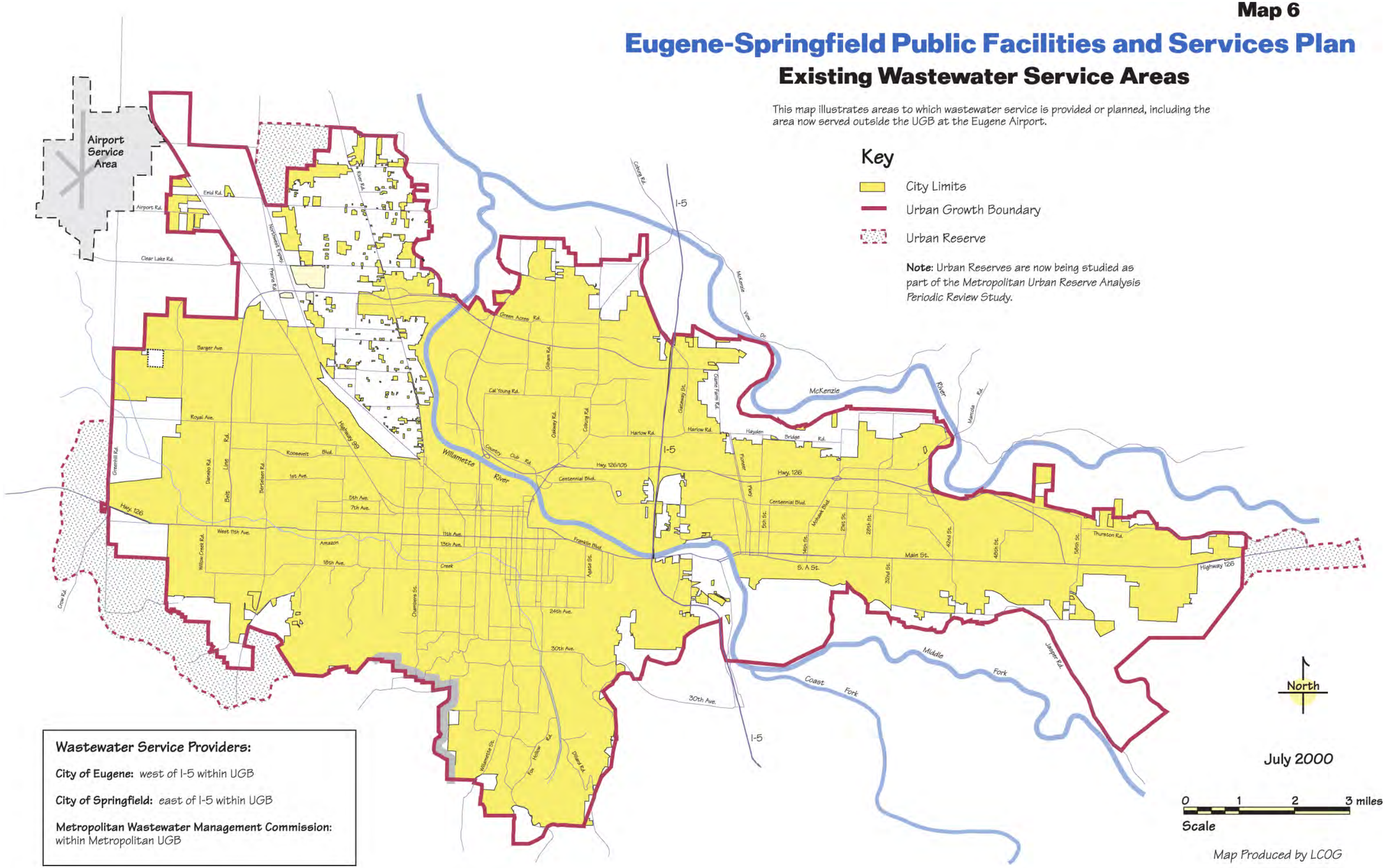


Map 6

Eugene-Springfield Public Facilities and Services Plan

Existing Wastewater Service Areas

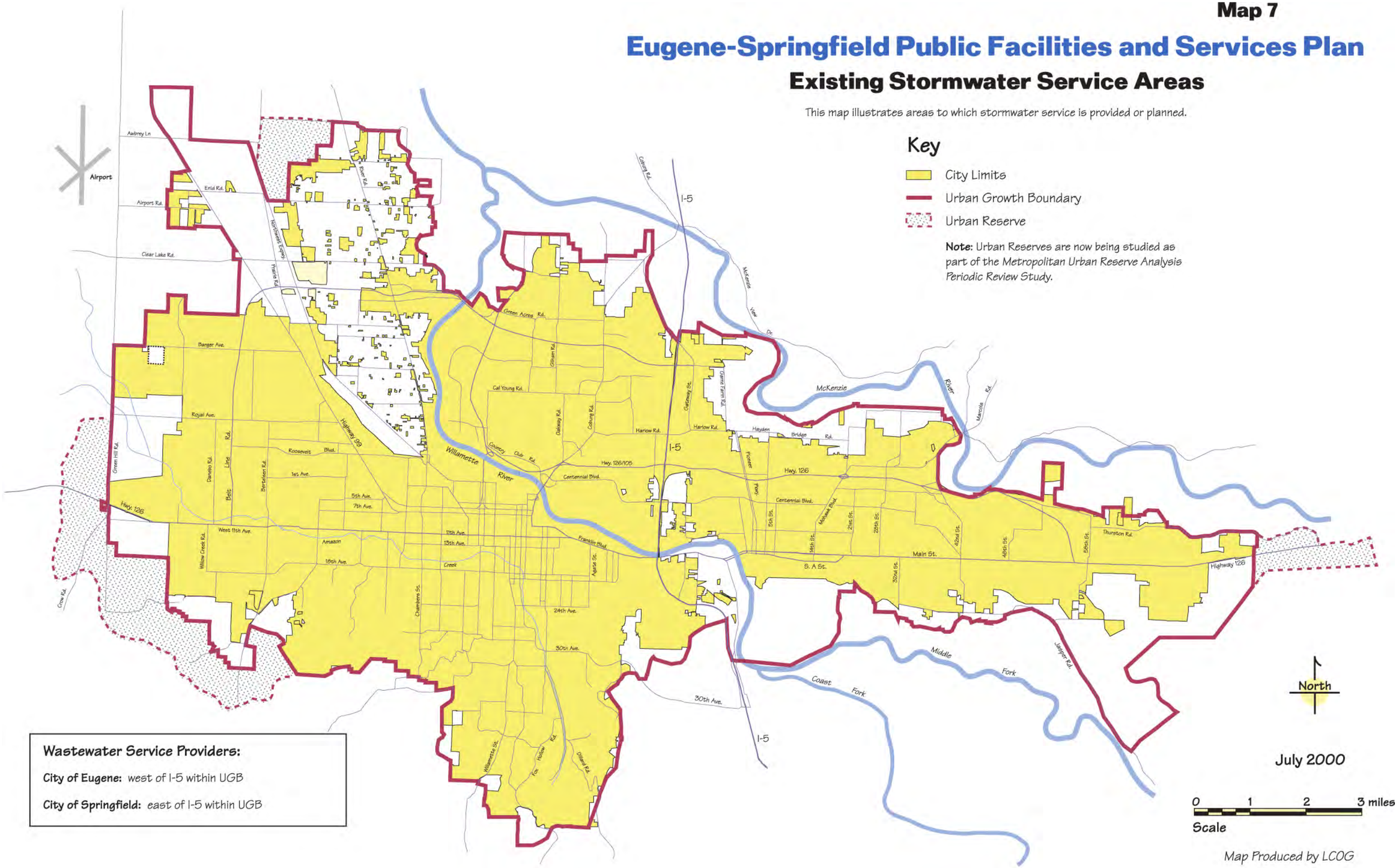
This map illustrates areas to which wastewater service is provided or planned, including the area now served outside the UGB at the Eugene Airport.



Eugene-Springfield Public Facilities and Services Plan

Existing Stormwater Service Areas

This map illustrates areas to which stormwater service is provided or planned.



Wastewater Service Providers:

City of Eugene: west of I-5 within UGB

City of Springfield: east of I-5 within UGB

Eugene Reservoirs
All EWEB distribution reservoirs are covered and maintained in good condition. Existing service levels are satisfactory for obtaining proper service pressures throughout the distribution system. Due to geography, there are some isolated areas where water pressure is not optimal, but meets minimum Oregon Health Division codes and regulations.

Springfield Water System Condition Assessment

Springfield Water System Capacity
Together, SUB and Rainbow Water District serve an area of approximately 14,000 acres. As an annual average, the two systems currently provide 11 mgd of drinking water. During a peak use period in the summer, the systems have provided over 23 mgd.

The total production capacity of the 33 wells located in the Springfield area is 26.1 mgd. This capacity provides a modest surplus over the current maximum day demand of 23.9 mgd. A prudent, economical reserve recognizes that the well pumps are subject to mechanical failures or water quality problems that temporarily limit their production. The surplus supply at the wells is less than 10 percent, which is the minimum recommended by CH2M Hill in the May 1998 draft *Springfield Water System Master Plan*. High usage days, called maximum days, have occurred in the recent past, primarily because of extended periods of hot, dry weather. Existing wells along the Middle Fork of the Willamette River are now being pumped to capacity.

Springfield Water Distribution System
To prepare the master plan for the distribution system, CH2M Hill modeled the performance of SUB and Rainbow's piping systems for a variety of conditions. Generally, the piping system is adequate for current conditions but will need replacement as demand increases. These conditions include current peak hour and fire supply conditions. Future modeling for the same types of conditions are sections of pipe in both North and East SUB system that will require replacement.

Unmetered water losses in the East and North SUB/Rainbow system are near an acceptable level and system pressure is adequate. South of Main Street, SUB is lacking a major east-west supply line. At present, the areas south of Main Street are all supplied by individual lines connected to the line on the north side of Main Street, and to a main in Jasper Road. Circulation in the area will be inadequate in the future and supply reliability will be less than it would be with a major supply line.

The West SUB system needs improvements. Distribution storage is adequate in terms of capacity, but this system contains a substantial amount of pipe installed before 1940. Much of this pipe has been replaced. However, an unacceptable water loss from pipe leakage remains.

Springfield Water Treatment System
SUB and Rainbow Water District have excellent quality groundwater for their supply; however, regulations may require further treatment. Due to the excellent water quality, the sole form of treatment applied at the wells is chlorination, followed by a short detention period. This level of treatment complies with current rules.

Springfield Reservoirs
The SUB and Rainbow Water District systems currently have eight finished water reservoirs. Their total volume of 12.7 million gallons is adequate to meet overall system needs but as demand continues to grow, more storage will be needed.

Wastewater System Condition Assessment

Treatment: MWMC Wastewater Treatment System

MWMC existing infrastructure is monitored for problems that need to be addressed during operational and maintenance activities. MWMC has ongoing programs to help plan for and implement equipment replacement and major rehabilitation of existing systems. With these ongoing programs used to detect existing problems, the infrastructure can be maintained and preserved to help extend its useful life for future years.

In March of 2003, MWMC hired CH2M HILL to evaluate and plan for regional wastewater capital improvements that will serve the Eugene/Springfield urban growth boundary into year 2025. MWMC will need to implement the recommended improvements to meet regulatory requirements based on projected pollution loads and flows. CH2M HILL as part of its work to evaluate and plan for regional wastewater improvements has prepared a technical memo related to "Flow and Load Projections" dated April 12, 2004. This historical and projected information is being used to plan for needed MWMC capital improvements based on engineering evaluation methods and by comparing technology options. It is estimated that approximately $160 million dollars (in 2004 dollars) are needed for MWMC projects to address regulatory requirements and growth through year 2025.

The Water Pollution Control Facility (WPCF), located on River Avenue in Eugene, replaced the separate plants previously owned and operated by Eugene and Springfield. Its function is to meet the region's needs for increased sewage service and ensure compliance with the facility's NPDES discharge permit.

The Residuals Treatment Project is located at the Biosolids Management Facility (BMF) on Awbrey Lane in Lane County. The BMF's function is to store, further stabilize, and dry digested biosolids received from the WPCF.

The Beneficial Reuse Project is located at the Biocycle Farm along Highway 99 in Lane County. The Biocycle Farm's function is to apply biosolids from the adjacent BMF to poplar trees, which absorb the water and nutrients contained in the biosolids.

Conveyance:

Conveyance capacity and inflow and infiltration (I/I) ratios are important criteria by which to assess the performance of a wastewater collection system. Conveyance capacity is a function of adequate pipe sizing and measures a system's ability to move effluent efficiently. Inflow and infiltration ratios express the amount of stormwater entering a sewer system through defective pipes and pipe joints, or through the cross connection of stormwater lines, combined sewers, catch basins, or manhole covers. Such extraneous stormwater entering the wastewater system unnecessarily burdens both conveyance and treatment facilities.

Capacity:

The capacity of the wastewater system is expressed in four measures: average flow, peak flow, biochemical oxygen demand (BOD) and total suspended solids (TSS). The system's current capacities and projected 2025 needed capacity are:

Capacity Measure	Current	2025
Average flow	49 mgd	59.3 mgd
Peak flow	175 mgd	277 mgd
BOD	66,000 lbs/day	74,000 lbs/day
TSS	71,600 lbs/day	87,600 lbs/day

Projects 300 through 305, described in Tables 4a and 4b, are designed to work together to increase the overall system capacities to meet the projected 2025 need.

Eugene Wastewater System Condition Assessment

Eugene Wastewater Collection System

Table 9 presents an assessment of the general condition of the wastewater collection system in Eugene for pipes 24 inches and larger. The existing system is generally in adequate condition, based on wastewater line inspection results and conveyance capacity.

Table 9
Eugene Wastewater Collection System General Condition Assessment

Facility Type	Adequate	Inadequate	Total
24-inches+ Diameter	42 miles	4 miles	46 miles

Source: Eugene Public Works Department, 1998.

Approximately 80 percent of the wastewater system were constructed after 1950. The oldest pipelines were constructed between 1900 and 1905. The Central Eugene system contains all of the older pipelines, which may contribute most of the I/I to the Eugene collection system. A S*ewer System Evaluation Survey*, 1978, indicated that about 80 percent of total I/I was contributed by the Central Eugene system.

The Willakenzie system area was annexed to the city in 1960 with a majority of the wastewater system constructed between 1961 and 1964. A large area north of Beltline Road is still not annexed or served by wastewater systems. Major improvements in the system are occurring in the Willakenzie North Basin north of Beltline Road. Since 1992, new wastewater line extensions have been installed off Coburg Road and Gilham Road.

A majority of the north Bethel/Danebo basin area was annexed to the city in 1964. Wastewater systems in the area were designed to allow for phased construction as growth occurs. The 1987 *Metro Plan* projects that more than 40 percent of the city's growth will occur in this area. Recent development pressures have intensified in southwest Eugene and industrial development has consumed much of the remaining capacity in the west Eugene conveyance system, which was intended to be expanded to meet projected growth demands. The system consists primarily of the West Irwin and Terry Street pump stations and the force mains to the regional wastewater treatment plant.

In the River Road/Santa Clara area, existing *Metro Plan* policies allow wastewater service to be provided to developed properties without annexation to reduce the negative impacts of septic systems on groundwater quality. Annexation of vacant land is required prior to development and the provision of wastewater service in this area and all other areas outside city limits within the urban growth boundary. Recent conveyance improvements in the area have occurred in the River Road Basin, including numerous line extensions along River Road and a series of improvements along Prairie Road in 1997 and 1998.

Eugene Wastewater Pump Stations

The Fillmore station, constructed in 1960 in conjunction with the west Eugene trunk sewer, was completely renovated to a modern facility in 1995, and will be capable of serving the Downtown Westside basin well into the future. The Judkins Point pump station was constructed in 1954 and had a number of problems relating to capacity and pressure line inadequacies. These problems were addressed in 1995 through a full modernization of the facility, and the construction and subsequent flow diversion to the new Glenwood pump station. Other pump stations in the Central Eugene system serve small localized areas.

In the Southeast Eugene system area, the Glenwood pump station will serve the greater Glenwood area and Laurel Hill. In addition to these improvements, a second force main and temporary pump station are currently being built in the area with private funding.

These facilities have significantly improved capacity for accommodating new developments.

Springfield Wastewater System Condition Assessment

Table 10 presents an assessment of the general condition of the wastewater collection system in Springfield for pipes 24 inches and larger. The table shows that Springfield's wastewater system is generally in good condition. Capacity is adequate in each of the basins. Inflow and infiltration is a significant problem in the Downtown/South A basin where older pipe systems allow errant stormwater to enter the wastewater system. Inflow and infiltration in the Thurston and North Springfield basins are also of some concern.

Table 10
Springfield Wastewater Collection System General Condition Assessment

Basin	**Conveyance Capacity**		**Inflow/Infiltration Ratio***	
	Adequate	Not Adequate	Peak/Base Flow (MGD)	Storm/Base Flow (MGD)
Main Street	X		1.7	2.0
Thurston	X		4.6	3.0
North Springfield	X		5.1	3.6
North Branch	X		Unknown	Unknown
Downtown/South A	X		11.2	5.7
Jasper/Douglas Gardens	X		1.7	2.0

* **Base Flow** is the normal volume in millions of gallons per day (MGD).
Peak Flow is the highest rate of flow at a given point in time.
Storm Flow is the volume for averaged across the duration of a storm event.

The ratios shown in these columns are a measure of: 1) pipe condition, 2) crossed storm and sanitary sewer connections, and 3) future problem areas.

Peak/Base and Storm/Base ratios greater than 5.0 indicate system problems.

