

- D.5 New development that locates along river corridors and waterways shall be limited to uses that are compatible with the natural, scenic, and environmental qualities of those water features.
- D.6 New industrial development that locates along the Willamette and McKenzie Rivers shall enhance natural, scenic, and environmental qualities.
- D.7 Potential public access points in rural agricultural areas shall be carefully reviewed to ensure preservation of the Willamette River Greenway environment, with special emphasis on problems of vandalism and trespass.
- D.8 Within the framework of mandatory statewide planning goals, local Willamette River Greenway plans shall allow a variety of means for public enjoyment of the river, including public acquisition areas, residential areas, and commercial areas.
- ~~D.9 The specific use management considerations and requirements of Statewide Planning Goal 15, "Willamette River Greenway," shall be applied, where they are not specifically addressed in policy or land use designations elsewhere in the Metro Plan, in local refinement plans, and local implementing ordinances.~~
- D.10 Local and state governments shall continue to provide adequate public access to the Willamette River Greenway.
- ~~D.11 Eugene and Springfield shall continue to use the conditional use permit system to address the setback and vegetative fringe requirements of Statewide Planning Goal 15. Lane County shall address the setback and vegetative fringe requirements of Goal 15 in its Greenway implementing ordinance.~~
- D.12 Aggregate extraction may be permitted when compatible with purposes of Statewide Planning Goal 15. Local governments shall continue, through land use planning and special regulations, to control aggregate extraction to minimize adverse effects of extraction on water quality, fish and wildlife, vegetation, bank stabilization, stream flow, scenic quality, noise, and safety.
- D.13 The taking of an exception shall be required if a non-water-dependent transportation facility requires placing of fill within the Willamette River Greenway setback.

An exception to Statewide Planning Goal 15 Willamette River Greenway was approved for Oregon Department of Transportation (ODOT) I-5 right of way crossing the Willamette River and within the Willamette River Greenway Setback Line, for purpose of constructing a temporary detour bridge, implementing the conditions imposed on the Discretionary Use Approval (Springfield Journal SHR 2003-00115) and removing the temporary detour bridge after completion of the permanent replacement bridge. This exception satisfies the criteria of Oregon Administrative Rule (OAR) 660-004-0022(5) Willamette Greenway; the exception requirements of OAR 660-004-0020 Goal 2, Part

II(c) for a 'reasons' exception; and pursuant to OAR 660-004-0015, is hereby adopted as an amendment to the Metro Plan text, Policy #~~13~~D.11, Chapter III, Section D.

E. Environmental Design Element

The Environmental Design Element is concerned with that broad process which molds the various components of the urban area into a distinctive, livable form that promotes a high quality of life.

The *Metro Plan* must go beyond making the urban area more efficient and better organized to also ensure that the area is a pleasant, attractive, and desirable place for people to live, work, and play. The Environmental Design Element is concerned with how people perceive and interact with their surroundings. Perceptions of livability greatly differ between individuals; so, generalizations concerning this element need to be carefully drawn. Many different indicators of livability have been identified, such as the numbers of local educational, medical, and recreational facilities, and natural environmental conditions. Not all these indicators are directly concerned with environmental design, showing that the concept of livability is influenced by all elements of the *Metro Plan*. This element focuses on some of the features of the natural and built environment that affect the quality of life.

The metropolitan area is changing in ways that are far-reaching and diverse. Decisions that concern change have an effect on the form of the area. If we are to maintain a livable urban environment and realize the full potential of our desirable and distinctive qualities, daily decisions that concern change must be guided by environmental design principles, such as site planning, in combination with other planning policies.

Based on concerns related to energy conservation, environmental preservation, transportation, and other issues, increased density is desirable. This increases the need for effective, detailed environmental design in order to ensure a high quality of life and a high degree of livability in an increasingly dense urban environment.

This area is noted for the high degree of livability enjoyed by its residents. Environmental design is a process that helps to maintain and enhance these positive attributes.

Goals

1. Secure a safe, clean, and comfortable environment which is satisfying to the mind and senses.
2. Encourage the development of the natural, social, and economic environment in a manner that is harmonious with our natural setting and maintains and enhances our quality of life.
3. Create and preserve desirable and distinctive qualities in local and neighborhood areas.

Findings and Policies

Findings

1. Present and continued emphasis on compact growth increases the need for attention to detailed, specific environmental design components, such as site planning and landscaping of development.
2. Decisions are constantly being made which affect the form and design of the metropolitan area.
3. The location and design of public and private facilities play an important role in giving distinctive identity and character to an area. For example, an area's character may be developed through association with a particular park, a land form, a public building, an area of older homes, vegetation, or a distinctive type of subdivision design.
4. Natural land features, waterways, and native vegetation provide distinctive and easily identifiable components to the metropolitan area environment.
5. The metropolitan area presently offers a variety of naturally distinctive topographic features, waterways, and vegetation that are both visually and personally accessible to residents.
6. Ridgelines and water areas provide the greatest concentration of scenic sites in the metropolitan area.
7. Landscaping with trees and other vegetation provides a pleasant, distinctive, and permanent atmosphere for the metropolitan area.
8. The use of buffer strips and other design features can minimize the negative environmental impact of certain uses, such as roadways and parking areas, while protecting adjacent land uses.
9. Local residents are concerned about the livability and aesthetic quality of residential development that changes the character of their neighborhoods.
10. Compatibility, visual quality, and safety are important elements to preserve and promote in mixed-use area.

Goals

- ~~1. Secure a safe, clean, and comfortable environment which is satisfying to the mind and senses.~~
- ~~2. Encourage the development of the natural, social, and economic environment in a manner that is harmonious with our natural setting and maintains and enhances our quality of life.~~
- ~~3. Create and preserve desirable and distinctive qualities in local and neighborhood areas.~~

Objectives

- ~~1. Provide the facilities and services needed to maintain our quality of life. Examples include educational, housing, medical, public transportation, and recreational facilities.~~
- ~~2. Encourage a greater diversity of living experiences and environments.~~
- ~~3. Establish or maintain a sense of identity and character for local and neighborhood areas.~~
- ~~4. Shape development to suit natural conditions as much as possible.~~
- ~~5. Enhance views and public use of river corridors, drainageways, and prominent topographic features, such as ridgelines and buttes, within the jurisdiction of the Metropolitan Plan, when consistent with other planning policies.~~
- ~~6. Coordinate development to achieve compatibility in mixed use areas (with and without refinement plans) through the adoption and administration of design standards.~~

Policies

- E.1 In order to promote the greatest possible degree of diversity, a broad variety of commercial, residential, and recreational land uses shall be encouraged when consistent with other planning policies.
- E.2 Natural vegetation, natural water features, and drainage-ways 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.
- E.3 The planting of street trees shall be strongly encouraged, especially for all new developments and redeveloping areas (where feasible) and new streets and reconstruction of major arterials within the UGB.
- E.4 Public and private facilities shall be designed and located in a manner that preserves and enhances desirable features of local and neighborhood areas and promotes their sense of identity.
- E.5 Carefully develop sites that provide visual diversity to the urban area and optimize their visual and personal accessibility to residents.
- E.6 Local jurisdictions shall carefully evaluate their development regulations to ensure that they address environmental design considerations, such as, but not limited to, safety, crime prevention, aesthetics, and compatibility with existing and anticipated adjacent uses (particularly considering high and medium density development locating adjacent to low density residential).

- E.7 The development of urban design elements as part of local and refinement plans shall be encouraged.
- E.8 Site planning standards developed by local jurisdictions shall allow for flexibility in design that will achieve site planning objectives while allowing for creative solutions to design problems.
- E.9 Refinement plans shall be developed to address compatibility of land uses, safety, crime prevention, and visual impact along arterial and collector streets, within mixed-use areas. During the interim period before the adoption of a refinement plan, these considerations shall be addressed by cities in approving land use applications in mixed use areas by requiring conditions of approval where necessary.

F. Transportation Element

The Transportation Element addresses surface and air transportation in the metropolitan area. The *Eugene-Springfield Metropolitan Area Transportation Plan (TransPlan)* provides the basis for the surface transportation portions of this element and the *Eugene Airport Master Plan* provides the basis for the air transportation portions.

TransPlan guides regional transportation system planning in the metropolitan area for a 20-year period and serves the transportation planning needs of the projected population of 296,500 in the TransPlan Study Area.¹² *TransPlan* establishes the framework upon which all public agencies can make consistent and coordinated transportation planning decisions. Goals and policies in *TransPlan* are contained in this Transportation Element and are part of the adopted *Metro Plan*. *TransPlan* project lists and project maps are also adopted as part of the *Metro Plan*.

This element complies with Statewide Planning Goal 12: Transportation, "To provide and encourage a safe, convenient, and economic transportation system." Three types of transportation planning strategies are reflected in the goals and policies in this element: transportation demand management (TDM), land use, and system improvements. TDM strategies focus on reducing demands placed on the transportation system, and thus system costs, by providing incentives to redistribute or eliminate vehicle trips and by encouraging alternative modes. Land use strategies focus on encouraging development patterns that reduce the need for automobiles, reduce trip lengths, and support the use of alternative modes. System improvements focus on increasing efficiency and adding capacity or new facilities to the existing highway, transit, bicycle, and pedestrian systems.