Stormwater System Condition Assessment

Eugene Stormwater System Condition Assessment

Table 11 is a draft summary of the total number of pipe and open channel segments recently modeled by the City of Eugene (1998); the number/percentage of segments that are expected to be deficient under existing and future land use conditions; and the number/percentage of deficient segments that are expected to fail only as a result of

future development. As shown, the highest percentage of segments expected to flood under existing and future conditions is in the Willow Creek basin. A relatively high number of segments in this category is also shown in the Amazon Creek Basin and Laurel Hill Basin.

Table 11
Eugene Stormwater System General Condition Assessment

Basin Name	No. of Segments Modeled	Segments Expected to be Flooded under Existing and Future Land Use Conditions			Segments Expected to be Flooded under Future Land Use Conditions Only		
		No. of flooded segments	Length of flooded segments	% of total number of segments	No. of flooded segments	Length of flooded segments	% of total number of segments
Amazon Creek	181	59	173,500 LF pipe segments and 1,550 LF open channel	33%	12	6,936 LF pipe segments	7%
Bethel/Danebo	160	14	3,247 LF pipe segments and 6,670 LF open channel	9%	5	1,873 LF pipe segments and 1,360 LF open channel	3%
Willakenzie	162	7*	49 LF pipe segments and 4,740 LF open channel	4%	2*	1540 LF open channel	1%
Santa Clara and River Road	to be determined	to be determined			to be determined		
Willamette River	21	1	700 LF pipe segments	5%	0	N/A	0%
Willow Creek	51	39	744 LF pipe segments and 21,850 LF open channel segments and one bridge	76%	5	179 LF pipe segments and 2,688 LF open channel	10%
Laurel Hill	50	22	840 LF pipe segments and 2,320 LF open channel	44%	5	493 LF pipe segments and 450 LF open channel	10%

*The flooding problems caused by high water level in the Willamette River are not included in the table.

Springfield Stormwater System Condition Assessment

Table 12 assesses the conveyance capacity at present and at future buildout. Conveyance capacity is also evaluated for the ability to handle two-year and ten-year storm events. As the table shows, all basins within the system are capable of draining two-year storm events. In a ten-year event, the Cedar Creek, Hayden Bridge, Q Street Floodway, and Jasper basins do not function adequately.

Table 12
Springfield Stormwater System General Condition Assessment

Basin	Conveyance Capacity (Storm Events)				Outfall Capacity[1] (Storm Events)		Outfall Control [2]		Water Quality	
	Present		Buildout						Pre-treated (%)	Known Water Quality Deficiency[3]
	2-yr Event	10-yr Event	2-yr Event	10-yr Event	2-yr Event	10-yr Event	City	UGB		
Cedar Creek	Y	N	N	N	N	N	N	N	<10%	✓
Weyerhaeuser Outfall	Y	Y	Y	Y	Y	Y	Y	Y	<10%	
West Springfield/Q Street	Y	Y	Y	Y	Y	Y	Y	Y	<10%	
West Springfield/ Hayden Bridge	Y	N	N	N	N	N	N	N	20%	
North Gateway	Y	Y	Y	Y	Y	Y	Y/N[4]	N	50%	
Q Street Floodway	Y	N	Y	N	Y	Y	Y	N	<10%	
Mill Race	Y	Y	Y	Y	Y	Y	Y	Y	20%	✓
Jasper	Y	N	N	N	Y	N	Y/N[4]	N	40%	
Mountaingate, Jasper /Natron	Y	Y	N	N	Y	Unk	Y/N[4]	N	0%	
West Kelly Butte/ Willamette	Y	Y	Y	Y	Y	Y	Y	Y	<10%	

[1]Outfall capacity is a measure of the receiving body's ability to absorb and convey runoff.
[2]Outfall control refers to having jurisdictional control (through ownership, easement, or agreement) over a stormwater outfall that protects the facility from activity that might impact its capacity.
[3]Does not meet one or more water quality standards as defined in DEQ section 303(d) Water Quality Act.
[4]Multiple outfalls, some of which the city does not control.
Note: Y indicates an adequate condition for a category.
N indicates an inadequate condition for a category.

Table 12 also analyzes the conveyance capacity needed to accommodate two-year and ten-year events in the future when anticipated buildout of the land has occurred. As can be seen, several drainage basins are likely to be overwhelmed as buildout occurs.

Outfall capacity is a measure of a stream or drainageway's ability to absorb stormwater runoff. Table 12 shows that Cedar Creek and the West Springfield Hayden Bridge basins are deemed inadequate to absorb even two-year events. The Jasper basin fails in a ten-year event.

Outfall control refers to having jurisdictional control (through ownership, easement, or agreement) over a stormwater outfall that protects the facility from activity that might impact its capacity. Table 12 shows those basins where the city has control and where it does not have jurisdiction. Cedar Creek and the West Springfield/Hayden Bridge basins have outfalls outside of the city's control. Other basins have more than one outfall, some of which are outside city control.

Water quality is a critical element of Springfield's condition assessment analysis. Staff has estimated the percentage of runoff volume that is being pre-treated for each basin. Where known water quality deficiencies exist, these are shown on Table 10.

Public Service Availability

A second set of considerations in identifying planned projects and setting policy is the ability to provide water, wastewater, stormwater, and electric services within defined service areas in the short-term and long-term (see Map 8). This section describes the methodology used to identify these areas and presents findings that articulate service availability status, issues, and constraints. Findings that directly support proposed *Metro Plan* policies have been included in the *Metro Plan* Text Amendment Recommendations in Chapter II.

Most areas in the Eugene-Springfield metropolitan area can be served in the short-term, while larger tracts of urbanizable land available for future development will be serviceable over the long-term. As defined in Map 8, short-term areas are development-ready sites plus areas that will or can be provided service within the next five years. The public projects planned for these areas are identified as short-term projects in the project lists in Chapter II. Improvements needed to serve short-term areas are either listed in capital improvement plans or will be made as part of the development process. Long-term areas are anticipated to receive service in six to 20 years,

due to a variety of constraints, as described in the following sections of this chapter. Public projects to serve these areas are identified as long-term projects in the project lists in Chapter II.

In addition to short- and long-term, the ability to provide service is discussed below within the context of areas within city limits, areas identified or designated for in-fill, redevelopment, and nodal development, urbanizable areas, and, for long-term areas only, areas designated Urban Reserve. The urbanizable area is that area between the city limits and the urban growth boundary.

Methodology

In November 1998, utility service questionnaires were completed by service providers to ascertain limitations to providing public facilities to planned land uses within the city limits, proposed Nodal Development Areas,[14] the urban growth boundary, and Urban Reserves. The data collected from these questionnaires and accompanying maps provide important information on service constraints in these areas.

Through the utility service questionnaires, city and county public works staff and area utility planners described the availability and constraints to providing water, wastewater, stormwater, and electric service within urban growth boundary and urban reserve areas. Areas not currently served were identified in Map 8 as short- or long-term service areas for each type of service.

Through this process, service providers described any known constraints to providing service to proposed nodal development areas. This information is contained in an appendix to the *Eugene-Springfield Metropolitan Area Public Facilities and Services Technical Background Report: Existing Conditions and Alternatives*, April 1999.

Short-Term Service Availability

All areas within the city limits of Eugene and Springfield can be served in the short-term, except for stormwater service to two areas in both cities and full water service to Eugene's south hills. Short-term system improvements to serve these areas are either in a capital improvement plan or will be made in conjunction with the development process.

A majority of the proposed nodal development areas are serviceable now or in the short-term and most have no known service constraints. In cases of short-term service availability, utility providers' five-year capital plans accommodate the needed facilities.

[14] *TransPlan* (The *Eugene-Springfield Transportation System Plan*) encourages high-density residential, commercial, and employment centers known as *Nodal Development Areas*. These potential nodes are shown in the *TransPlan* map, *Nodal Development Areas Proposed for the Eugene-Springfield Metro Area*, contained in the appendix of the *Public Facilities and Services Plan Technical Background Report*.

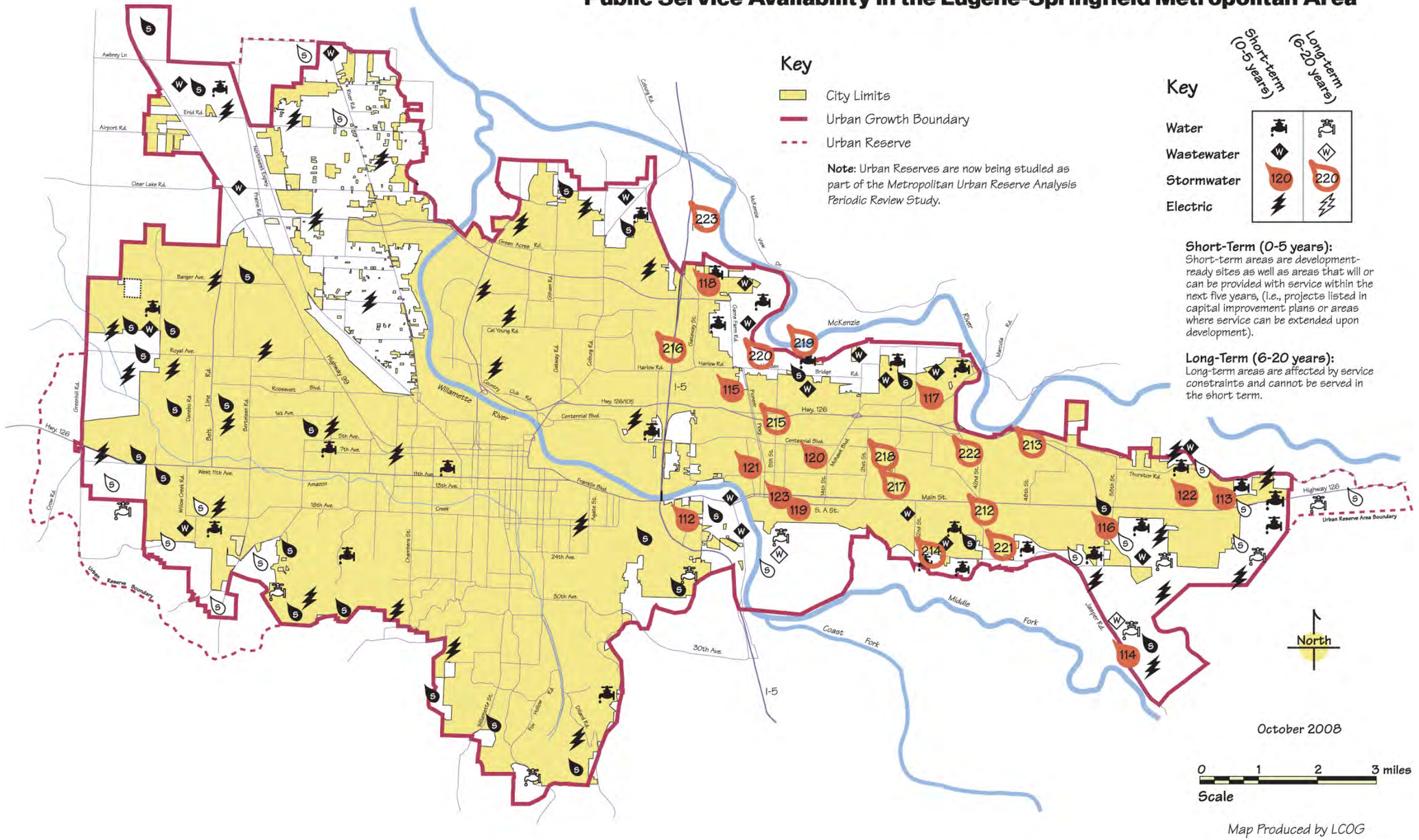
Short-Term Service Availability Within City Limits

1. Almost all areas within the city limits of Eugene and Springfield are served or can be served in the short-term (0-5 years) with water, wastewater, stormwater, and electric service. Exceptions to this are stormwater service to portions of the Willow Creek area and southeast Springfield and full water service at some higher elevations in Eugene's south hills. Service to these areas will be available in the long-term. Service to all areas within city limits is either in a capital improvement plan or can be extended with development.

Map 8

Eugene-Springfield Public Facilities and Services Plan

Public Service Availability in the Eugene-Springfield Metropolitan Area



Areas within west Eugene's industrial district have limited short-term water system capacity due to disconnected pipes in the system. Additional water main extensions will be required for some properties, and wetland constraints may pose a problem for certain water mains to be connected.

2. The area north of Roosevelt, south of Barger, and west of Terry Street in Eugene is developing rapidly, and with the recent completion of the Barger/Green Hill pump station, can be provided with gravity wastewater service.

3. Since the 1980s, the cities of Eugene and Springfield have recognized that open drainage systems can reduce overall infrastructure costs, conserve natural resources, and provide stormwater treatment and conveyance. Through adoption and implementation of the *Eugene Comprehensive Stormwater Management Plan* (1993), Eugene has developed the policy framework that will lead to specific projects identified through master basin plans. Eugene's stormwater planning meets federal Clean Water Act requirements and will accommodate anticipated development within Eugene's portion of the urban growth boundary. Springfield and Lane County will be subject to the Clean Water Act's National Pollutant Discharge Elimination System (NPDES) Phase II permit requirements. The City of Springfield is undertaking a major stormwater planning effort.

4. All areas within Eugene and Springfield can be provided electric service, but new facilities will be required to support substantial long-term growth and in areas that are currently reaching capacity within city limits. EWEB and SUB five-year capital plans provide for these new facilities.

Short-Term Service Availability to Infill, Redevelopment, and Nodal Development Areas

1. Current capacity is adequate to serve all infill, redevelopment and Nodal Development Areas.

2. A majority of Nodal Development Areas are serviceable now or in the short-term. Thirty-four of the 53 proposed Nodal Development Areas have no known service constraints.

3. A more thorough analysis is needed to determine water availability for fire flow to individual sites within Nodal Development Areas. Fire flow is site specific and all nodes have capability of adequate fire flow, but some sites within the nodes will require more infrastructure upgrades than others.

4. In order to identify areas suitable for development at higher densities, the City of Eugene is developing a software model that will better determine wastewater flows within the wastewater collection system.

Short-Term Service Availability Within Urbanizable Areas

1. Water, wastewater, stormwater, and electrical services to urbanizable areas in the Eugene-Springfield urban growth boundary are available upon annexation to the city, with the exception of areas where some services are available in the long-term.

2. Water service is not available in the short-term to the area east of Highway 99 and south of Awbrey Lane in Eugene because of limited water system capacity and a lack of existing infrastructure. Main transmission lines to service these areas will be constructed at cost to development.

3. Lane County regulates the installation of septic systems in the urbanizable area through an intergovernmental agreement with the State of Oregon.

4. The construction of wastewater interceptors has been completed in the River Road/Santa Clara area, and Lane County no longer issues septic permits in this area. The City of Eugene is requiring all existing development in the River Road/Santa Clara area to connect to the wastewater system and requires all new development to annex to the City of Eugene and connect to the wastewater system when that system is available.

Long-Term Service Availability

Areas with service constraints are located on the periphery of developed lands and within urbanizable areas. These long-term service areas are located primarily in west Eugene's Willow Creek basin, in south Springfield, and the Thurston and Jasper-Natron areas of east Springfield. There are a few instances where areas with service constraints are located within city limits (Eugene and Springfield: stormwater; Eugene: water).

Service constraints for water, wastewater, stormwater, and electrical facilities exist in one or more areas, although some areas are constrained for some of these services and not others. Short-term service constraints can largely be attributed to environmental constraints, such as steep slopes and wetlands, and limited service capacity due to a lack of existing infrastructure, or to the need for major infrastructure improvements that will enable the provision of service to areas currently located far from existing facilities. Such improvements include the construction of new water sources and transmission lines, large wastewater trunk lines and pump stations, and enhancement of stormwater pipes and flood control facilities.

Long-Term Service Availability within City Limits

Vacant lands in west Eugene identified as wetlands and targeted for mitigation or protection through acquisition will not be serviced due to environmental constraints.

Water

1. Areas in need of water service in Eugene's south hills, within the city limits, will be serviceable in the long-term due to the need for significant investments in additional water distribution infrastructure and storage capacity.

2. Buildable lands located in the Timberline area of Eugene's south hills will be difficult to service with water until the Timberline (1100) reservoir is constructed. This area can be served but will require a combination of private and EWEB resources for the area to develop at buildout.

3. In the Laurel Hill area of Eugene, the Fairmount reservoir has limited water service capacity and is currently serving an area larger than its capacity. Significant future development in this area will require a new reservoir above 850 feet elevation, and a new pump station above 750 feet elevation. There are also limited fire flows in the Laurel Hill area.

4. Development above the 875 foot elevation in the Dillard Road area of southeast Eugene will require additional water pumping facilities to address long-term service needs. This area can be served, but will require a combination of private and EWEB resources for the area to fully develop at buildout. Water reliability will be difficult in this area until new facilities are constructed. EWEB has planned for the long-term construction of a water reservoir and pumping station in this area.

Wastewater

1. In Eugene's Willow Creek basin, the addition of the Hyundai plant may contribute to future wastewater capacity problems with additional flow contribution from future phases. Currently, the existing large Hyundai flow rate is offset by the amount of land taken out of development for protection of the west Eugene wetlands. Due to the high flow rate producer in this basin coupled with a high infiltration and inflow rate during heavy rainfall events, excess capacity may be limited for the future development of higher density land uses.

2. The cities of Eugene and Springfield are funding infiltration and inflow reduction programs to improve existing wastewater capacity limitations within certain wastewater basins.

Stormwater

1. Upstream areas of the Willow Creek basin are serviceable with stormwater facilities in the long-term because they are significantly removed from downstream facilities.