Together, these strategies form a balanced policy framework for meeting local and state transportation goals to: increase urban public transit rider-ship; reduce reliance on the automobile; substitute automobile trips with alternative modes, such as walking and biking; and reduce automobile energy consumption and transportation costs. ~~Consistent with this approach, the policies in this element are presented in the following categories:~~

- ~~1. Land Use~~
- ~~2. Transportation Demand Management~~
- ~~3. Transportation System Improvements~~
 - ~~a) System Wide~~
 - ~~b) Roadways~~
 - ~~c) Transit~~
 - ~~d) Bicycle~~
 - ~~e) Pedestrian~~
 - ~~f) Goods Movement~~
 - ~~g) Other Modes~~
- ~~4. Finance~~

¹² The TransPlan Study Area is an area used for transportation modeling purposes. The 296,500 projected population for this area includes the estimated 2015 population of 286,000 for the UGB plus an additional 10,500 projected population for the Transportation Analysis Zones that extend beyond the UGB.

Not all Transportation Element policies will apply to a specific transportation-related decision. When conformance with adopted policy is required, policies in this and other *Metro Plan* elements will be examined to determine which policies are relevant and can be applied. When policies support varying positions, decision makers will seek a balance of all applicable policies. Goals are timeless, but some policies will expire as they are implemented.

Goals

1. Provide an integrated transportation and land use system that supports choices in modes of travel and development patterns that will reduce reliance on the automobile and enhance livability, economic opportunity, and the quality of life.
2. Enhance the Eugene-Springfield metropolitan area's quality of life and economic opportunity by providing a transportation system that is:
 - Balanced,
 - Accessible,
 - Efficient,
 - Safe,
 - Interconnected,
 - Environmentally responsible,
 - Supportive of responsible and sustainable development,
 - Responsive to community needs and neighborhood impacts, and
 - Economically viable and financially stable.

Findings and Policies

The findings and policies in this element are organized by the following four topics related to transportation:

- Land Use
- Transportation Demand Management
- Transportation System Improvements
 - System-Wide
 - Roadways
 - Transit
 - Bicycle
 - Pedestrian
 - Goods Movement
 - Other Modes
- Finance

Land Use

Findings

1. The *Oregon Transportation Plan* (OTP) (1992) states that Oregon's land use development patterns have tended to separate residential areas from employment and commercial centers, requiring people to drive almost everywhere they go; that the results have been increased congestion, air pollution, and sprawl in the metropolitan areas and diminished livability; that these auto-dependent land use patterns limit mobility and transportation choices; and that reliance on the automobile has led to increased congestion, travel distances, and travel times.
2. Studies annotated in the *Land Use Measures Task Force Report Bibliography* have found that land use development patterns have an impact on transportation choices; that separation of land uses and low-density residential and commercial development over large areas makes the distance between destinations too far apart for convenient travel by means other than a car; and that people who live in neighborhoods with grid pattern streets, nearby employment and shopping opportunities, and continuous access to sidewalks and convenient pedestrian crossings tend to make more walking and transit trips.
3. The *Oregon Highway Plan* (OHP) (January 1999) states that focusing growth on more compact development patterns can benefit transportation by: reducing local trips and travel on state highways; shortening the length of many vehicle trips; providing more opportunities to walk, bicycle, or use available transit services; increasing opportunities to develop transit, and reducing the number of vehicle trips to shop and do business.
4. OTP policies emphasize reducing reliance on the automobile and call for transportation systems that support mixed-land uses, compact cities, and connections among various transportation modes to make walking, bicycling, and the use of public transit easier. The OTP provides that the state will encourage and give preference to projects and grant proposals that support compact or infill development or mixed use projects. The OTP also contains actions to promote the design and development of infrastructure and land use patterns that encourage alternatives to the single-occupant automobile.
5. The Oregon Transportation Planning Rule (TPR) [OAR 660-012-0060(1)(c) and (d) and (5)] encourages plans to provide for mixed-use, pedestrian-friendly development, based on information that documents the benefits of such development and the Land Conservation and Development Commission's (LCDC) policy interest in encouraging such development to reduce reliance on the automobile. The rule [OAR 660-012-0045(4)(a) and (e)] requires local governments to adopt land use regulations that allow transit-oriented developments on lands along transit routes and require major developments to provide either a transit stop on site or connection to a transit stop when the transit operator requires such an improvement. The rule [OAR 660-012-0045(3)] also requires local governments to adopt land use regulations that provide for safe and convenient pedestrian and bicycle access within new developments and from these developments to adjacent residential areas and transit stops and to neighborhood activity centers.

6. A 24-member Citizen Task Force (Task Force), representing a broad range of interests in the Eugene-Springfield area, created, evaluated, and refined the nodal development land use strategy over a seven-month period as part of the update of *TransPlan*. The Task Force intended the strategy to encourage development patterns that will support a multi-modal transportation system.
7. Nodal development is consistent with the policy direction of Policy 1B of the OHP to coordinate land use and transportation decisions to efficiently use public infrastructure investments to:
 - Maintain the mobility and safety of the highway system;
 - Foster compact development patterns in communities;
 - Encourage the availability and use of transportation alternatives; and
 - Enhance livability and economic competitiveness.
8. Nodal development is consistent with the Special Transportation Area designation defined in the draft OHP. The designation is intended to guide planning and management decisions for state highway segments inside nodal development areas.
9. Nodal development supports the fundamental principles, goals, and policies of the adopted *Metro Plan* to achieve compact urban growth, increase residential densities, and encourage mixed-use developments in designated areas. The *Land Use Measures Strategies Document* found that nodal development also supports increased use of alternative modes of transportation and increased opportunities for people to live near their jobs and to make shorter trips for a variety of purposes.
10. Based on an analysis of the *Regional Travel Forecasting Model* results, an overall outcome of nodal development implementation will be that the percentage of person trips under one mile can be increased to approximately 16.1 percent of all trips; and, on a regional basis, that trip lengths will be slightly shorter in 2015 than under existing conditions, due, in part, to reduced trip lengths within nodal development areas.
11. Based on an analysis of the *Regional Travel Forecasting Model* results, investments in non-auto modes, particularly Bus Rapid Transit (BRT), and implementation of nodal development strategies will improve transportation choices by helping to increase the percentage of non-auto trips from 14.4 percent to 17.0 percent by the year 2015. Increases in the percentage of households and workers with access to ten-minute transit service will result in a 49 percent increase in the percent of trips taken by bus.
12. The *Market Demand Study for Nodal Development* (ECONorthwest and Leland Consulting Group, 1996) recommended that the public strategy for nodal development should be flexible and opportunistic and include use of financial incentives, targeted infrastructure investments, public-private partnerships, and an inviting administrative atmosphere.

13. During the public review of the nodal development strategy, many comments were received that identified the need for incentives for developers, builders, property owners, and neighborhoods to ensure that nodal developments would be built consistent with design guidelines. The type of support and incentives suggested ranged from public investments in infrastructure to technical assistance and economic incentives.

Policies

- F.1 Apply the nodal development strategy in areas selected by each jurisdiction that have identified potential for this type of transportation-efficient land use pattern.¹³
- F.2 Support application of the nodal development strategy in designated areas through information, technical assistance, or incentives.
- F.3 Provide for transit-supportive land use patterns and development, including higher intensity, transit-oriented development along major transit corridors and near transit stations; medium- and high-density residential development within ¼ mile of transit stations, major transit corridors, employment centers, and downtown areas; and development and redevelopment in designated areas that are or could be well served by existing or planned transit.
- F.4 Require improvements that encourage transit, bicycles, and pedestrians in new commercial, public, mixed use, and multi-unit residential development.
- F.5 Within three years of *TransPlan* adoption, apply the ND, Nodal Development, designation to areas selected by each jurisdiction, adopt and apply measures to protect designated nodes from incompatible development and adopt a schedule for completion of nodal plans and implementing ordinances.

Transportation Demand Management

Findings

14. TDM addresses federal *Transportation Equity Act for the 21st Century* (TEA 21) and state TPR requirements to reduce reliance on the automobile, thus helping to postpone the need for expensive capital improvements. The need for TDM stems from an increasing demand for and a constrained supply of road capacity, created by the combined effects of an accelerated rate of population growth (41 percent projected increase from 1995 to 2015) and increasing highway construction costs; for example, the City of Eugene increased the transportation systems development charge by a total of 15 percent to account for inflation from 1993-1996.
15. The *Regional Travel Forecasting Model* estimates that average daily traffic on most major streets is growing by 2-3 percent per year. Based on *1994 Commuter Peak Survey*

¹³ See Glossary for the definition of nodal development.

results, half of the local residents find roads are congested at various times of the day; and the vast majority finds roads are congested during morning and evening rush hours.

16. The *COMSIS TDM Strategy Evaluation Model*, used in August 1997 to evaluate the impact of TDM strategies, found that vehicle miles traveled (VMT) and vehicle trips are reduced up to 3 percent by voluntary strategies (e.g., employer-paid bus pass program) and up to 10 percent by mandatory strategies (e.g., mandatory employer support); that requiring employers to increase the cost of employee parking is far more effective than reducing employee transit costs; and that a strong package of voluntary strategies has a greater impact on VMT and vehicle trips than a weak package of mandatory strategies.
17. Transit system ridership has increased 53 percent since the first group pass program was implemented in 1987 (with University of Oregon students and employees).
18. The OHP recognizes that TDM strategies can be implemented to reduce trips and impacts to major transportation facilities, such as freeway interchanges, postponing the need for investments in capacity-increasing projects.
19. *An Evaluation of Pricing Policies for Addressing Transportation Problems* (ECONorthwest, July 1995) found that implementation of congestion pricing in the Eugene-Springfield area would be premature because the level of public acceptance is low and the costs of implementation are substantial; and that parking pricing is the only TDM pricing strategy that would be cost-effective during the 20-year planning period.