2. Areas in southeast Springfield within the city limits are identified as long-term service areas for stormwater because the existing capacity of the stormwater system in this area is limited and the City does not have jurisdictional control of outfall locations outside the urban growth boundary.

Long-Term Service Availability to Infill, Redevelopment, and Nodal Development Areas

1. Five Nodal Development Areas are affected by service constraints: in Eugene, nodes 3B and 3C; in Springfield, nodes 9H, 9J, and 9K. Only the Willow Creek Industrial node (3C) is located inside city limits.

2. Developable lands located near the West 11th and Crow Road node (3B) will be difficult to serve water because of a lack of adjacent infrastructure available at this time.

3. The Jasper Residential and Employment nodes (9H and 9J) are affected by short-term service constraints for wastewater service.

Long-Term Service Availability Within Urbanizable Areas

All urbanizable areas within the Eugene-Springfield metropolitan urban growth boundary can be served with water, wastewater, stormwater, and electric service at buildout. In general, areas outside city limits serviceable in the long-term are located near the urban growth boundary and in urban reserves, primarily in River Road/Santa Clara, west Eugene's Willow Creek area, south Springfield, and the Thurston and Jasper-Natron areas in east Springfield.

Water

1. The existing water distribution system in Eugene (EWEB) will require expansion in order to serve the land uses designated within the UGB.

2. Future growth will require additional source, storage, and transmission throughout the Springfield Utility Board's (SUB) water service area to increase capacity and meet water demands in Springfield.

3. Existing SUB wells along the Middle Fork of the Willamette River are currently being pumped to capacity.

4. In Springfield, buildable lands south of Thurston and in the Jasper-Natron areas will be difficult to serve with water. Significant costs will be incurred to develop new water sources and transmission lines in these areas.

5. Upper level water service in the Willamette Heights area in Springfield will require pump stations and storage reservoirs. These facilities can be provided over the long-term but will be costly to develop.

6. Buildable lands in the Fox Hollow/Owl Road area of Eugene will require additional infrastructure and water storage capacity prior to being served. Most of this area is currently disconnected from the existing system.

Wastewater

1. There are no areas within the metropolitan UGB that will be difficult to serve with wastewater facilities over the long-term (six to 20 years) assuming that public infrastructure specifications and requirements of the developing area can be addressed. Appropriate engineering design practices must be used during the development and expansion into sensitive areas that are approved for development (ex. – hillside construction, etc.).Expansion of the existing collection system will be necessary to meet demands of growth over this time period.

2. Based on 2003 analysis, the Eugene-Springfield metropolitan area treatment facilities will require facility improvements to address both dry and wet weather regulatory requirements relating to pollutant loads and wastewater flows. Regional and local wastewater improvements to the collection and treatment systems are being planned for and will be implemented to allow for growth within the UGB and for regulatory compliance.

3. The provision of long-term wastewater service in the Jasper-Natron area in Springfield is contingent upon construction of the Jasper Road Wastewater Line Extension from 42nd Street to Brand Street. Completion of this significant infrastructure improvement will enable this area to be served effectively.

4. The Willamette Heights area of Springfield requires installation of wastewater lines to replace existing septic systems. There are related problems in this area surrounding substandard streets and inadequately surveyed rights-of-way.

Stormwater

1. Through hydrologic modeling efforts, the City of Eugene has determined that over 142 stormwater facilities (pipe segments or open channels/waterways) are expected to flood under existing and future land use conditions. At least 29 stormwater facilities are expected to flood as a result of development under future land use conditions only.

2. Four stormwater basins in Springfield (Cedar Creek, West Springfield/Hayden Bridge, Jasper, and Mountaingate/Jasper-Natron), will not function adequately in future storm events. An analysis of two-year and ten-year storm events anticipates that these stormwater basins will likely be overwhelmed as buildout occurs. Inadequacies in stormwater capacity will have to be addressed to service long-term development needs in these basins.

3. The City of Springfield lacks control of key stormwater outfall facilities located along Cedar Creek and areas outside of Springfield's jurisdictional boundaries within five stormwater basins. Control of outfall locations affects the ability to protect these facilities from activities that might impact their future capacity.

4. Eugene's River Road/Santa Clara basin has limited long-term stormwater capacity, existing deficiencies, and high cost for development of new facilities.

Electrical

All areas in the Eugene-Springfield metropolitan area can be provided electrical service over the long-term (next 20 years or at buildout). There are few areas where some level of electric service does not already exist and the ability to extend the service is not readily available.

Long-Term Service Areas Within Urban Reserves

If it were necessary, land within the metropolitan area's three Urban Reserves would be serviceable in the long-term but would require major improvement projects and significant financial resources to ensure services are extended into these areas.

Water

1. Water service is difficult to provide to Eugene's southwest Urban Reserve due to a lack of existing infrastructure. Additional water storage capacity will be necessary to provide long-term water service in this area. EWEB plans to develop reservoirs and pump stations in this vicinity to serve areas within the urban growth boundary.

2. Lands located in Springfield's eastern Urban Reserve are far from existing water facilities and will be difficult and expensive to develop due to distance and multiple service levels.

Wastewater

The Eugene-Springfield wastewater collection system and Regional Wastewater Treatment Plant are designed only to serve the region's long-term service needs within the metropolitan urban growth boundary. It will be difficult and costly to expand this

system into large areas outside the urban growth boundary, because the capacity increase in the collection system would possibly be needed all the way back to the treatment plant.

Stormwater

Eugene's southwest Urban Reserve (Willow Creek area) would be difficult to serve in the long-term because developable lands upstream are significantly removed from downstream stormwater facilities. Sites located in the headwaters of Willow Creek are in a similar situation.

Estimated Project Costs and Timing

The ability to extend water, wastewater, and stormwater facilities is also influenced by their cost and phasing. For this reason, estimates of costs and timing of the planned projects recommended in Chapter II are presented here. The financing and phasing of facilities in this plan are not considered land use decisions and are not adopted as part of the *Metro Plan*. Information on project costs and timing has not been identified for electrical facilities.

Planned Water System Improvements

Planned short- and long-term water projects, and estimated costs and timing are listed in tables 13 and 14, and shown in Map 1: Planned Water Facilities.

Table 13
EWEB Water System Improvements, Estimated Costs, and Timing (continued)

Project Number	Project Name/Description	Cost ($000)	Estimated Completion Year
	Short-Term		
107	Green Hill/Airport mainline	400	1999
108	EWEB/Seneca 42-inch transmission line	6,600	2001
109	City View reservoir (800)	800	2001
110	Hayden Bridge Expansion and 10mg Reservoir and pump gallery	21,100	2003
	Long-Term		
218	Back-up well field development area	10,100	2007
219	Hayden Bridge-former fish hatchery intake modifications	1,000	2010+
220	Laurel Hill reservoir (850)	830	2005
221	Laurel Hill reservoir and pump station (975)	1,000	2007

Table 13
EWEB Water System Improvements, Estimated Costs, and Timing (continued)

Project Number	Project Name/Description	Cost ($000)	Estimated Completion Year
222	Laurel Hill pump station (1150)	150	2007
223	Shasta reservoir (1150)	500	2006
224	Dillard reservoir (975) and pump station (1150)	750	2010+
225	Dillard reservoir (1150)	500	2010+
226	Elliot reservoir (607)	5,000	2010+
227	Willamette reservoir (1325)	500	2010+
228	Willamette pump station (1500)	150	2005-08
229	Timberline reservoir (1100)	500	2008
230	Timberline pump station (1325)	150	2008
231	Gimple Hill reservoir (975) and pump station	750	2010+
232	Green Hill reservoir (800)	500	2010+
233	Green Hill reservoir (975)	500	2010+
234	Green Hill pump station (975)	250	2010+
235	Westside/Cantrell Hill reservoir (607)	10,000	2010+
236	Westside Transmission Main	1,000	2010+
237	Glenwood/LCC Basin intertie	500	2010

Table 14
SUB Water System Improvements, Estimated Costs, and Timing

Project Number	Project Name/Description	Cost ($000)	Estimated Completion Year
	Short-Term		
101	Install 24-inch line along I-105	700	2002-2017
102	Install 16-inch line to Glenwood	500	2000-2017
103	Install 16-inch line along 32nd Street	400	2000-2010
104	Add well(s) in existing Thurston well field	350	1999-2004
105	Add well at 16th and Q Street	250	2004
106	Install new treatment at Thurston	300	2004
107	Add well(s) near Thurston Wellfield	400	2002
108	Install transmission lines along Booth Kelly Road into the Natron Area	2,500	2001
109	Install new source, Willamette Wellfield	2,000	2001

Table 14
SUB Water System Improvements, Estimated Costs, and Timing (continued)

	Long-Term		
202	Install 16- to 10-inch line in SP railroad right-of-way	500	2005-2017
203	Install 12- and 16-inch line along Thurston Road, Main Street, and in South Hills, to supply new development	500	2000-2010
204	Pump station(s) to serve upper levels	375	2005-2017
205	Install 16-inch line on SP railroad right-of-way south to Hayden Bridge Way (RWD)	175	2005-2017
209	Add upper level reservoir(s): (3rd, 4th, 5th level)	2,500	2005-2017
211	Install 16-inch line along Main Street	400	2011-2017
212	Add well(s) near 31st and Marcola Road	250	2005
214	Add wells near Interstate-5 and Game Farm Road North.	500	2005-2017
215	Add wells in Natron area	1,000	2005-2017
216	Install 12-inch line, Thurston to Main Street	1,000	2005-2017

Planned Wastewater System Improvements

Planned short- and long-term wastewater projects, and estimated costs and timing are listed in tables 15 and 16 and shown in Map 2: *Planned Wastewater Facilities*.

Table 15
City of Eugene
Wastewater System Improvements, Estimated Costs, and Timing

Project Number	Project Name/Description	Cost ($000)	Estimated Completion Year
	Short-Term		
100	West Eugene Bypass (48-inch)	3,350	2002
101	North River Road pump station	315	2002
102	North Willakenzie gravity sewers	666	2004
103	North Enid pump station	774	2005
	Long-Term		
200	North Willakenzie pump station	645	2008
201	Awbrey Lane pump station	300	2008

Table 16
City of Springfield
Wastewater System Improvements, Estimated Costs, and Timing

Project Number	Project Name/Description	Cost ($000)	Estimated Completion Year
	Short-Term		
~~104~~	~~Jasper Road sewer extension~~	~~3,500~~	~~1999-2004~~
104	Jasper Road sewer extension	11,600	2010-2012
~~105~~	~~Game Farm Road trunk sewer~~	~~1,500~~	~~1999-2004~~
105	10th & N Street Upgrade	3,950	2010
~~106~~	~~Gateway/Harlow Road pump station upgrade~~	~~1,500~~	~~1999-2004~~
106	E Street (Central Trunk) upgrade	2,500	2010-2013
107	Main Street Sewer upgrade # 1	2,100	2010-2013
108	Nugget Way pump station upgrade	1,400	2010
109	Hayden Lo pump station upgrade	1,050	2010-2013
110	River Glen pump station upgrade	1,200	2010-2013
	Long-Term		
~~202~~	~~East Glenwood gravity sewer~~	~~1,100~~	~~2005-2006~~
202	Harbor Drive pump station	3,340	2015-2020
~~203~~	~~19th Street pump station~~	~~500~~	~~2005-2006~~
203	Peace health pump station	3,190	2012-2017

Table 16a
MWMC Wastewater Treatment and Collection System Improvements, Rough Cost Estimate, and Timing Estimate

Project Number	Project Name/Description		Cost* ($)	Estimated Completion Year
300	**WPCF Treatment Project**		$120.3	
300A	Preliminary Treatment	($12.8)		2010
300B	Primary Treatment	($4.8)		2012
300C	Secondary Treatment	($24.7)		2017
300D	Disinfection/Outfall	($5.6)		2010
300E	Biosolids Treatment	($18.3)		2013
300F	Filtration	($20.2)		2020
300G	Reuse Facilities	($16.)		2018
300H	Odor Control ($6.9.)			2012
300I	Flow Management Facilities ($11)			2010

**Cost estimated in 2004 dollars*

Table 16a
MWMC Wastewater Treatment and Collection System Improvements, Rough Cost Estimate, and Timing Estimate (continued)

301	**Residuals Treatment Project**		$5.2	
301A	Lagoon Rehabilitation	($4.5)		2012
301B	Composting Facility	($.7)		2017
302	**Beneficial Reuse Project**		$4.6	
302A	Biocycle Farm	($0.6)		2008
302B	Effluent Reuse	($4.)		2017
303	**Willakenzie Pump Station**		$6.	2010
304	**Screw Pump Station**		$2.	2010
305	**Glenwood Pump Station**		$0.5	2012
	TOTAL		$138.6	

**Cost estimated in 2004 dollars*

Planned Stormwater System Improvements

Planned short- and long-term stormwater projects, and estimated costs and timing are listed in tables 17 and 18, and shown on Map 3: *Planned Stormwater Facilities*.

Table 17
City of Eugene Stormwater System Improvements, Estimated Costs, and Timing

Project Number	Project Name/Description	Cost ($000)	Estimated Completion Year
	Willakenzie Basin Short-Term		
1	River Point Pond Outlet Channel	1,636	2000-2006
2	Federal Priority Project- Delta Ponds Enhancement	2,800	2000-2006
	Willakenzie Basin Long-Term		
3	Gilham Road System Water Quality Facility	654	2007-2011
4	Gilham Road System Culvert Replacement	32	2007-2011
5	Ayers Pond Outfall Retrofit	774	2007-2011
6	Wetland Adjacent Coburg & County Farm Roads	1,152	2012-2035
7	Modify Ascot Park Open Waterway	662	2012-2035
	Laurel Hill Basin Short-Term		
8	Riverview/Augusta Bypass and System Improvements	650	2000-2006
9	Minor System Between Riverview and Augusta	59*	2000-2006
10	I-5 and Augusta Water Quality Facility	1,246*	2000-2006
11	Riverview/Augusta Minor Storm Drainage System Plan	48	2000-2006

Table 17
City of Eugene
Stormwater System Improvements, Estimated Costs, and Timing (continued)

Project Number	Project Name/Description	Cost ($000)	Estimated Completion Year
	Bethel Danebo Basin Short-Term		
12	Green Hill Tributary Stream Enhancements	800	2000-2006
13	Culvert Replacement in Roosevelt Channel	192	2000-2006
23	West Irwin Storm	295	2001
	Bethel Danebo Basin Long-Term		
14	Royal Node Infrastructure	1,859	2007-2011
15	Retrofit Empire Park Pond	571	2007-2011
16	Increase Pipe Sizes Along Bell Avenue	795	2012-2035
17	Green Hill Tributary Water Quality Facility	749	2012-2035
18	Wallis Street Culvert (Bertelsen Slough)	660	2012-2035
19	Increase Pipe Sizes Along Garfield Street	1,620	2012-2035
	Amazon Creek Basin Short-Term		
20	Kinney Park Neighborhood Facility	665	2000-2006
21	Federal Priority Project- Upper Amazon Creek Restoration	3,300	2000-2006
22	Martin Drive Pipe Improvements	92	2000-2006
24	Hilyard Street Pipe Improvements	290	2000-2006
	Amazon Creek Basin Long-Term		
25	Federal Priority Project - Central Amazon Creek Restoration	3,500	2007-2011
26	Jackson Street Pipe Improvements	77	2007-2011
27	North Laurelwood Water Quality Facility	446	2007-2011
28	South Laurelwood Water Quality Facility	371	2007-2011
29	Pine View Neighborhood Facility	309	2007-2011
30	43rd Avenue Pipe Improvements	2,156	2012-2035
31	Morse Ranch Park Pipe Improvements	1,004	2012-2035
32	Option B - Laurelwood Flood Control Facilities and Pipe Improvements	2,008	2012-2035
33	Option B - Mt. Cavalry Pipe Improvements	944	2012-2035
34	Mt. Cavalry Water Quality Facility	470	2012-2035
35	Option A - Cleveland Street Flow Diversion	422	2012-2035
36	Option B - Brittany Street Pipe Improvements	308	2012-2035
37	Option B - Windsor Circle Pipe Improvements	968	2012-2035
38	Water Quality Facility West of Hawkins Lane	625	2012-2035
39	Water Quality Facility at Sam R. Street	487	2012-2035
40	Water Quality Facility at Interior Street	328	2012-2035
	Willow Creek Basin Short-Term		
41	Willow Creek - West Branch Culvert/Channel Retrofits	36	2000-2006

Table 17
City of Eugene
Stormwater System Improvements, Estimated Costs, and Timing (continued)

Project Number	Project Name/Description	Cost ($000)	Estimated Completion Year
	Willow Creek Basin Long-Term		
42	Realign/Restore Main Stem Willow Creek	2,689	2012-2035
43	Willow Creek - East Branch Culvert/Channel Retrofits	980	2012-2035
	Willamette River Short-Term		
44	Federal Priority Project - Willamette River Bank Restoration	1,000	2000-2006
45	Polk Street Water Quality Facilities	357	2000-2006
	Willamette River Long-Term		
46	Federal Priority Project - Eugene Millrace Enhancements	2,500	2007-2011
	City-wide Projects Short-Term *(not mapped)*		
	Channel Easement Acquisition	950	2000-2006
	Stormwater Rehabilitation	4,579	2000-2006
	City-wide Projects Long-Term *(not mapped)*		
	Channel Easement Acquisition	1,500	2007-2035
	Stormwater Rehabilitation	7,500	2007-2035
	River Road-Santa Clara Basin Short-Term		
47	Willamette Overflow Channel Upgrade	596	2000 - 2006
48	Irvington Road Drainage Improvements	145	2000 - 2006
49	River Road Drainage Improvements	40	2000 - 2006
	River Road-Santa Clara Basin Long-Term		
50	Water Quality Project	65	2007 - 2011
51	Flat Creek Low Flow Channel Upgrade	100	2007 - 2011
52	Upgrade Existing Pipe	97	2007 - 2011
53	A-1 Channel Upgrade	TBD	2007 - 2011
54	Water Quality Facility	TBD	2007 - 2011
55	Flat Creek Water Quality Facility	TBD	2007 - 2011
56	Spring Creek Water Quality Project	TBD	2007 - 2011
57	Spring Creek Culvert Replacement	TBD	2007 - 2012
58	A-1 Channel, West Tributary Improvements	TBD	2012 - 2020

*Total project costs do not include acquisition costs.