Policies

- F.6 Expand existing TDM programs and develop new TDM programs. Establish TDM bench marks and if the bench marks are not achieved, mandatory programs may be established.
- F.7 Increase the use of motor vehicle parking management strategies in selected areas throughout the Eugene-Springfield metropolitan area.
- F.8 Implement TDM strategies to manage demand at congested locations.

Transportation System Improvements: System-Wide

Findings

20. The number of vehicles, VMT, and use of the automobile are all increasing while use of alternatives is decreasing. Between 1970 and 1990, the number of vehicles in Lane County increased by 83 percent, while the number of households increased by 62 percent. Between 1980 and 1990, VMT grew at a rate seven times that of the population growth. The *Regional Travel Forecasting Model* projects that, by the year 2015, without implementation of proposed *TransPlan* projects, non-commercial VMT will increase 52 percent while the percentage who bike will drop from 3.7 percent to 3.3 percent, walk

from 8.9 percent to 7.9 percent, and the percentage who bus will increase only slightly from 1.8 percent to 1.9 percent.

21. The OHP recognizes that access management strategies can be implemented to reduce trips and impacts to major transportation facilities, such as freeway interchanges, and that communities with compact urban designs that incorporate a transportation network of arterials and collectors will reduce traffic impacts on state highways, postponing the need for investments in capacity-increasing projects.
22. OHP policy supports investment in facilities that improve intermodal linkages as a cost-effective means to increase the efficient use of the existing transportation system.
23. Current literature and research speaks to the relationship between street design and travel behavior, finding that neighborhood impacts, such as through-traffic and speeding on neighborhood streets, are affected by street design. For example, research by Richard Dowling and Steven Colman reported in the article, *Effects Of Increased Highway Capacity: Results of a Household Travel Behavior Survey* (1998) found that drivers' number one preferred response to congestion was to find a faster route if the current one becomes congested; and Calthorpe and Duany/Platter-Zybecks and Anton Nelleson have found that the layout and design of buildings and streets will influence user behavior and that streets can be designed to reduce travel speeds and reduce cut-through trips.

Policies

- F.9 Adopt by reference, as part of the *Metro Plan*, the 20-Year Capital Investment Actions project lists contained in *TransPlan*. Project timing and estimated costs are not adopted as policy.
- F.10 Protect and manage existing and future transportation infrastructure.
- F.11 Develop or promote intermodal linkages for connectivity and ease of transfer among all transportation modes.
- F.12 Preserve corridors, such as rail rights-of-way, private roads, and easements of regional significance, that are identified for future transportation-related uses.
- F.13 Support transportation strategies that enhance neighborhood livability.

Transportation System Improvements: Roadways

Findings

24. The *Regional Travel Forecasting Model* forecasted increased traffic congestion on roadways over the next 20 years, ranging from almost two to over four times the existing congestion levels.

25. Level of service (LOS) standards are a nationally accepted means for measuring the performance of roadway facilities. LOS analysis methods are standardized through the Transportation Research Board's *Highway Capacity Manual*.
26. The OHP establishes performance standards for all state highways in Oregon. OAR 660-012-0015 requires coordination of transportation system plans with the state.

Policies

- F.14 Address the mobility and safety needs of motorists, transit users, bicyclists, pedestrians, and the needs of emergency vehicles when planning and constructing roadway system improvements.
- F.15 Motor vehicle level of service policy:
 - a. Use motor vehicle level of service standards to maintain acceptable and reliable performance on the roadway system. These standards shall be used for:
 - (1) Identifying capacity deficiencies on the roadway system.
 - (2) Evaluating the impacts on roadways of amendments to transportation plans, acknowledged comprehensive plans and land-use regulations, pursuant to the TPR (OAR 660-012-0060).
 - (3) Evaluating development applications for consistency with the land-use regulations of the applicable local government jurisdiction.
 - b. Acceptable and reliable performance is defined by the following levels of service under peak hour traffic conditions: LOS E within Eugene's Central Area Transportation Study (CATS) area, and LOS D elsewhere.
 - c. Performance standards from the OHP shall be applied on state facilities in the Eugene-Springfield metropolitan area.

In some cases, the level of service on a facility may be substandard. The local government jurisdiction may find that transportation system improvements to bring performance up to standard within the planning horizon may not be feasible, and safety will not be compromised, and broader community goals would be better served by allowing a substandard level of service. The limitation on the feasibility of a transportation system improvement may arise from severe constraints, including but not limited to environmental conditions, lack of public agency financial resources, or land use constraint factors. It is not the intent of TSI Roadway Policy #2: Motor Vehicle Level of Service to require deferral of development in such cases. The intent is to defer motor vehicle capacity increasing transportation system improvements until existing constraints can be overcome or develop an alternative mix of strategies (such as: land use measures, TDM, short-term safety improvements) to address the problem.

- F.16 Promote or develop a regional roadway system that meets combined needs for travel through, within, and outside the region.
- F.17 Manage the roadway system to preserve safety and operational efficiency by adopting regulations to manage access to roadways and applying these regulations to decisions related to approving new or modified access to the roadway system.

Transportation System Improvements: Transit

Findings

- 27. The 1990 Census reported that about 10 percent of all households in the Eugene-Springfield area did not own a vehicle.
- 28. Transit services are particularly important to the transportation disadvantaged population: persons who are limited in meeting their travel needs because of age, income, location, physical or mental disability, or other reasons. The Americans with Disabilities Act (ADA) requires fixed-route systems like Lane Transit District's (LTD) to provide a comparable level of service to the elderly and persons with disabilities who are unable to successfully use the local bus service. LTD's *Americans with Disabilities Act Paratransit Plan, 1994-1995 Update* (January 18, 1995) was found to be in full compliance with the ADA by the Federal Transit Administration.
- 29. The role of urban public transit in meeting trip needs has increased within the metropolitan area since 1970. In 1971, there were 2,260 LTD passenger trips on a weekday and, in 1995, ridership had increased to 20,000 per day, or 1.8 percent of all metropolitan trips. The *Regional Travel Forecasting Model* forecasts transit use to increase to 2.7 percent of trips by 2015 with proposed *TransPlan* projects and policy implementation.
- 30. The *Urban Rail Feasibility Study Eugene/Springfield Area* (July 1995) concluded that projected 2015 ridership for an urban rail system was too low to be competitive with other cities seeking federal rail transit funding; and that BRT could significantly improve transit service for substantially less capital investment and lower operational costs than urban rail.
- 31. OHP policy supports investment in Park-and-Ride facilities as a cost-effective means to increase the efficient use of the existing transportation system.

Policies

- F.18 Improve transit service and facilities to increase the system's accessibility, attractiveness, and convenience for all users, including the transportation disadvantaged population.

- F.19 Establish a BRT system composed of frequent, fast transit service along major corridors and neighborhood feeder service that connects with the corridor service and with activity centers, if the system is shown to increase transit mode split along BRT corridors, if local governments demonstrate support, and if financing for the system is feasible.
- F.20 Implement traffic management strategies and other actions, where appropriate and practical, that give priority to transit and other high occupancy vehicles.
- F.21 Expand the Park-and-Ride system within the metropolitan area and nearby communities.

Transportation System Improvements: Bicycle

Findings

- 32. In 1995, there were 126 miles of bikeways in the metropolitan area. Implementation of proposed *TransPlan* projects would approximately double the lane miles for bicycles.
- 33. Over the past 20 years, Eugene and Springfield have built an extensive bikeway system. The focus over the next 20 years is on the construction of “Priority Bikeway Projects” which consist of those projects that are along an essential core route on which the overall system depends, fill in a critical gap in the existing bicycle system, or overcome a barrier where no other nearby existing or programmed bikeway alternatives exist, or significantly improve bicycle users safety in a given corridor.
- 34. OAR 660-012-0045(3) requires local governments to adopt land use regulations to require bikeways along new and reconstructed arterial and major collector streets and to connect new development with nearby neighborhood activity centers and major destinations.

Policies

- F.22 Construct and improve the region’s bikeway system and provide bicycle system support facilities for both new development and redevelopment/expansion.
- F.23 Require bikeways along new and reconstructed arterial and major collector streets.
- F.24 Require bikeways to connect new development with nearby neighborhood activity centers and major destinations.
- F.25 Give funding priority (ideally within the first 3 to 5 years after adoption of *TransPlan*, subject to available funding) to stand-alone bikeway projects that are included in the definition of “Priority Bikeway Miles” and that increase the use of alternative modes.

Transportation System Improvements: Pedestrian

Findings

35. OAR 660-012-0045(3) requires local governments to adopt land use regulations to provide for a pedestrian environment that is well integrated with adjacent land uses and designed to enhance the safety, comfort, and convenience of walking; a continuous pedestrian network with reasonably direct travel routes between destination points; and sidewalks along urban arterial and collector roadways, except freeways.

Policies

- F.26 Provide for a pedestrian environment that is well integrated with adjacent land uses and is designed to enhance the safety, comfort, and convenience of walking.
- F.27 Provide for a continuous pedestrian network with reasonably direct travel routes between destination points.
- F.28 Construct sidewalks along urban area arterial and collector roadways, except freeways.

Transportation System Improvements: Goods Movement

Findings

36. The OTP recognizes that goods movement of all types makes a significant contribution to the region's economy and wealth and contributes to residents' quality of life. OTP Policy 3A promotes a balanced freight transportation system that takes advantage of the inherent efficiencies of each mode.
37. There are no maritime port or navigation facilities in the metropolitan area.
38. Goods movement is directly supported by system-wide and roadway transportation system improvements.