Table 18
City of Springfield
Stormwater System Improvements, Estimated Costs, and Timing

Project Number	Project Name/Description	*Stormwater Facility Master Plan* Project Number	Cost ($000)	Estimated Completion Year
	Short-Term			
100	Sports Way Detention Pond		400	2008-2013
101	~~Maple Island Slough Outfall~~		1,500	2008-2013
102	~~Deadman Ferry Outfall~~		150	2008-2013
~~103~~	~~Aster Street System~~		500	2008-2013
104	Jasper Slough Outfall		210	2008-2013
105	20th Street Outfall		350	2008-2013
106	~~T Street Detention Pond~~		150	2008-2013
107	~~Pierce Industrial Park Drainage~~		300	2008-2013
108	Mill Race Enhancements, including new intake	n/a	7,800	2008-2013
109	~~Jasper/Natron Outfalls and associated pipe systems~~		1,500	2008-2013
110	Hwy 126/I-105 Drainage Improvements	n/a	640	2008-2013
111-A	~~Cedar Creek: 69th Street Channel improvements~~		500	2008-2013
111-B	~~Cedar Creek: 72nd Street Channel Improvements~~		250	2008-2013
112	Glenwood Channel & Pipe Improvements	1	4,670	2008-2013
113	Gray Creek Channel & Pipe Improvements	2	4,650	2008-2013
114	Jasper Natron Channel & Pipe Improvements	3	2,800	2008-2013
115	Channel 6 Detention Pond, Channel & Pipe Improvements	4	1,250	2008-2013
116	59th & Aster and Daisy St Parallel Pipe	5	2,100	2008-2013
117	Irving Slough Channel Improvements	6	2,150	2008-2013
118	North Gateway – Sportsway Flood Control Water Quality Facility	10	520	2008-2013
119	McKenzie Forest Products Mill Pond Water Quality Facility	12	60	2008-2013
120	Central Over-Under Channel & Pipe Improvements	15	2,500	2008-2013
121	Island Park Water Quality Facility	16	60	2008-2013
122	69th Street Open Channel	18	2,500	2008-2013
123	Lower Mill Race Water Quality & Riparian Enhancements	21	60	2008-2013
	Long-Term			
200-A	~~Cedar Creek: Outfall/Detention at Lively Park/McKenzie River~~		250	2005-2010
200-B	~~Cedar Creek: Thurston Middle School Channel Improvements~~		100	2005-2010

Table 18
City of Springfield
Stormwater System Improvements, Estimated Costs, and Timing (continued)

Project Number	Project Name/Description	*Stormwater Facility Master Plan Project* Number	Cost ($000)	Estimated Completion Year
200-C	~~Cedar Creek: 66th Street Outfall~~		450	2005-2010
200-D	~~Cedar Creek: 75th Street Outfall~~		250	2005-2010
200-E	~~Cedar Creek: Gossler Bank control project~~		1,500	2005-2010
200-F	Cedar Creek: Diversion System	n/a	2,100	2010+
200-G	Cedar Creek: East Thurston Road/Hwy 126 Outfall and Associated Piping	n/a	350	2010+
201	Thurston Road Interceptor	n/a	570	2013-2018
202	Hwy 126 and 87th Interceptor and Outfall	n/a	570	2010+
203	South 79th Street System	n/a	1,425	2013-2018
204	Rocky Point Drive System and Outfall	n/a	420	2013-2018
205	~~Rosboro Detention Pond~~		300	2013-2018
206	Borden Outfall Upgrade	n/a	140	2013-2018
207	~~Ash Street Outfall~~		150	2013-2018
208	~~Manor Drive Outfall~~		250	2013-2018
209	~~16th Street Outfall~~		250	2013-2018
210	Jasper Slough Improvements	n/a	500	2013-2018
211	Hayden Bridge Road Interceptor	n/a	500	2013-2018
212	42nd & McKenzie Hwy Pipe Improvements	24	300	2013-2018
213	I-105 Channel Improvements	26	1,610	2013-2018
214	Jasper Slough Culvert Crossing Improvements	27	200	2013-2018
215	Q St Channel Riparian Enhancements	28	500	2013-2018
216	I-5 Open Channel Riparian Enhancements	29	500	2013-2018
217	Q St Floodway East of 28th Water Quality	31	200	2013-2018
218	28th St Main to North Water Quality Temperature TMDL	32	60	2013-2018
219	Open Channel Improvements North of Riverglen Subdivision	33	30	2013-2018
220	Chateau St Outfall	34	240	2013-2018
221	Clearwater Lane & Jasper Water Quality	37	350	2013-2018
222	42nd Channel Improvements	42	200	2013-2018
223	Maple Island Slough Channel Enhancements & Water Quality Improvements	43	250	2013-2018

V. Financing Methods and Alternatives

This chapter describes financing strategies now used by the metropolitan jurisdictions and financing issues and challenges, and presents some alternative financing strategies for water, wastewater, and stormwater infrastructure systems.

Financing Methods

There are eight basic sources of financing that jurisdictions in the metropolitan area have available to fund system operations and maintenance and/or capital projects:

1. User fees,
2. Assessments,
3. Development fees,
4. Property taxes,
5. Grants and loans,
6. Bond,
7. Short-term debt, and,
8. Private financing.

Each source has some legal limitations on how the funds can be used. For example, systems development charges cannot be used to fund operations and maintenance, and County Road Fund money can only be used for road-related projects. Ballot Measures 5 and 50 placed legal constraints on the manner in which jurisdictions finance infrastructure.

Existing Financing Strategies

Financing strategies vary by agency and infrastructure system. In general, ongoing operations and maintenance and rehabilitation are funded primarily by user fees, while system expansion is funded primarily by assessments and systems development charges (SDCs) (see Table 19).

The following summaries describe how each jurisdiction generally handles infrastructure funding.

- ***City of Eugene:*** Public infrastructure improvements are financed by a combination of assessments, bonds, short-term debt, user fees, and systems development charges (SDCs). The major source of funds available for capital projects are dedicated funds. Dedicated funds must be used for a particular purpose. The City's Wetland Mitigation Bank Fund, and the Stormwater and Wastewater Utilities Fund, are supported primarily by user fees. The Road Fund is supported by state gas taxes and transfers from the Lane County Road Fund. SDCs and assessments are paid by properties benefiting from or creating the need for infrastructure expansion. Projects that are not supported by dedicated revenue, such as off-street bike paths, are financed by a transfer from the General Fund, which is funded by property taxes

and other general revenue sources. The City may receive direct funding for projects from other jurisdictions or through grants and donations.

- ***City of Springfield:*** The City of Springfield has SDCs for growth-related wastewater and stormwater improvements, and a sewer user fee for system expansion, extension, and repair. The City has received grants and loans administered through the Community Development Block Grant program, the Oregon Economic Development Department's Special Public Works Fund, and the federal Economic Development Administration. The City issued revenue bonds secured by appropriations such as sewer user fees, and general obligation bonds issued with approval of the voters.
- ***Eugene Water & Electric Board (EWEB):*** About 90 percent of EWEB's water system revenues are from user fees. EWEB collects both reimbursement and improvement SDCs. EWEB currently has outstanding water and electric revenue bonds. EWEB serves as the billing agent for the City of Eugene's wastewater and stormwater fees.
- ***Rainbow Water District:*** Rainbow Water District supports operation and maintenance through user fees and capital improvements through SDCs and user fees.
- ***Springfield Utility Board (SUB):*** User fees and Development/Redevelopment Charges (SDCs) cover the majority of funding needs for Springfield's water system. The SDCs have both a reimbursement improvement components. No grants have been received in recent years, and there is no perceived need for alternative financing sources in the near future.
- ***Lane County:*** County Road Fund money is used for road projects, including the stormwater component of road improvements on county roads, and roads within the urban growth boundary, and outside the city limits.
- ***Metropolitan Wastewater Management Commission:*** The Metropolitan Wastewater Management Commission (MWMC) funds the operation and administration of the Eugene-Springfield Regional Wastewater Treatment Plant. Its funding is supported by user fees and systems development charges.

Financing Issues And Challenges

There are several issues and challenges that service providers are facing, or expect to face, that may impact infrastructure financing.

Inter-jurisdictional Assessments

The cities and Lane County have different methods of calculating assessments for public improvements.

Increased Densities

There are some potential financing challenges related to increased development densities through in-fill and redevelopment.

- ***Stormwater:*** Using natural drainage systems or preserving existing natural systems generally takes up more land than the typical piped stormwater system. When pipes are used, it allows the owner to continue the use of the surface area.

Table 19
Existing Financing Sources

Water

	User fees	Assess-ments	Develop-ment fees	Property tax	Grants/ loans	Bonds	Short-term debt	Private finance
EWEB								
O&M	X							
Rehabilitation	X		X			X	X	
Expansion	X		X			X	X	X
SUB								
O&M	X							
Rehabilitation	X		X					
Expansion	X		X					X
Rainbow								
O&M	X							
Rehabilitation	X							
Expansion	X							X

Wastewater

City of Eugene								
O&M	X							
Rehabilitation	X		X		X		X	
Expansion	X	X	X	X	X	X	X	X
City of Springfield								
O&M	X							
Rehabilitation	X		X				X	
Expansion	X	X	X	X	X	X	X	X
MWMC								
O&M	X							
Rehabilitation	X		X					
Expansion	X		X	X				

Stormwater

City of Eugene								
O&M	X							
Rehabilitation	X		X				X	
Expansion	X		X					X
City of Springfield								
O&M	X							
Rehabilitation	X		X		X	X	X	
Expansion	X	X	X	X	X	X	X	X
Lane County								
O&M								
Rehabilitation					X			
Expansion					X			

- ***Wastewater:*** There may be isolated areas where a major change in density would create a capacity problem. A capacity problem may also be a result of the age of the system and infiltration. In addition to ongoing system rehabilitation, there may be areas where *helper* pipes will be necessary.

Aging Systems

The cost implications of an aging wastewater infrastructure system are being addressed on a regional basis. The cities of Eugene and Springfield, and the MWMC, are reviewing the implications of an aging wastewater collection system on both the capacity of the treatment plant, and the financial resources of the community. There could be significant cost implications to rehabilitating the collection system, including the private costs of system-wide repair of the piping on individual lots.

Endangered Species

The listing of spring chinook salmon and steelhead as threatened species will result in stricter water quality regulations, potentially increasing water, wastewater, and stormwater infrastructure costs.

Citizen Tax Initiatives

The current climate of citizen resistance to tax and fee increases could affect further the ability to pass bond levies, and other revenue generating initiatives. Measure 50, for instance, restricts the ability of governments to pass property tax measures until general elections or elections receiving a 50 percent turnout. Other measures that restrict government's ability to raise fees or taxes have been circulated as initiative petitions recently and may be placed on the ballot at a future election.

National Pollutant Discharge Elimination System: Springfield and Lane County

Springfield and Lane County will need to meet the federal Clean Water Act and EPA's National Pollutant Discharge Elimination System (NPDES) requirements related to the discharge of stormwater pollutants within the next few years. This will increase the revenue requirements for all aspects of the stormwater system. The experience of the City of Eugene indicates that costs could increase by as much as 60 percent.

Shifting Responsibility of Development Costs

Jurisdictions are increasingly shifting the cost of development to those that directly benefit from the new infrastructure.

Alternative Financing Strategies

Service providers are considering alternative ways of financing infrastructure. The following summarizes possible alternative financing strategies:

- **Tax increment financing:** Urban Renewal Districts could be phased in to areas targeted for infrastructure improvements. As development occurs, and the taxes increase, the difference could be used to fund the needed improvements and the district could shift to a new geographic area.
- **Impact credit banks:** Impact credit banks internalize the cost of mitigating impacts by creating a bank of impact credits that can be bought and sold. The banking concept also can be used to attain/maintain a predetermined level of resource quality by limiting the total number of credits (i.e., each credit would equal a particular amount of pollution, and the total amount of credits would equal the total allowable pollution or impact).
- **Expansion of SDC usage:** In some cases, SDCs are not being used to their fullest potential. For example, the City of Eugene is exploring ways that SDCs could be used to fund stormwater *quality* projects. Although legally defensible, there are no jurisdictions in the area using SDCs to fund this component of the stormwater system. Eugene is also in the process of reviewing all SDCs to determine whether full cost recovery goals are being met.
- **Private financing:** There are many ways private sources can participate in supporting public infrastructure. Developers commonly pay for a portion of the infrastructure needed for their development, whether on- or off-site. Property owners pay for many of the on-site improvements to the infrastructure system, including opting to make on-site stormwater improvements.
- **Real estate transfer tax:** The tax is based on the sales value of residential, commercial, and industrial property. The tax generates funds primarily from new development.
- **Basin-specific financing:** Basin-specific financing focuses the responsibility for the cost of the system on a user group within a defined geographic area—in this case a drainage basin.

VI. Amendments to the Plan

This chapter describes the method to be used in the event it becomes necessary or appropriate to modify the text, tables or the maps contained in the Public Facilities and Services Plan ("the Plan").

Flexibility of the Plan

Certain public facility project descriptions, location or service area designations will necessarily change as a result of subsequent design studies, capital improvement programs, environmental impact studies and changes in potential sources of funding. The Plan is not designed to either prohibit projects not included in the plan for which unanticipated funding has been obtained, preclude project specification and location decisions made according to the National Environmental Policy Act, or subject administrative and technical changes to the plan to post-acknowledgement review or review by the Lane Use Board of Appeals.

For the purposes of this Plan, two types of modifications are identified.

A. Modifications requiring amendment of the Plan.
The following modifications require amendment of the Plan:

1. Amendments, which include those modifications or changes (as represented by Table 16a) to the location or provider of public facility projects which significantly impact a public facility project identified in the comprehensive plan, and which do not qualify as administrative or technical and environmental changes, as defined below. Amendments are subject to the administrative procedures and review and appeal procedures applicable to land use decisions.
2. Adoption of capital improvement program project lists by any service provider do not require modification of this Plan unless the requirements of subparagraph 1 above are met.

B. Modifications permitted without amendment of the Plan.
The following modifications do not require amendment of this Plan:

1. Administrative changes are those modifications to a public facility project which are minor in nature and do not significantly impact the project's general description, location, sizing, capacity or other general characteristic of the project.
2. Technical and environmental changes are those modifications to a public facility project which are made pursuant to "final engineering" on a project or those which result from the findings of an Environmental Assessment or Environmental Impact Statement conducted under regulations implementing the procedural provisions of the National Environmental Policy Act of 1969 or any federal or

state agency project development regulations consistent with that Act and its regulations.

Process for making Changes

A. Administrative and Technical or Environmental Changes. Any jurisdiction may make an administrative or technical and environmental change, as define herein, by forwarding to each jurisdiction covered by this Plan, and to the Lane Council of Governments a copy of the resolution or other final action of the governing board of the jurisdiction authorizing the change.

B. Amendments

For purposes of processing amendments, as defined herein, such amendments are divided into two classes.

a. Type I Amendments include amendments to the text of the Plan, or to a list, location or provider of public facility projects which significantly impact a public facility project identified herein, which project serves more than one jurisdiction.
b. Type II amendments include amendments to a list, location or provider of public facility projects which significantly impact a public facility project identified herein, which project serves only the jurisdiction proposing the amendment.

C. Processing Amendments

Any of the adopting agencies (Lane County, Eugene, or Springfield) may initiate an amendment to this plan at any time on their own motion or on behalf of a citizen.

a. Type I amendments shall be forwarded to the planning commissions of the respective agencies and, following their recommendation, shall be considered by the governing boards of all agencies. If a Type I amendment is not adopted by all agencies, the amendment shall be referred to MPC for conflict resolution. Subsequent failure by agencies to adopt an MPC-negotiated proposal shall defeat the proposed amendment. If an amendment is adopted, all agencies shall adopt substantively identical ordinances.
b. Type II amendments shall be forwarded to the Planning Commission of the initiating agency and, following their recommendation, shall be considered by the governing board of the initiating agency.

Appendix A

1987 *Metro Plan* Chapter III-G. Public Utilities, Services, and Facilities Element

G. Public Utilities, Services, and Facilities Element

This element considers the provision of water, sewer, power, education, public safety, and other programs the Eugene-Springfield metropolitan area needs to function properly. For the most part, these utilities, services, and facilities are provided or supervised by public or quasi-public agencies, but they can also include other necessary community services of a private nature, such as churches, private schools, and hospitals. In rural areas, users of facilities and services are widespread, often leading to an inadequate revenue base to support a higher level of service. Outside the urban growth boundary, little or no development is expected to occur as compared to areas within the urban growth boundary.

As the metropolitan area grows in population and area, the demand for these services will increase substantially, requiring careful and coordinated planning and management. The public's investment in and scheduling of these public facilities and programs should be viewed as one of the major means of implementing the General Plan.