Policies

- F.29 Support reasonable and reliable travel times for freight/goods movement in the Eugene-Springfield region.

Transportation System Improvements: Other Modes

Findings

39. The Eugene Airport is located outside the urban growth boundary (UGB) to protect it from incompatible development as well as to reduce airport-related impacts on development within the UGB. The area of the airport designated government and education on the *Metro Plan* Diagram receives municipal water, wastewater, fire, and police services.

40. The *Pacific Northwest High Speed Rail Southern Terminus Study* (Wilbur Smith Associates, 1995) found that rail-related infrastructure improvements needed along the corridor include improved signals, grade crossings, track, and depots. These improvements are important to the success of high speed rail because Eugene-Springfield is the southern terminus to the high speed rail corridor.
41. OTP Policy 1F provides for a transportation system with connectivity among modes within and between urban areas, with ease of transfer among modes and between local and state transportation systems.

Policies

- F.30 Support public investment in the Eugene Airport as a regional facility and provide land use controls that limit incompatible development within the airport environs. Continue to use the *Eugene Airport Master Plan* as the guide for improvements of facilities and services at the airport.
- F.31 Support provision of rail-related infrastructure improvements as part of the Cascadia High Speed Rail Corridor project.
- F.32 Support improvements to the passenger rail station and inter-city bus terminals that enhance usability and convenience.

Finance

Findings

42. Transportation costs are rising while revenues are shrinking and this trend is expected to continue. The 1999 OHP estimated total 20-year highway needs of about \$29 billion, but projected revenues of only about \$14 billion.
43. *TransPlan* estimates that operations, maintenance, and preservation (OM&P) of the metropolitan transportation system will cost \$1.2 billion in 1997 dollars to maintain at current levels to the year 2020. Revenues for OM&P, including a regularly increasing state gas tax and federal forest receipts at current non-guaranteed levels after the guarantee expires, are estimated at \$988 million, leaving a conservative estimated shortfall of about \$212 million over the 20-year period before the implementation of fiscal constraint strategies.
44. The projects proposed in *TransPlan* demonstrate that nearly all of the region's travel over the next 20 years will rely on existing streets, highways, and bicycle and pedestrian facilities, emphasizing the importance of preservation and maintenance of these facilities.
45. Historically, the State Highway Trust Fund (SHTF) and federal forest receipts, significant sources of transportation revenues, have funded OM&P of the regional transportation

system. Currently, SHTF revenues are not increasing with inflation and federal forest receipts are declining.

46. According to estimates prepared for the *TransPlan* Finance Committee, about 130 miles of roads (about 15 percent of the system) are currently in need of either resurfacing or reconstruction with an estimated cost of \$61 million in 1995 dollars.
47. Funding allocations of state cigarette tax revenues designated for special need transit services are guided by the Special Transportation Fund Advisory Committee as per ORS 391.800 to 391.830 and OAR 732-005, 732-010, and 732-020 governing the Special Transportation Fund Program.
48. Currently, systems development charge (SDC) methodologies charge new development only for the city's portion of the arterial-collector system; metropolitan area state and county facilities are excluded from the calculation of SDC rates; and assessments only partially fund projects that are improving existing facilities to urban standards.
49. Focus groups convened during the *TransPlan* update process expressed the preference for mixed-use development to be encouraged and facilitated rather than required. Offering financial incentives and other support for nodal development is consistent with focus groups responses.
50. Under the TEA 21, 10 percent of Surface Transportation Program funds allocated to the state must be used for transportation enhancement activities, including construction of facilities for bicycles and pedestrians, but a local match is required. State funding for bikeways is primarily limited to Oregon Department of Transportation (ODOT) highway funds, which are used mainly for adding bicycle lanes to existing and new streets, but may be used for other bicycle projects in the right-of-way. Local jurisdictions may also fund bikeways through the local road construction and maintenance budget and from general funds, park district funds, special bond levies, and SDCs. Regarding transit, *TransPlan* anticipates that discretionary federal grant funds will pay for up to 80 percent of the capital cost of the BRT system, based on trends in federal funding for LTD capital projects over the last ten years.

Policies

- F.33 Support development of a stable and flexible transportation finance system that provides adequate resources for transportation needs identified in *TransPlan*.
- F.34 Operate and maintain transportation facilities in a way that reduces the need for more expensive future repair.
- F.35 Set priorities for investment of ODOT and federal revenues programmed in the region's Transportation Improvement Program (TIP) to address safety and major capacity problems on the region's transportation system.

- F.36 Require that new development pay for its capacity impact on the transportation system.
- F.37 Consider and include among short-term project priorities, those facilities and improvements that support mixed-use, pedestrian-friendly nodal development, and increased use of alternative modes.
- F.38 The City of Eugene will maintain transportation performance and improve safety by improving system efficiency and management before adding capacity to the transportation system under Eugene's jurisdiction. (Eugene-specific finance policy)

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 *Metro Plan* Plan Boundary (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-CB, 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 (UGB). This policy direction is consistent with Statewide Planning Goal 11: Public Facilities and Services, "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 and facilities at the time development is completed and, ultimately, by a full range of key urban services and facilities. 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 UGB.