The urban service area concept discussed in Chapter II, "Fundamental Principles," is an important part of this element. It is intended that development in the metropolitan area will require at least the minimum level of key urban service at the time development is completed. It is further intended that concerted efforts will be made to ultimately provide the full range of key urban service to these areas. This element is also intended to provide the public and private sectors with policies for developmental and program decision making regarding urban services. For example, development should be coordinated with the planning, financing, and construction of key urban services. This will result in public and private financial savings and efficient use of utilities, services, and facilities.

Key urban services are provided in the metropolitan area by a number of governmental agencies, service districts, public and quasi-public utilities and cooperative agreements. Lane County is responsible for a number of key urban services in the metropolitan area that are also provided countywide. These include health and social services, solid waste management, tax collection, and the courts system. Eugene and Springfield provide key urban services to the cities, such as libraries, fire protection, improved streets, police protection, emergency medical services, and storm sewers. Public and quasi-public utilities provide other key urban services, such as water and telephone. Special service districts are also responsible, in some cases, for such services as water and for others, such as schools and bus service. Finally, under cooperatively established agreements between Lane County, Eugene, and Springfield, other key urban services are provided. An example of this is the Regional Wastewater Program, which is administered by the Metropolitan Wastewater Management Commission. It is important to recognize the responsibility, function, and extent of these different providers of key urban services and to provide guidelines for the proper operation, improvement, and expansion of key urban services in line with the compact urban growth form and urban service area concept of the General Plan.

In planning for provision of key urban services, it is useful to keep in mind the distinction between the "current urban service area," where a minimum level of urban services is available or will be within the near future, and the "projected urban service area," which is the estimated area within which services will be needed to provide for development needs over the long term. It is necessary to provide key urban services in a sequential manner that recognizes the difference between the current and projected urban service areas.

In planning and programming for public utilities, services, and facilities, present and near future needs of the metropolitan area should be met in a coordinated manner, recognizing the long-term, ultimate needs and service area. This metropolitan-wide cooperation is reflected in the State-mandated Public Facilities Plan. Major public facilities from the Public Facilities Plan are incorporated as Plan policy in Appendix A. Generally, construction of projects is based upon the phasing portion of the Public Facilities Plan, but actual decisions on timing and financing are controlled solely by the capital improvements programming and budget processes of individual jurisdictions.

Amendments to either the project lists or maps in Appendix A are amendments to this Plan and require simultaneous amendments to this Plan and to affected functional plans. Changes to the phasing, cost estimates, and project justification will be made from time to time in conjunction with the semiannual amendment and update processes; those changes can be made through the budgeting and capital improvement processes, and do not necessitate amendments to TransPlan or the Metropolitan Plan. Because the Public Facilities Plan Technical Report is a background document and all public policy aspects are incorporated directly into the Metropolitan Plan, changes to the Public Facilities Plan Technical Report can occur at a later time during semi-annual amendment and update processes.

Findings

1. Urban expansion accomplished through in-filling within and adjacent to existing development inside the current urban service area and in an orderly, unscattered fashion permits new development to utilize existing utilities, services, and facilities or those which can be easily extended, thus minimizing the public cost of premature service extension.

2. Urban services are provided to the metropolitan area by Eugene, Springfield, Lane County, public and quasi-public utilities, special service districts, and by joint cooperative agreements.

3. In a few instances there is overlap in public services, utilities, and facilities, or illogical service boundaries, that prevents the most economical distribution of those utilities, services, and facilities.

4. Portions of the urban area lack certain key urban services.

5. The cost of providing even basic key services, utilities, and facilities to existing and future development in the metropolitan area is significant.

6. The Sewage Master Plan has been replaced by the Metropolitan Wastewater Management Program and the adopted Eugene-Springfield Metropolitan Area Waste Treatment Management Alternatives Report (208 "Facilities" Plan). The Water Master Plan was never adopted on a metropolitan-wide basis, even though the water utilities use it as a basic planning resource.

7. When key urban services, such as water, are provided to areas outside the projected urban service area, increased pressure for urban development in rural areas occurs.

8. The population projections in the Eugene-Springfield Metropolitan Area Waste Treatment Management Alternatives Report (208 "Facilities" Plan) are compatible with those for the metropolitan area.

9. Large institutional uses, such as universities and hospitals, present complex planning problems for the metropolitan area due to their location, facility expansion plans, and continuing housing and parking problems.

10. Due to the increase of childbearing persons as a percent of the total population and the leveling off from a downward trend of fertility rates, overall metropolitan school enrollments are projected to increase both in terms of total number and in the rate of growth through the rest of this century. However, projected school enrollment increases will not be evenly distributed among the three metropolitan school districts. The Eugene district will probably continue to decline into the early 1980's before beginning to increase; Springfield, Bethel, and private schools will likely follow the overall metropolitan trend.

11. Growth patterns do not always respect school district boundaries. For example, natural cycles of growth and neighborhood maturation result in uneven geographic growth patterns in the metropolitan area, which cause a disparity between the location of some schools and school children. This results in some fringe area schools exceeding capacity, while some central city schools are under capacity.

12. Adjustments to attendance area boundaries, double shifting, additions to existing facilities, use of portable classrooms, and busing are being used by metropolitan area school districts to maximize the use of present facilities and delay new school construction.

13. Elementary and community schools represent important features to residential neighborhoods, and a lack of such facilities can reduce the livability of an area in terms of neighborhood needs.

14. Residents of central city neighborhoods have identified the presence of elementary and community school facilities as important contributors to the stability of their neighborhoods and to the ability of neighborhoods to attract a range of families and households, including families with school age children.

15. There are no significant increases anticipated in either the overall enrollment or work force at the University of Oregon. New facilities are planned to meet the needs of the various departments and not to create additional capacity.

16. Lane Community College plans no new facilities on the main campus beyond those included in the School Master Plan. Increased enrollment will be accommodated through expansion of off-campus programs.

17. Within rural areas, land uses consist of: 1) those which are primarily intended for resource management, and 2) those where development has occurred and are committed to rural development as established through the exceptions process.

18. State law requires development of a Public Facilities Plan to coordinate implementation of planned water, sanitary sewer, storm sewer and transportation projects.

Goal

Provide and maintain public utilities, services, and facilities in an orderly and efficient manner.

Objectives

1. Furnish guidelines for public facility programming and decision making that will result in lower public and private expenditures.

2. Provide public utilities, services, and facilities to serve existing development and closely coordinate them with the land use elements of the General Plan as a means of encouraging orderly and sequential growth.

3. Reduce and, if possible, eliminate the problems created by overlapping service areas and/or illogical service boundaries.

4. Optimize the utilization of existing facilities.

5. Generally reduce public subsidy for utilities and facilities in new development.

6. Provide at least the minimum level of key urban services to all urban development within the metropolitan area.

7. Except for rural fire protection districts and standard rural electrification systems, discourage extension or expansion of single services, utilities, or facilities to outlying areas.

8. Strive for continued cooperation between major institutions, such as universities and hospitals, and local planning agencies.

Policies

1. In general, the amount of public subsidy for public utilities, services, and facilities, including schools in new development, shall be reduced. This does not preclude subsidy, where a development will fulfill goals and recommendations of the Plan determined by the local jurisdiction to be of particular importance or concern.

2. Sewer and water service shall not be extended beyond the urban growth boundary except to:

   a. The Mahlon Sweet Field Airport and the Regional Wastewater Sludge Management Facility, both public facilities service the entire metropolitan area.

   b. An existing development outside the urban growth boundary when it has been determined that it poses an immediate threat of public health or safety to the citizens of the metropolitan area that can only be remedied by extension of the service.

   In addition, the cities may require annexation as a prerequisite to extending these services in any instance.

3. A system of user charges for public services, utilities, and facilities to cover operation costs and the improvement or replacement of obsolete facilities shall continue to be implemented, where appropriate.

4. In those portions of the urban service area where the full range of key urban services is not available, metropolitan area capital improvement programming (planning, programming, and budgeting for service extension in an orderly and efficient manner) shall be developed and maintained. Such a coordinated capital improvements pro-tram shall address geographic phasing.

5. Efforts shall be made to reduce the number of unnecessary special service districts and to revise confusing or illogical service boundaries, including those that result in a

duplication of effort or overlap of service. When possible, these efforts shall be pursued in cooperation with Springfield and Eugene.

6. In addition to physical, economic, energy, and social considerations, timing and location of urban development within metropolitan area shall be based upon the current or imminent availability of a minimum level of key urban services.

7. Facility and program planning in the metropolitan area shall use the General Plan as a basis for decisions to ensure that the needs of the metropolitan area are met in an orderly and efficient manner.

8. Efforts shall be made to mitigate the impact of residential growth on the metropolitan area's schools. Cities shall encourage a mix of dwelling unit types and phasing of single-family residential construction. School districts shall continue to meet peak school child enrollment demand through a variety of means, thus possibly reducing or postponing the need for new, permanent school facilities.

9. Major institutions, such as universities and hospitals, shall continue joint planning coordination with local planning agencies.

10. Support financial and other efforts to provide elementary and community schools in central city areas in order to maintain and increase the attractiveness and stability of those areas for residential purposes.

11. The school districts shall address the possibility of adjusting boundaries where they do not reflect the boundary between Eugene and Springfield or where a single, otherwise internally cohesive, area is divided into more than one school district.

12. Encourage the use of water treatment, solid waste, and sewage disposal systems that are energy efficient and environmentally sound.

13. The utilities responsible for provision and delivery of water to metropolitan area users shall examine the need for a metropolitan-wide water master program, recognizing that a metropolitan-wide system will require establishing standards, as well as coordinated source and delivery systems.

14. Special agencies and districts operating in the metropolitan area, and Springfield, Eugene, and Lane County shall provide one another the opportunity to review and comment on proposed public facilities, plans, programs, and public improvement projects or changes thereto that may affect one another's area of responsibility.

15. Industries that make significant use of the resources recovered from the Glenwood solid waste transfer facility should be encouraged to locate in that vicinity.

16. Level of services for rural designations:

    a. Agriculture, Forest Land, Sand and Gravel, and Parks and Open Space. No minimum level of service is established.

    b. Rural Residential, Rural Commercial, Rural Industrial, and Government and Education. On-site sewage disposal, individual water systems, rural level of fire and police protection, electric and communication service, schools, and reasonable access to solid waste disposal facility.

17. In the planning for water main extensions within the urban growth boundary, communications with fire districts, through the referral process, shall occur to ensure that extensions include adequate consideration of fire hydrant needs.

18. The water, sanitary and storm sewer sections of the Metropolitan Public Facilities Plan shall serve as the basis for guiding water, sanitary and storm sewer improvements in the metropolitan region.

19. Additions to or deletions from the project list or significant change to project location requires amending the Public Facilities Plan.

20. Changes to Public Facilities Plan project phasing schedules or anticipated costs and financing shall be made in accordance with budgeting and capital improvement program procedures of the affected jurisdiction(s).

21. Project timing and financing modifications do not require amendment of the Public Facilities Plan. Modifications should be reflected in the Public Facilities Plan at the next regularly scheduled update.

22. Both timing and financing provisions for public facilities are not considered land use decisions, and therefore, cannot be the basis of appeal in accordance with State law.

23. Prior to the completion of the next Plan Update, the Lane County Solid Waste Management Plan shall be revised to reflect the requirements of the Recycling Opportunity Act and changes to the inventory of solid waste sources and sites.

Appendix B

Existing Federal, State, and Local Policy Framework

This appendix discusses the context in which local policies guiding the provision of public facilities and services have been developed. This includes a discussion of relevant federal and state laws, administrative rules, and local policies and intergovernmental agreements. This Chapter presents existing policy and does not reflect the policy changes proposed in Chapter II.

Policy Context

Metro Plan public facilities and services policies are developed within the context of local and state growth management policies. At the same time, natural systems are playing an increasing role in the provision of stormwater services, and water quality protection has become a policy objective for surface water and groundwater systems. Recent federal and state legislation mandates that local facility planning protect water quality and significant natural resources.

In Oregon, cities manage growth to preserve valuable resource lands, to prevent urban sprawl, and to provide for the efficient delivery of public services. Compact urban growth achieves these objectives. The delivery of public services and facilities is a key component of processes used by Oregon cities to manage growth.

Metro Plan refinement and functional plans and other local policies, such as Eugene's Growth Management Policies, provide policy direction for the provision of public services and facilities. The public facilities plan is a refinement plan of the *Metro Plan*, *TransPlan,* and the *Airport Master Plan* are functional plans of the *Metro Plan*. These plans, along with neighborhood refinement plans and other local goals and policies, refine the broad policy direction in the *Metro Plan.* These policies are implemented through city codes, procedures and capital improvement programming.

In addition to existing local policies, policies proposed in studies and plans now underway or recently adopted may have impacts on planning for public facilities and services. These include the update of *TransPlan*, the *Metropolitan Residential Land and Housing Study,* and other work tasks in the *Periodic Review Work Program.*

In Eugene-Springfield, this policy context is reflected in *Metro Plan* policies guiding the following activities.

- Planning and Coordination
- Services to Development Within the UGB
- Services to Areas Outside the UGB
- Locating and Managing Public Facilities Outside the UGB
- Financing

Planning and Coordination

State Law

State law requires urban service providers to enter into coordination agreements for wastewater; water; fire protection; parks, open space, recreation; and streets, roads, and mass transit (ORS 195.020-195.085, 1993). The law defines two types of coordination agreements: cooperative and urban service agreements. Cooperative agreements are required between the county, the city, and *special service districts* that provide an urban service inside UGBs. These agreements describe the terms for communication and cooperation in comprehensive planning and amendments to land use regulations regarding the provision of urban services; establish the roles and responsibilities of each party to the agreement with respect to city or county approval of new development, water sources, capital facilities, and real property, including rights of way and easements; and specify the units of local government that shall be parties to an urban service agreement.

Urban service agreements are among service providers and they specify who will provide the service in the future; the future service area for each provider; the functional role of each provider in future service provision; responsibilities for coordinating the service with other services and for planning, constructing, and maintaining facilities; and the terms of necessary transitions in provision of urban services, ownership of facilities, annexation of service territory, transfer of moneys or certain project responsibilities, and merger of service providers.

State law also requires coordination of population forecasts: "The coordinating body under ORS 195.025(1) shall establish and maintain a population forecast for the entire area within its boundary for use in maintaining and updating comprehensive plans, and shall coordinate the forecast with the local governments within its boundary." (ORS 195.036, 1995) LCOG has been delegated responsibility as the coordinating body in Lane County.

Lane County Local Government Boundary Commission

Boundary changes to *special service districts* are governed by ORS 199. In addition to annexations, withdrawals, or transfers of territory, the Lane County Local Government Boundary Commission (Boundary Commission) has responsibility for forming, merging, consolidating, or dissolving *special service districts*. *Special service districts* can extend services outside their boundaries or add a new function only with Boundary Commission approval (ORS 199.464).

Local Agreements

Public service providers can enter into intergovernmental agreements to address interim service provision to territory within the urban growth boundary; and some agreements, above, are required by state law. As part of a Transportation and Growth Management (TGM) Program grant in 1994, coordination agreements were adopted for all urban services in Springfield's portion of the UGB.

State law and local policies encourage the efficient delivery of public services and facilities and economies of scale through the establishment of policies and agreements. The primary objectives of these policies and agreements is to discourage fragmentation and duplication of service providers within the UGB and to spell out the terms of transition in service.

In 1986, the cities and Lane County entered into Urban Transition Agreement, transferring certain building and land use responsibilities within the urbanizable portion of the UGB to the cities. In 1987, urban transition agreements for streets and roads were adopted by Springfield, Eugene, and Lane County. These agreements transferred jurisdiction, from the county to the cities, of some county roads inside the cities; and provide that transfer of jurisdiction continues as county roads are annexed to a city.

Metro Plan

The *Metro Plan* provides policy direction that encourages merging and consolidating fringe *special service districts* and ultimately dissolving *special service districts* within the UGB (*Metro Plan,* policies #17 and #18, page II-B-6).

Annexations to existing *special service districts* may be considered if annexation to a city is not possible because the minimum level of urban services cannot be provided in a timely manner (*Metro Plan,* policies #19 and #20, page II-B-7). Annexation agreements between the property owner and the city must be obtained prior to annexation to an existing special district, except for annexations to rural fire protection districts (*Metro Plan,* policy #19, page II-B-6).

School districts within the UGB are encouraged to address the possibility of adjusting boundaries where they do not reflect the boundary between Eugene and Springfield or where a single, otherwise internally cohesive, area is divided into more than one school district (*Metro Plan* policy #11, page III-G-6).

Services to Development Within the UGB

Statewide Planning Goal 14

Oregon's statewide planning law requires cities to establish UGBs that will accommodate the land use needs of the projected 20-year population. In Eugene and Springfield, the UGB was established through the development and acknowledgement of the *Metro Plan*. The UGB was established, in large part, based on existing facility capacities, ability to extend services logically, and relative costs of serving alternative potential growth regions. The *Metro Plan* requires that an urban level of development occur inside a city and allows development within the urbanizable UGB area under certain circumstances with urban services.

Goal 14, Urbanization, governs how and under what conditions UGBs can be amended. This goal is “to provide for an orderly and efficient transition from rural to urban land uses” and it

requires all cities to estimate future growth and needs for land and to plan and zone enough land to meet those needs. It calls for each city to establish an "urban growth boundary" to "identify and separate urbanizable land from rural land." It lists four criteria to be applied when undeveloped land within a UGB is to be converted to urban uses, one of which is consideration of "orderly, economic provision for public facilities and services." Amendments to this Goal are currently being considered by the Land Conservation and Development Commission (LCDC).

In order to expand the UGB, it must be demonstrated to the LCDC that the expansion meets the following criteria: (a) there is a demonstrated need for the development; (b) there are no suitable sites within the existing UGB on which the development can occur; (c) urban services can be provided; and (d) the proposed amendment is consistent with the Statewide Land Use Goals and Guidelines. In Eugene-Springfield, the local process used to amend the UGB is contained in the Plan amendment process outlined in the *Metro Plan*.

Statewide Planning Goal 11

The draft *Eugene-Springfield Metropolitan Area Public Facilities and Services Plan* is proposed for compliance with Statewide Planning Goal 11, "to plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development." Goal 11 and Oregon Administrative Rules (OAR Chapter 660, Division 11), spell out the legal framework for public facility planning in Oregon.

Goal 11 and administrative rules require cities with a population over 2,500 to adopt a public facilities plan for areas within a UGB. The public facilities plan must describe the water, wastewater, stormwater, and transportation facilities that are to support the land uses designated in the comprehensive plan within the UGB.

The public facilities plan must also provide for solid waste disposal sites, including sites for inert waste (Goal 11).

The public facilities plan must be adopted locally as a support document to the *Metro Plan.* The following components of the public facilities plan are also adopted as part of the *Metro Plan*:

1. Project titles, which may exclude descriptions and specifications;
2. Map or written description of the projects' locations or service areas; and,
3. Comprehensive plan policies or agreement.

The plan must describe the water, wastewater, and stormwater facilities necessary to support the land uses designated in the comprehensive plan within the urban growth boundary. The public facility systems are:

1. Water: water sources and the treatment, storage, pumping, and primary distribution systems;
2. Wastewater: treatment facilities and primary collection systems;

3. Stormwater: major drainageways (major trunk lines, streams, ditches, pump stations, and retention basins) and outfall locations; and,
4. Transportation: Statewide Planning Goal 12, Transportation Planning, and associated OAR provide that Transportation System Plans adopted pursuant to Goal 12 requirements fulfill the requirements for public facilities planning under Goal 11 (OAR 66-12-000).

OAR 660-11-010 directs that public facilities plans contain inventories, projects, and policies, as described below.

1. Inventory

   An inventory and general assessment of the condition of all the public facility systems serving land in the urban growth boundary, including: the mapped location of the facility or service area; facility capacity or size; and general assessment of condition of the facility (e.g., very good, good, fair, poor, very poor).

2. Projects

   List of significant projects needed to serve land in the urban growth boundary, including: project specifications as necessary; a description of each project in terms of the type of facility, service area, and facility capacity; rough cost estimates of each project; a map or written description of each project's location or service area; an estimate of when each project will be needed; and a discussion of the provider's existing funding mechanisms. Projects that will serve future development in the UGB should be identified as occurring in either the short term (five years or less) or long term (six years or more). Short-term projects must identify an approximate year for development.

3. Policies

   Policies or an urban growth management agreement designating the provider of each public facility system, or if more than one provider, the providers of each project.

Public facilities plans must be adopted locally as a support document to the comprehensive plan. The following components of the public facilities plan are adopted as part of the comprehensive plan:

1. Project titles, which may exclude descriptions and specifications;
2. Map or written description of the projects' locations or service areas; and
3. Comprehensive plan policies or agreement.

OAR 660-11-005 states that "project timing and financing provisions of public facility plans shall not be considered land use decisions as specified under ORS 197.015(10)." Project timing and financing provisions in the public facilities plan are not adopted as part of comprehensive plans.

OAR 660-11-045(2) anticipates that circumstances may change over time that may alter the project descriptions or location and, therefore, the public facilities plan does not: prohibit projects not included for which unanticipated funding has been obtained; preclude project specification and location decisions made according to National Environmental Policy Act (NEPA); or require formal adoption processes for administrative or technical changes to the public facilities plan. The rule defines administrative changes as those modifications to a public facility project which are minor in nature and do not significantly impact the project's general description, location, sizing, capacity, or other general characteristic of the project. Technical changes include those modifications to a public facility project that are made pursuant to "final engineering" on a project or those that result from the findings of an Environmental Assessment or Environmental Impact Statement (EIS), conducted under regulations implementing the procedural provisions of the NEPA, or any federal or State of Oregon agency project development regulations consistent with that Act and its regulations.

Lane County Local Government Boundary Commission

The Lane County Local Government Boundary Commission (Boundary Commission) has the statutory authority to review and take action on a variety of boundary changes, including annexations to a city. Boundary changes are governed by the provisions of ORS 199, the boundary commission statute. Boundary Commission review and approval are required for extraterritorial extension (i.e., extension outside city limits) of all water lines, any gravity wastewater line eight inches or larger and all force lines, regardless of size. Boundary Commission policies support annexation to cities as the method by which urban services are provided to new development within a UGB. The Boundary Commission must act consistently with local comprehensive plans.

Metro Plan

In accordance with the *Metro Plan*, the extension of water and wastewater service outside the city within the UGB can be allowed only when annexation to a city is not possible and annexation consents are obtained from the affected property owners (*Metro Plan* policy #21, page II-B-7). The exception to this policy in the *Metro Plan* is the extension of wastewater service to developed properties outside the city within the UGB in the River Road/Santa Clara area, consistent with the *Metro Plan* objective to eliminate groundwater pollution from individual septic tank disposal systems in this area (*Metro Plan*, policy #4, page II-D-7).

In order to assure compact urban growth, the *Metro Plan* requires that all land divisions under ten acres outside the city be part of a conceptual development plan that demonstrates ultimate development will occur at urban densities (*Metro Plan,* policies #25, page II-B-7 and #26, page II-B-8). The county UF-10 and UL subdistricts apply to property in the urbanizable area to prevent it from being subdivided prior to annexation. It is the cities' current practice to approve new subdivisions only after annexation to the city.

The *Metro Plan* is based on the premise that Eugene and Springfield, the two existing cities, are the logical providers of services accommodating urban levels of development within the UGB (*Metro Plan*, Plan Principle #6, page II-1). The *Metro Plan* identifies the cities of Eugene and Springfield and their respective utility branches, Eugene Water & Electric Board (EWEB) and Springfield Utility Board (SUB), as the water and electrical providers within the UGB (*Metro Plan*, policy #16, page II-B-6). State law passed in 1987 provides that "nothing contained in any public facility or comprehensive plan of any city shall confer any right on a city to provide electric utility service in or to the annexed territory." (ORS 221.475, 1987)

When an annexation to a city is approved, upon the effective date, the annexed area is automatically annexed to the Lane County Metropolitan Wastewater Service District and the Willamalane Park and Recreation District (in Springfield), if the territory is not already within this district (ORS 199.510).[15] When annexed territory lies within a rural fire protection district, it is withdrawn automatically from that district upon the effective date of the annexation (ORS 199.510). When annexed territory is within a water district, it is withdrawn from the district by the city in accordance with provisions in ORS 222 after the effective date of the annexation (ORS 199.510).

The *Metro Plan* provides that annexation to a city is the highest priority method by which new urban services will be provided to territory within the UGB (*Metro Plan,* policy #20, page II-B-7). When the minimum level of urban services can be provided by a city, the property to be served must be annexed (*Metro Plan* policy #7, page II-B-4). Only when the minimum level of services cannot be provided by the city in a timely manner can other alternatives be considered, such as extension of water and wastewater services outside of the city or annexation to an existing special district (*Metro Plan* policy #19, page II-B-6; and policy #20 and #21, page II-B-7).

The minimum level of key urban facilities and services in the *Metro Plan* are: wastewater service, solid waste management, water service, fire and emergency medical services, police protection, parks and recreation programs, electric service, land use controls, communication facilities, and public schools on a district-wide basis. Paved streets with adequate provision for stormwater runoff and pedestrian travel, meeting applicable local policies, are important, particularly in new developments and along existing streets heavily used by pedestrians. (*Metro Plan* policy #7, page II-B-4).

In accordance with the *Metro Plan*, water or wastewater lines can be extended to contiguous annexed property prior to the annexation effective date when no portion of the line extends outside the city or the annexation area. The city may request boundary commission approval to extend a water or wastewater line to serve noncontiguous annexed property; but, when any portion of a line will run through unincorporated territory to serve contiguous or noncontiguous property, the city must demonstrate that the extension will not result in hook-ups outside the city or lead to premature development prior to annexation.

[15] Oregon law was amended in 1989 to allow concurrent annexation to the park district.

Land annexed to a city may be contiguous to the city or, if noncontiguous, must meet the following criteria (*Metro Plan* policy #11, page II-B-5):

1. The area to be annexed will be provided an urban service(s) which is (are) desired immediately by residents/property owners.

2. The area to be annexed can be served (with minimum level of services as directed in the *Metro Plan*) in a timely and cost-efficient manner and is a logical extension of the city's service delivery system.

3. The annexation proposal is accompanied by support within the area proposed for annexation from the owners of at least half the land area in the affected territory.

Local Infill and Redevelopment Policies

The *Metro Plan* contains policy direction throughout to encourage higher residential densities and to use existing vacant land and under-used land within the existing UGB more efficiently. This direction is supplemented by policies to encourage in-fill, mixed use, and redevelopment, and improved building and site design, among others.

The Eugene Growth Management Policies were adopted by the Eugene City Council in 1998 and guide capital improvement programming in that city. The policies require that:

> *Development shall be required to pay the full cost of extending infrastructure and services, except that the city will examine ways to subsidize the costs of providing infrastructure or offer other incentives that support high-density, in-fill, mixed use, and redevelopment.* (Policy #14).
>
> *Target publicly-financed infrastructure extensions to support development for higher densities, in-fill, mixed uses, and nodal development.* (Policy #15)

The draft *TransPlan* encourages nodal development, the concentration of higher density housing in close proximity to employment and commercial centers.

Natural Resources and Stormwater

Federal Law Affecting Natural Resources

Recent federal laws and policies reflect a changing philosophy in regards to water quality, habitat protection, and stormwater management. These laws are requiring state and local governments to plan for stormwater facilities in a way that meets the needs of the community in the future. In general, federal regulations require local plans that: 1) reduce nonpoint source pollution; 2) prevent illicit discharges into stormwater systems; 3) implement water quality improvements through use of best available technology and best management practices (BMPs);

4) provide for new and innovative methods of flood control through development restrictions; and, 5) increase integration between stormwater facility planning and land use planning.

The 1987 re-authorization of the *Clean Water Act* (CWA) required, for the first time, local communities to reduce the discharge of pollution into storm drainage systems and the waters of the United States. The goal of the CWA is to preserve and enhance water quality that protects fish, shellfish, and wildlife and provides opportunities for recreation. In Oregon, the Department of Environmental Quality (DEQ) has the authority to regulate and manage the permit system established by the CWA.

There are six *Titles* or chapters in the CWA. Title IV is the heart of the CWA, which describes the National Pollutant Discharge Elimination System (NPDES). Amendments to the CWA in 1987 established requirements for the NPDES Permit for stormwater discharges from municipal dischargers. The NPDES permit guidance contains the following guidelines: 1) prohibit discharge of anything except stormwater into the storm drainage system; 2) establish controls to reduce discharge of nonpoint source pollutants to the maximum extent possible; and, 3) set a priority action plan for the five-year term of the permit.

The *Endangered Species Act* (ESA) provides for the conservation of species that are in danger of extinction throughout all or a significant portion of their range. The ESA requires a list of endangered or threatened species to be maintained by U.S. Fish & Wildlife Service (USFWS). The process used to protect and recover these species is a fairly complicated series of steps taken between the listing agency, either National Marine Fisheries Service (NMFS) or USFWS and affected parties. Generally, the USFWS coordinates ESA activities for terrestrial and freshwater species, while NMFS is responsible for marine and anadromous species.

The listing of coho salmon and steelhead as endangered species is likely to result in stricter water quality regulations that would impact water, wastewater, and stormwater systems in the Eugene/Springfield metropolitan area.

The *Safe Drinking Water Act* is the principal federal law regulating groundwater quality. Various parts of it are managed by the following State and federal departments: Oregon Health Division, DEQ, and the Water Quality division of the Environmental Protection Agency (EPA). Regulations implementing this act are aimed at protecting the quality of water provided by drinking water systems.

Other federal policies specific to natural resource protection and stormwater planning include: the NEPA, requiring full disclosure of environmental impacts for any federal action or activities funded, licensed or approved by federal agencies; *Fish and Wildlife Coordination Act*, requiring the Army Corps of Engineers (ACOE) to coordinate with the USFWS, NMFS, and the Oregon Department of Fish and Wildlife to prevent destruction of aquatic life during waterway development and other actions; and, *Executive Order 11990 Wetland Protection* (1977), requiring federal agencies to protect wetland resources to preserve and enhance the natural and beneficial values of wetlands in carrying out their responsibilities.

State Law Affecting Natural Resources

The following Oregon Statewide Planning Goals guide protection of natural resources through the land use planning process.

- *Goal 5: Natural Resources, Scenic and Historic Areas, and Open Spaces*. To protect natural resources and to conserve scenic and historic areas and open spaces. Under Goal 5 policies and OAR 660-23-90, state and local jurisdictions must identify and protect significant riparian corridors.

- *Goal 6: Air, Water and Land Resources and Quality*. To maintain and improve the quality of the air, water, and land resources of the state.

- *Goal 15: Willamette River Greenway*: To protect, conserve, enhance, and maintain the natural, scenic, historical, agricultural, economic, and recreational qualities of lands along the Willamette River as the Willamette River Greenway.

Other Oregon policies and rules guiding water resource management and stormwater planning: The *Oregon Water Resources Department Water Plans/Rules* sets the minimum flow rates for the Willamette and McKenzie rivers. These rules control the use of rivers for recreational or commercial uses such as boating or irrigation, and regulate these uses for the purpose of maintaining water quality. The *Oregon Removal-Fill Law* requires a permit for any activity that proposes to fill, remove, drain, or alter 50 or more cubic yards of material within the bed or banks of Oregon waters; the definition of *Oregon waters* includes wetlands. These permits are administered by the Oregon Division of State Lands. The *State and Federal Surface Water Treatment Rule* requires investigations of groundwater supplies to determine if the quality of water is influenced by nearby rivers. If applicable, additional treatment is likely necessary.

ORS Chapter 468B contains water quality legislation that addresses water pollution control in Oregon. *OAR Chapter 340* contains rules that describe the role and guidelines for the state agencies that enforce many sections of the federal Clean Water Act: DEQ and the Environmental Quality Commission (EQC).

Local Natural Resource Plans and Policies

There are no existing policies or findings related to natural resources in the existing *Public Utilities, Services, and Facilities Element* because the last major update of the *Metro Plan* was in 1987, prior to federal, state, and local policy direction to address water quality objectives in local stormwater programs. For this reason, stormwater-related natural resources are addressed in other elements of the *Metro Plan,* such as the *Environmental Resources Element* and *Environmental Design Element.* Through the current planning process, new policies have been developed that address natural resource protection and aim to reduce the environmental impacts associated with stormwater runoff and facilities management.

The *Metro Plan Environmental Resources Element* contains policies pertaining to floodway regulations and development considerations on downstream impacts (*Metro Plan*, policies #1-3, page III-C-7), and provides direction for wetlands protection, and water quality and quantity programs, (*Metro Plan* policies #18-20, 22, page III-C-10). *The Willamette River Greenway, River Corridors and Waterway Element* contains policies that address acquisition and enhancement of river corridors and waterways (*Metro Plan* policy #2-3, page III-D-4). The *Environmental Design Element* contains policies regarding drainageway protection (*Metro Plan* policy #2, page III-E-3).

Refinement plans to the *Metro Plan*, such as the *West Eugene Wetlands Plan* (WEWP), and the *Willow Creek Special Area Study*, also address the issue of stormwater and support the use of management approaches that incorporate natural systems for water quality and other beneficial uses. The WEWP was adopted in 1992 by the City of Eugene and Lane County, that outlines mechanisms for balancing wetland protection with urban development. The WEWP calls for the protection of over 1,000 acres of wetlands through a multiple objectives strategy addressing flood control, drainage services, water quality treatment and natural resources. The WEWP fulfills federal CWA regulations surrounding fill activities within jurisdictional wetlands.

Much of the metropolitan area's natural resource system is also its drainage system. The *Metropolitan Natural Resources Study*, a work task in the Periodic Review, is now underway. This study guides the management of riparian areas, waterways, wetlands and uplands. Resulting policies will reflect the increasing awareness that significant natural systems in the Eugene-Springfield metropolitan area be protected for their flood control, water quality, wildlife habitat, recreation, and education values.

The federal NPDES process for nonpoint source pollution mandates that local jurisdictions craft their own planning solutions and land use regulations appropriate for specific local situations. The City of Eugene's *Comprehensive Stormwater Management Plan* (CSWMP, 1993), was developed in response to these new federal requirements. CSWMP primarily contains water quality policies that regulate surface runoff. Federal CWA requirements will soon be extended to apply to Springfield and to the urban areas of Lane County.

Existing policies and plans in the Eugene-Springfield area support water quality and quantity improvements through site planning for new construction, public education, use of natural systems, preservation of natural drainageways, and reduction of street-related run-off problems. To summarize, stormwater management policies developed through local plans:

- Establish and support a stormwater administration and management programs that include natural resource protection;
- Protect significant natural resources to serve multiple objectives, including stormwater storage and conveyance;
- Use constructed wetlands, wetland enhancement, and waterways for stormwater treatment, storage, and conveyance;
- Create and protect a connected natural stormwater system;

- Use a comprehensive wetlands mitigation program to guide planning future stormwater systems;
- Create a comprehensive stormwater monitoring and maintenance program to serve multiple stormwater management objectives; and,
- Develop a plan for financing the stormwater management program.

Services to Areas Outside the UGB

Urban Reserves

There are three areas designated Urban Reserve in the *Metro Plan* diagram. Located outside the UGB in East Thurston, Willow Creek, and north of Irvington Drive in north Eugene, all three of these areas are located within the Plan boundary of the *Metro Plan.* Territory within the Metro Plan Boundary serves as an interface between the area encompassed in the *Metro Plan* and areas subject to the *Lane County Rural Comprehensive Plan.* In order for urban reserve areas to develop at urban levels with urban services, they must be included within the UGB.

When the *Metro Plan* was adopted in 1982, the urban reserves were found to be the most economical areas outside the UGB to serve with water, wastewater, and stormwater. These areas were designated at that time to assist in the preparation of capital improvement programs that extend beyond the planning period of the *Metro Plan*.

Metro Plan policy provides that urban levels of public utilities, facilities, and services shall be designed and sized to serve urban reserve areas; and that capacity and financing plans shall be calculated to serve urban reserve lands. The *Metro Plan* assumed that these areas would develop as low-density residences at densities assumed in the Plan at that time and that they would add approximately 25,000 to 30,000 additional people beyond the projected *Metro Plan* population. The *Metro Plan* provides that development, land division, and public improvements (such as street design) in areas designated urban reserve shall be designed and regulated so as to not preclude possible subsequent development at urban densities. For the most part, these areas were designated to protect natural resource values until they were to be added to the UGB. (See *Metro Plan*, page II-E-14).

In 1992, the LCDC adopted a new administrative rule, OAR 660 Division 21, authorizing and defining urban reserves. One of the work tasks in the current Eugene-Springfield Periodic Review Work Program is to evaluate the existing urban reserves for consistency with this OAR and to revise the urban reserves as needed to comply with the rule.

Locating and Managing Facilities Outside the UGB

As part of the policy analysis for this study, state law related to the placement of urban facilities outside UGBs was reviewed and analyzed.

State law allows water, electric, and wastewater facilities that only serve land within the UGB to locate on farm or forest land, in accordance with the specifications in state law and local processes, without requiring a goal exception. The same is true for stormwater facilities on farm land. The relevant ORS and OAR sections follow this analysis.

Farm land: Needed utility facilities are allowed, including natural and constructed water and stormwater conveyance, storage and treatment facilities (including stormwater detention ponds); and electric transmission and distribution lines (although commercial facilities for the purpose of generating power for public use by sale and transmission towers over 200 feet in height must meet the standards in ORS 215.296).

Forest land: The following uses are allowed when they show compliance with OAR 660-06-025(5): reservoirs and water impoundment, water intake facilities, related treatment facilities, pumping stations, and distribution lines; new electric transmission lines with right of way widths up to 100 feet as specified in ORS 772.210, transmission towers, and utility facilities under ten acres for the purpose of generating power. Stormwater facilities on forest land do require a goal exception.

Farm or forest land: Goal 11 allows wastewater facilities[16] to be located outside UGBs, as necessary to serve land inside the UGB or to connect to components of the sewer system lawfully located on rural lands, such as outfall or treatment facilities, as long as such placement complies with ORS 215.296 (except systems located in the subsurface of public roads and highways along the public right of way).

Farm Land

ORS 215.213 Uses permitted in exclusive farm use zones in counties that adopted marginal lands system prior to 1993.

(1) In counties that have adopted marginal lands provisions under ORS 197.247 (1991 Edition), the following uses may be established in any area zoned for exclusive farm use:

(d) Utility facilities necessary for public service, except commercial facilities for the purpose of generating power for public use by sale and transmission towers over 200 feet in height.

(s) Creation of, restoration of or enhancement of wetlands.

[16] "Pipelines or conduits, pump stations, force mains, and all other structures, devices, appurtenances and facilities used for treating or disposing of sewage or for collecting or conducting sewage to an ultimate point for treatment and disposal"[(OAR 660-011-060 (1)(f)].

(2) In counties that have adopted marginal lands provisions under ORS 197.247 (1991 Edition), the following uses may be established in any area zoned for exclusive farm use subject to ORS 215.296:

(g) Commercial utility facilities for the purpose of generating power for public use by sale.
(l) transmission towers over 200 feet in height.

ORS 215.296 Standards for approval of certain uses in exclusive farm use zones; violation of standards; complaint; penalties; exceptions to standards. (1) A use allowed under ORS 215.213(2) or 215.283 (2) may be approved only where the local governing body or its designee finds that the use will not:

(a) Force a significant change in accepted farm or forest practices on surrounding lands devoted to farm or forest use; or

(b) Significantly increase the cost of accepted farm or forest practices on surrounding lands devoted to farm or forest use.

OAR 660-033-130(16)

A facility is necessary if it must be situated in an agricultural zone in order for the service to be provided.

Forest Land

OAR 660-06-025

Uses authorized in Forest Zones.

(3) The following uses may be allowed outright on forest lands:

(c) local distribution lines (e.g., electric, telephone, natural gas) and accessory equipment (e.g., electric distribution transformers, poles, meter cabinets, terminal boxes, pedestals), or equipment which provides service hookups, including water service hookups;

(i) water intake facilities, canals and distribution lines for farm irrigation and ponds;

(4) The following uses may be allowed on forest lands subject to the review standards in section (5) of this rule:

(g) television, microwave, and radio communication facilities and transmission towers;

(i) utility facilities for the purpose of generating power. A power generation facility shall not preclude more than ten acres from use as a commercial forest operation unless an exception is taken pursuant to OAR Chapter 660, Division 4;

(k) water intake facilities, related treatment facilities, pumping stations, and distribution lines;

(l) reservoirs and water impoundments;

(p) new electric transmission lines with right of way widths up to 100 feet as specified in ORS 772.210. New distribution lines (e.g., gas, oil, geothermal) with rights-of-way 50 feet or less in width;

(5) A use authorized by section (4) of this rule may be allowed provided the following requirements or their equivalent are met. These requirements are designed to make the use compatible with forest operations and agriculture and to conserve values found on forest lands:

(a) the proposed use will not force a significant change in, or significantly increase the cost of , accepted farming or forest practices on agriculture or forest lands;

(b) the proposed use will not significantly increase fire hazard or significantly increase fire suppression costs or significantly increase risks to fire suppression personnel; and

(c) a written statement recorded with the deed or written contract with the county or its equivalent is obtained from the land owner which recognizes the rights of adjacent and nearby land owners to conduct forest operations consistent with the Forest Practices Act and Rules for uses authorized in subsections (4) (e), (l) (r), (s) and (v) of this rule.

Statewide Planning Goal 11

Goal 11 and associated administrative rules were amended in 1998, in part to determine under what circumstances wastewater collection systems can locate or be extended outside urban growth boundaries.

The Goal and rules now allow components of a wastewater system that exclusively serve lands inside an urban growth boundary to be placed on lands outside the urban growth boundary, provided: 1) the local government adopts land use regulations to ensure the wastewater system shall not serve land outside urban growth boundaries or unincorporated community boundaries, except as authorized to mitigate a public health hazard; 2) the local government determines that

the system satisfies ORS 215.296(1) or (2) to protect farm and forest practices, except for systems located in the subsurface of public roads and highways along the public right of way; and, 3) that such placement is necessary to do one or more of the following:

1. serve lands inside the urban growth boundary more efficiently by traversing land outside the urban growth boundary;
2. serve land inside a nearby urban growth boundary or unincorporated community;
3. connect to components of the sewer system lawfully located on rural lands such as outfall or treatment facilities; or
4. transport leachate from a landfill on rural land to a wastewater system inside a urban growth boundary [OAR 660-011-0060(3)].

The revised administrative rules allow, but do not require, a new wastewater collection system or extension of a system to serve land outside the urban growth boundary only to mitigate a public health hazard that is caused by pre-existing development where there is no practical alternative to a wastewater system to abate the health hazard [OAR 660-011-0060(4)].

The 1998 Goal 11 rule changes also prohibit local land use regulations applicable to lands outside urban growth boundaries to allow an increase in either the allowable density or in a higher density of residential development due to the presence, establishment or extension of a water system. [OAR 660-011-0065(2)].

Boundary Commission

Boundary Commission policies do not prohibit the extension of lines outside cities, but the Boundary Commission must act consistently with adopted local comprehensive plans.

Locating Facilities Outside the UGB to Serve the Urban Area

Statewide Planning Goal 11

Goal 11 administrative rules now allow components of a wastewater system that serve lands inside a UGB to be placed on lands outside the UGB provided: 1) the local government adopts land use regulations to ensure the wastewater system shall not serve land outside UGBs or unincorporated community boundaries, except as authorized to mitigate a public health hazard; 2) the local government determines that the system satisfies ORS 215.296(1) or (2) to protect farm and forest practices, except for systems located in the subsurface of public roads and highways along the public rights-of-way; and 3) that such placement is necessary to do one or more of the following:

1. serve lands inside the UGB more efficiently by traversing land outside the UGB;
2. serve land inside a nearby UGB or unincorporated community;

3. connect to components of the wastewater system lawfully located on rural lands such as outfall or treatment facilities; or transport leachate from a landfill on rural land to a wastewater system inside a UGB [OAR 660-011-0060((3)].

Statewide Planning Goals 3 and 4

Statewide Planning Goal 3, "to preserve and maintain agricultural lands," and accompanying administrative rules restrict the land uses that can be located on Exclusive Farm Use (EFU) zoned land; and Goal 4 restricts the land uses that can be located on Forest Land. "Farm use" is defined in ORS 215.203. Goal 3 authorizes counties to allow farm uses and those non-farm uses defined by (LCDC) commission rule that will not have significant adverse effects on accepted farm or forest practices.

Locating Water, Stormwater, and Electric Facilities

- **Farm Land:** Needed utility facilities are allowed, including natural and constructed water and stormwater conveyance, storage and treatment facilities (including stormwater detention ponds); and electric transmission and distribution lines (although commercial facilities for the purpose of generating power for public use by sale and transmission towers over 200 feet in height must meet the standards in ORS 215.296).

- **Forest Land:** The following uses are allowed when they show compliance with OAR 660-006-0025(5): reservoirs and water impoundment, water intake facilities, related treatment facilities, pumping stations, and distribution lines; new electric transmission lines with right-of-way widths up to 100 feet (as specified in ORS 772.210), transmission towers, and utility facilities under ten acres for the purpose of generating power. Stormwater facilities on forest land do require a goal exception.

Locating Wastewater Facilities

- **Farm or Forest Land:** Goal 11 allows wastewater facilities to be located outside UGBs, as necessary to serve land inside the UGB or to connect to components of the wastewater system lawfully located on rural lands, such as outfall or treatment facilities, as long as such placement complies with ORS 215.296 (except systems located in the subsurface of public roads and highways along the public rights-of-way).

In conclusion, state law allows water, electric, and wastewater facilities that only serve land within the UGB to locate on farm or forest land, in accordance with the specifications and conditions named above, without requiring a goal exception. The same is true for stormwater facilities on farm land, but not on forest land, except unaltered natural systems.

Boundary Commission

Boundary Commission policies do not prohibit the location of systems or the extension of lines outside UGBs, but the Boundary Commission must act consistently with adopted local comprehensive plans.

Metro Plan

The *Metro Plan* provides that water and wastewater services cannot be extended outside the UGB by the city or any special district, except to serve the Mahlon Sweet Field Airport, the Regional Wastewater Sludge Management Facility (both of which service the entire metropolitan area) and an existing development that poses an immediate public health or safety threat to the citizens of the metropolitan area that can only be remedied by the extension of the service (*Metro Plan,* policy #2, page III-G-5).

Financing

The Capital Improvement Programs (CIPs) of the cities are adopted annually and provide direction to the city for prioritizing infrastructure development. The CIPs include projects located within the city limits, although the projects may be designed and planned to serve the urbanizing area. For a detailed discussion of existing and alternative funding, refer to the draft *Existing Conditions and Alternatives Report.*

Appendix C

Statewide Planning Goal 11
OAR Chapter 660 Division 11

The Oregon Administrative Rules contain OARs filed through July 15, 2000

LAND CONSERVATION AND DEVELOPMENT DEPARTMENT

DIVISION 11
PUBLIC FACILITIES PLANNING

660-011-0000
Purpose
The purpose of this division is to aid in achieving the requirements of Goal 11, Public Facilities and Services, OAR 660-015-0000(11), interpret Goal 11 requirements regarding public facilities and services on rural lands, and implement ORS 197.712(2)(e), which requires that a city or county shall develop and adopt a public facility plan for areas within an urban growth boundary containing a population greater than 2,500 persons. The purpose of the plan is to help assure that urban development in such urban growth boundaries is guided and supported by types and levels of urban facilities and services appropriate for the needs and requirements of the urban areas to be serviced, and that those facilities and services are provided in a timely, orderly and efficient arrangement, as required by Goal 11. The division contains definitions relating to a public facility plan, procedures and standards for developing, adopting, and amending such a plan, the date for submittal of the plan to the Commission and standards for Department review of the plan.
[ED. NOTE: The goal referred to or incorporated by reference in this rule is available from the agency.]
Stat. Auth.: ORS 183 & OAR 197
Stats. Implemented: ORS 197.712
Hist.: LCDC 4-1984, f. & ef. 10-18-84; LCDD 4-1998, f. & cert. ef. 7-28-98
660-011-0005
Definitions
(1) "Public Facilities Plan": A public facility plan is a support document or documents to a comprehensive plan. The facility plan describes the water, sewer and transportation facilities which are to support the land uses designated in the appropriate acknowledged comprehensive plans within an urban growth boundary containing a population greater than 2,500. Certain elements of the public facility plan also shall be adopted as part of the comprehensive plan, as specified in OAR 660-11-045.
(2) "Rough Cost Estimates": Rough cost estimates are approximate costs expressed in current-year (year closest to the period of public facility plan development) dollars. It is not intended that project cost estimates be as exact as is required for budgeting purposes.
(3) "Short Term": The short term is the period from year one through year five of the facility plan.
(4) "Long Term": The long term is the period from year six through the remainder of the planning period.
(5) "Public Facility": A public facility includes water, sewer, and transportation facilities, but does not include buildings, structures or equipment incidental to the direct operation of those facilities.

(6) "Public Facility Project": A public facility project is the construction or reconstruction of a water, sewer, or transportation facility within a public facility system that is funded or utilized by members of the general public.
(7) "Public Facility Systems": Public facility systems are those facilities of a particular type that combine to provide water, sewer or transportation services.
For purposes of this division, public facility systems are limited to the following:
(a) Water:
(A) Sources of water;
(B) Treatment system;
(C) Storage system;
(D) Pumping system;
(E) Primary distribution system.
(b) Sanitary sewer:
(A) Treatment facilities system;
(B) Primary collection system.
(c) Storm sewer:
(A) Major drainageways (major trunk lines, streams, ditches, pump stations and retention basins);
(B) Outfall locations.
(d) Transportation:
(A) Freeway system, if planned for in the acknowledged comprehensive plan;
(B) Arterial system;
(C) Significant collector system;
(D) Bridge system (those on the Federal Bridge Inventory);
(E) Mass transit facilities if planned for in the acknowledged comprehensive plan, including purchase of new buses if total fleet is less than 200 buses, rail lines or transit stations associated with providing transit service to major transportation corridors and park and ride station;
(F) Airport facilities as identified in the current airport master plans;
(G) Bicycle paths if planned for in the acknowledged comprehensive plan.
(8) "Land Use Decisions": In accordance with ORS 197.712(2)(e), project timing and financing provisions of public facility plans shall not be considered land use decisions as specified under ORS 197.015(10).
(9) "Urban Growth Management Agreement": In accordance with OAR 660-003-0010(2)(c), and urban growth management agreement is a written statement, agreement or set of agreements setting forth the means by which a plan for management of the unincorporated area within the urban growth boundary will be completed and by which the urban growth boundary may be modified (unless the same information is incorporated in other acknowledged documents).
(10) Other Definitions: For the purposes of this division, the definitions in ORS 197.015 shall apply except as provided for in section (8) of this rule regarding the definition in ORS 197.015(10).
Stat. Auth.: ORS 183 & ORS 197
Stats. Implemented: ORS 197.712
Hist.: LCDC 4-1984, f. & ef. 10-18-84

660-011-0010
The Public Facility Plan

(1) The public facility plan shall contain the following items:
(a) An inventory and general assessment of the condition of all the significant public facility systems which support the land uses designated in the acknowledged comprehensive plan;
(b) A list of the significant public facility projects which are to support the land uses designated in the acknowledged comprehensive plan. Public facility project descriptions or specifications of these projects as necessary;
(c) Rough cost estimates of each public facility project;
(d) A map or written description of each public facility project's general location or service area;
(e) Policy statement(s) or urban growth management agreement identifying the provider of each public facility system. If there is more than one provider with the authority to provide the system within the area covered by the public facility plan, then the provider of each project shall be designated;
(f) An estimate of when each facility project will be needed; and
(g) A discussion of the provider's existing funding mechanisms and the ability of these and possible new mechanisms to fund the development of each public facility project or system.
(2) Those public facilities to be addressed in the plan shall include, but need not be limited to those specified in OAR 660-011-0005(5). Facilities included in the public facility plan other than those included in OAR 660-011-0005(5) will not be reviewed for compliance with this rule.
(3) It is not the purpose of this division to cause duplication of or to supplant existing applicable facility plans and programs. Where all or part of an acknowledged comprehensive plan, facility master plan either of the local jurisdiction or appropriate special district, capital improvement program, regional functional plan, similar plan or any combination of such plans meets all or some of the requirements of this division, those plans, or programs may be incorporated by reference into the public facility plan required by this division. Only those referenced portions of such documents shall be considered to be a part of the public facility plan and shall be subject to the administrative procedures of this division and ORS Chapter 197.
Stat. Auth.: ORS 183 & ORS 197
Stats. Implemented: ORS 197.712
Hist.: LCDC 4-1984, f. & ef. 10-18-84

660-011-0015

Responsibility for Public Facility Plan Preparation

(1) Responsibility for the preparation, adoption and amendment of the public facility plan shall be specified within the urban growth management agreement. If the urban growth management agreement does not make provision for this responsibility, the agreement shall be amended to do so prior to the preparation of the public facility plan. In the case where an unincorporated area exists within the Portland Metropolitan Urban Growth Boundary which is not contained within the boundary of an approved urban planning area agreement with the County, the County shall be the responsible agency for preparation of the facility plan for that unincorporated area. The urban growth management agreement shall be submitted with the public facility plan as specified in OAR 660-011-0040.
(2) The jurisdiction responsible for the preparation of the public facility plan shall provide for the coordination of such preparation with the city, county, special districts and, as necessary, state and federal agencies and private providers of public facilities. The Metropolitan Service District is responsible for public facility plans coordination within the District consistent with ORS 197.190 and 268.390.

(3) Special districts, including port districts, shall assist in the development of the public facility plan for those facilities they provide. Special districts may object to that portion of the facilities plan adopted as part of the comprehensive plan during review by the Commission only if they have completed a special district agreement as specified under ORS 197.185 and 197.254(3) and (4) and participated in the development of such portion of the public facility plan.
(4) Those state agencies providing funding for or making expenditures on public facility systems shall participate in the development of the public facility plan in accordance with their state agency coordination agreement under ORS 197.180 and 197.712(2)(f).
Stat. Auth.: ORS 183 & ORS 197
Stats. Implemented: ORS 197.712
Hist.: LCDC 4-1984, f. & ef. 10-18-84

660-011-0020

Public Facility Inventory and Determination of Future Facility Projects

(1) The public facility plan shall include an inventory of significant public facility systems. Where the acknowledged comprehensive plan, background document or one or more of the plans or programs listed in OAR 660-011-0010(3) contains such an inventory, that inventory may be incorporated by reference. The inventory shall include:
(a) Mapped location of the facility or service area;
(b) Facility capacity or size; and
(c) General assessment of condition of the facility (e.g., very good, good, fair, poor, very poor).
(2) The public facility plan shall identify significant public facility projects which are to support the land uses designated in the acknowledged comprehensive plan. The public facility plan shall list the title of the project and describe each public facility project in terms of the type of facility, service area, and facility capacity.
(3) Project descriptions within the facility plan may require modifications based on subsequent environmental impact studies, design studies, facility master plans, capital improvement programs, or site availability. The public facility plan should anticipate these changes as specified in OAR 660-011-0045.
Stat. Auth.: ORS 183 & ORS 197
Stats. Implemented: ORS 197.712
Hist.: LCDC 4-1984, f. & ef. 10-18-84

660-011-0025

Timing of Required Public Facilities

(1) The public facilities plan shall include a general estimate of the timing for the planned public facility projects. This timing component of the public facilities plan can be met in several ways depending on whether the project is anticipated in the short term or long term. The timing of projects may be related directly to population growth, e.g., the expansion or new construction of water treatment facilities. Other facility projects can be related to a measure of the facility's service level being met or exceeded, e.g., a major arterial or intersection reaching a maximum vehicle-per-day standard. Development of other projects may be more long term and tied neither to specific population levels nor measures of service levels, e.g., sewer projects to correct infiltration and inflow problems. These projects can take place over a long period of time and may be tied to the availability of long-term funding. The timing of projects may also be tied to specific years.

(2) Given the different methods used to estimate the timing of public facilities, the public facility plan shall identify projects as occurring in either the short term or long term, based on those factors which are related to project development. For those projects designated for development in the short term, the public facility plan shall identify an approximate year for development. For those projects designated for development over the long term, the public facility plan shall provide a general estimate as to when the need for project development would exist, e.g., population level, service level standards, etc. Timing provisions for public facility projects shall be consistent with the acknowledged comprehensive plan's projected growth estimates. The public facility plan shall consider the relationships between facilities in providing for development.
(3) Anticipated timing provisions for public facilities are not considered land use decisions as specified in ORS 197.712(2)(e), and, therefore, cannot be the basis of appeal under ORS 197.610(1) and (2) or 197.835(4).
Stat. Auth.: ORS 183 & ORS 197
Stats. Implemented: ORS 197.712
Hist.: LCDC 4-1984, f. & ef. 10-18-84

660-011-0030

Location of Public Facility Projects

(1) The public facility plan shall identify the general location of the public facility project in specificity appropriate for the facility. Locations of projects anticipated to be carried out in the short term can be specified more precisely than the locations of projects anticipated for development in the long term.
(2) Anticipated locations for public facilities may require modifications based on subsequent environmental impact studies, design studies, facility master plans, capital improvement programs, or land availability. The public facility plan should anticipate those changes as specified in OAR 660-011-0045.
Stat. Auth.: ORS 183 & ORS 197
Stats. Implemented: ORS 197.712
Hist.: LCDC 4-1984, f. & ef. 10-18-84

660-011-0035

Determination of Rough Cost Estimates for Public Facility Projects and Local Review of Funding Mechanisms for Public Facility Systems

(1) The public facility plan shall include rough cost estimates for those sewer, water, and transportation public facility projects identified in the facility plan. The intent of these rough cost estimates is to:
(a) Provide an estimate of the fiscal requirements to support the land use designations in the acknowledged comprehensive plan; and
(b) For use by the facility provider in reviewing the provider's existing funding mechanisms (e.g., general funds, general obligation and revenue bonds, local improvement district, system development charges, etc.) and possible alternative funding mechanisms. In addition to including rough cost estimates for each project, the facility plan shall include a discussion of the provider's existing funding mechanisms and the ability of these and possible new mechanisms to fund the development of each public facility project or system. These funding mechanisms may also be described in terms of general guidelines or local policies.

(2) Anticipated financing provisions are not considered land use decisions as specified in ORS 197.712(2)(e) and, therefore, cannot be the basis of appeal under ORS 197.610(1) and (2) or 197.835(4).
Stat. Auth.: ORS 183 & ORS 197
Stats. Implemented: ORS 197.712
Hist.: LCDC 4-1984, f. & ef. 10-18-84

660-011-0040

Date of Submittal of Public Facility Plans

The public facility plan shall be completed, adopted, and submitted by the time of the responsible jurisdiction's periodic review. The public facility plan shall be reviewed under OAR Chapter 660, Division 25, "Periodic Review" with the jurisdiction's comprehensive plan and land use regulations. Portions of public facility plans adopted as part of comprehensive plans prior to the responsible jurisdiction's periodic review will be reviewed pursuant to OAR Chapter 660, Division 18, "Post Acknowledgment Procedures."
Stat. Auth.: ORS 183 & ORS 197
Stats. Implemented: ORS 197.712
Hist.: LCDC 4-1984, f. & ef. 10-18-84

660-011-0045

Adoption and Amendment Procedures for Public Facility Plans

(1) The governing body of the city or county responsible for development of the public facility plan shall adopt the plan as a supporting document to the jurisdiction's comprehensive plan and shall also adopt as part of the comprehensive plan:
(a) The list of public facility project titles, excluding (if the jurisdiction so chooses) the descriptions or specifications of those projects;
(b) A map or written description of the public facility projects' locations or service areas as specified in sections (2) and (3) of this rule; and
(c) The policy(ies) or urban growth management agreement designating the provider of each public facility system. If there is more than one provider with the authority to provide the system within the area covered by the public facility plan, then the provider of each project shall be designated.
(2) Certain public facility project descriptions, location or service area designations will necessarily change as a result of subsequent design studies, capital improvement programs, environmental impact studies, and changes in potential sources of funding. It is not the intent of this division to:
(a) Either prohibit projects not included in the public facility plans for which unanticipated funding has been obtained;
(b) Preclude project specification and location decisions made according to the National Environmental Policy Act; or
(c) Subject administrative and technical changes to the facility plan to ORS 197.610(1) and (2) or 197.835(4).
(3) The public facility plan may allow for the following modifications to projects without amendment to the public facility plan:
(a) Administrative changes are those modifications to a public facility project which are minor in nature and do not significantly impact the project's general description, location, sizing, capacity, or other general characteristic of the project;

(b) Technical and environmental changes are those modifications to a public facility project which are made pursuant to "final engineering" on a project or those that result from the findings of an Environmental Assessment or Environmental Impact Statement conducted under regulations implementing the procedural provisions of the National Environmental Policy Act of 1969 **(40 CFR Parts 1500-1508)**or any federal or State of Oregon agency project development regulations consistent with that Act and its regulations.
(c) Public facility project changes made pursuant to subsection (3)(b) of this rule are subject to the administrative procedures and review and appeal provisions of the regulations controlling the study **(40 CFR Parts 1500-1508** or similar regulations) and are not subject to the administrative procedures or review or appeal provisions of ORS Chapter 197, or OAR Chapter 660 Division 18.
(4) Land use amendments are those modifications or amendments to the list, location or provider of, public facility projects, which significantly impact a public facility project identified in the comprehensive plan and which do not qualify under subsection (3)(a) or (b) of this rule. Amendments made pursuant to this subsection are subject to the administrative procedures and review and appeal provisions accorded "land use decisions" in ORS Chapter 197 and those set forth in OAR Chapter 660 Division 18.
Stat. Auth.: ORS 183 & ORS 197
Stats. Implemented: ORS 197.712
Hist.: LCDC 4-1984, f. & ef. 10-18-84

660-011-0050

Standards for Review by the Department

The Department of Land Conservation and Development shall evaluate the following, as further defined in this division, when reviewing public facility plans submitted under this division:
(1) Those items as specified in OAR 660-011-0010(1);
(2) Whether the plan contains a copy of all agreements required under OAR 660-011-0010 and 660-011-0015; and
(3) Whether the public facility plan is consistent with the acknowledged comprehensive plan.
Stat. Auth.: ORS 183 & ORS 197
Stats. Implemented: ORS 197.712
Hist.: LCDC 4-1984, f. & ef. 10-18-84

660-011-0060

Sewer Service to Rural Lands

(1) As used in this rule, unless the context requires otherwise:
(a) "Establishment of a sewer system" means the creation of a new sewage system, including systems provided by public or private entities;
(b) "Extension of a Sewer System" shall have the same meaning as stated in Goal 11;
(c) "No practicable alternative to a sewer system" means a determination by DEQ or the Oregon Health Division, pursuant to criteria in OAR 340, Division 071, and other applicable rules and laws, that an existing public health hazard cannot be adequately abated by the repair or maintenance of existing sewer systems or on-site systems or by the installation of new on-site systems as defined in OAR 340-071-0100;
(d) "Public health hazard" means a condition whereby it is probable that the public is exposed to disease-caused physical suffering or illness due to the presence of inadequately treated sewage;

(e) "Sewage" means the water-carried human, animal, vegetable, or industrial waste from residences, buildings, industrial establishments or other places, together with such ground water infiltration and surface water as may be present;
(f) "Sewer system" means a system that serves more than one lot or parcel, or more than one condominium unit or more than one unit within a planned unit development, and includes pipelines or conduits, pump stations, force mains, and all other structures, devices, appurtenances and facilities used for treating or disposing of sewage or for collecting or conducting sewage to an ultimate point for treatment and disposal. The following are not considered a "sewer system" for purposes of this rule:
(A) A system provided solely for the collection, transfer and/or disposal of storm water runoff;
(B) A system provided solely for the collection, transfer and/or disposal of animal waste from a farm use as defined in ORS 215.303.
(2) Except as provided in sections (3) and (4) of this rule, and consistent with Goal 11, a local government shall not allow:
(a) The establishment of new sewer systems outside urban growth boundaries or unincorporated community boundaries;
(b) The extension of sewer lines from within urban growth boundaries or unincorporated community boundaries in order to serve uses on land outside those boundaries;
(c) The extension of sewer systems that currently serve land outside urban growth boundaries and unincorporated community boundaries in order to serve uses that are outside such boundaries and are not served by the system on the date of this rule.
(3) Components of a sewer system that serve lands inside an urban growth boundary (UGB) may be placed on lands outside the boundary provided that the conditions in subsections (a) and (b) of this section are met, as follows:
(a) Such placement is necessary to:
(A) Serve lands inside the UGB more efficiently by traversing lands outside the boundary;
(B) Serve lands inside a nearby UGB or unincorporated community;
(C) Connect to components of the sewer system lawfully located on rural lands, such as outfall or treatment facilities; or
(D) Transport leachate from a landfill on rural land to a sewer system inside a UGB; and
(b) The local government.
(A) Adopts land use regulations to ensure the sewer system shall not serve land outside urban growth boundaries or unincorporated community boundaries, except as authorized under section (4) of this rule; and
(B) Determines that the system satisfies ORS 215.296(1) or (2) to protect farm and forest practices, except for systems located in the subsurface of public roads and highways along the public right of way.
(4) A local government may allow the establishment of a new sewer system, or the extension of an existing sewer system, to serve land outside urban growth boundaries and unincorporated community boundaries in order to mitigate a public health hazard, provided that the conditions in subsections (a) and (b) of this section are met, as follows:
(a) The Oregon Department of Environmental Quality (DEQ) or the Oregon Health Division initially:
(A) Determines that a public health hazard exists in the area;

(B) Determines that the health hazard is caused by sewage from development that existed in the area on the date of this rule;
(C) Describes the physical location of the identified sources of the sewage contributing to the health hazard; and
(D) Determines that there is no practicable alternative to a sewer system in order to abate the public health hazard; and
(b) The local government, in response to the determination in subsection (a) of this section, and based on recommendations by DEQ and the Oregon Health Division where appropriate:
(A) Determines the type of sewer system and service to be provided, pursuant to section (5) of this rule;
(B) Determines the boundaries of the sewer system service area, pursuant to section (6) of this rule;
(C) Adopts land use regulations that ensure the sewer system is designed and constructed so that its capacity does not exceed the minimum necessary to serve the area within the boundaries described under paragraph (B) of this subsection, except for urban reserve areas as provided under OAR 660-021-0040(6);
(D) Adopts land use regulations to prohibit the sewer system from serving any uses other than those existing or allowed in the identified service area on the date the sewer system is approved;
(E) Adopts plan and zone amendments to ensure that only rural land uses are allowed on rural lands in the area to be served by the sewer system, consistent with Goal 14 and OAR 660-004-0018, unless a Goal 14 exception has been acknowledged;
(F) Ensures that land use regulations do not authorize a higher density of residential development than would be authorized without the presence of the sewer system; and
(G) Determines that the system satisfies ORS 215.296(1) or (2) to protect farm and forest practices, except for systems located in the subsurface of public roads and highways along the public right of way.
(5) Where the Department of Environmental Quality (DEQ) determines that there is no practicable alternative to a sewer system, the local government, based on recommendations from DEQ, shall determine the most practicable sewer system to abate the health hazard considering the following:
(a) The system must be sufficient to abate the public health hazard pursuant to DEQ requirements applicable to such systems; and
(b) New or expanded sewer systems serving only the health hazard area shall be generally preferred over the extension of a sewer system from an urban growth boundary. However, if the health hazard area is within the service area of a sanitary authority or district, the sewer system operated by the authority or district, if available and sufficient, shall be preferred over other sewer system options.
(6) The local government, based on recommendations from DEQ and, where appropriate, the Oregon Health Division, shall determine the area to be served by a sewer system necessary to abate a health hazard. The area shall include only the following:
(a) Lots and parcels that contain the identified sources of the sewage contributing to the health hazard;
(b) Lots and parcels that are surrounded by or abut the parcels described in subsection (a) of this section, provided the local government demonstrates that, due to soils, insufficient lot size, or

other conditions, there is a reasonably clear probability that onsite systems installed to serve uses on such lots or parcels will fail and further contribute to the health hazard.
(7) The local government or agency responsible for the determinations pursuant to sections (4) through (6) of this rule shall provide notice to all affected local governments and special districts regarding opportunities to participate in such determinations.
(8) Applicable provisions of this rule, rather than conflicting provisions of local acknowledged zoning ordinances, shall immediately apply to local land use decisions filed subsequent to the effective date of this rule.
[ED. NOTE: The goals referred to or incorporated by reference in this rule are available from the agency.]
Stat. Auth.: ORS 183 & ORS 197
Stats. Implemented: ORS 197.712
Hist.: LCDD 4-1998, f. & cert. ef. 7-28-98

660-011-0065

Water Service to Rural Lands

(1) As used in this rule, unless the context requires otherwise:
(a) "Establishment" means the creation of a new water system and all associated physical components, including systems provided by public or private entities;
(b) "Extension of a water system" means the extension of a pipe, conduit, pipeline, main, or other physical component from or to an existing water system in order to provide service to a use that was not served by the system on the applicable date of this rule, regardless of whether the use is inside the service boundaries of the public or private service provider.
(c) "Water system" shall have the same meaning as provided in Goal 11, and includes all pipe, conduit, pipeline, mains, or other physical components of such a system.
(2) Consistent with Goal 11, local land use regulations applicable to lands that are outside urban growth boundaries and unincorporated community boundaries shall not:
(a) Allow an increase in a base density in a residential zone due to the availability of service from a water system;
(b) Allow a higher density for residential development served by a water system than would be authorized without such service; or
(c) Allow an increase in the allowable density of residential development due to the presence, establishment, or extension of a water system.
(3) Applicable provisions of this rule, rather than conflicting provisions of local acknowledged zoning ordinances, shall immediately apply to local land use decisions filed subsequent to the effective date of this rule.
[ED. NOTE: The goal referred to or incorporated by reference in this rule is available from the agency.]
Stat. Auth.: ORS 183 & ORS 197
Stats. Implemented: ORS 197.712
Hist.: LCDD 4-1998, f. & cert. ef. 7-28-98