Urban facilities and services within the UGB 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 location¹⁴ of the water, wastewater, and stormwater projects needed to serve land

¹⁴ The exact location of the projects shown on the *Public Facilities and Services Plan* planned facilities maps is determined through local processes.

within the UGB.¹⁵ 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, 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

¹⁵ Goal 11 also requires transportation facilities to be included in public facilities plans. In this metropolitan area, transportation facilities are addressed in Metro Plan Chapter III-F and in the *Eugene-Springfield Transportation System Plan (Trans Plan)*.

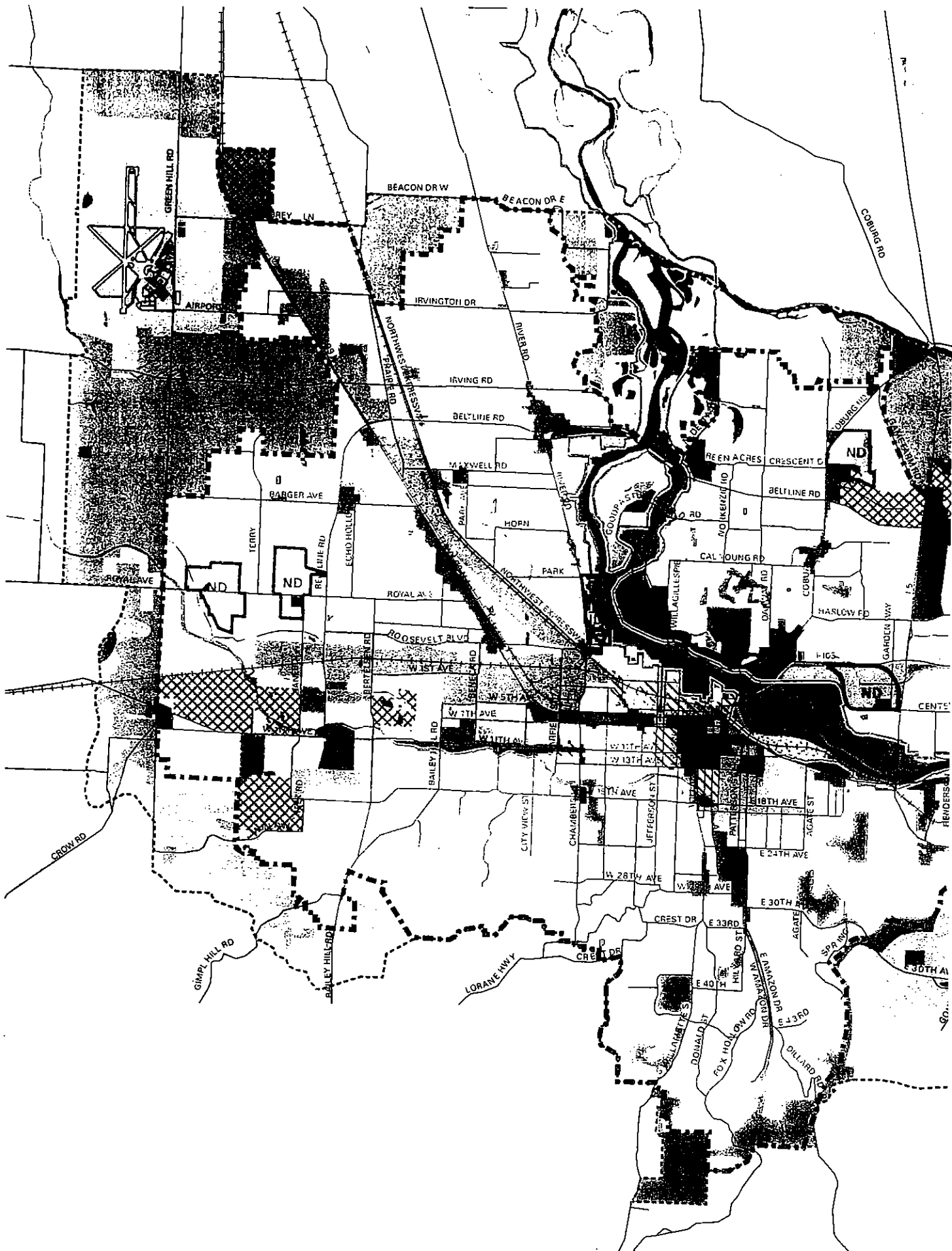
The findings and policies in this element are organized by the following four topics related to the provision of urban facilities and services. Policy direction for the full range of urban facilities and services, including wastewater service, may be found under any of these topics, although the first 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

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

Findings

1. Urban expansion within the UGB is accomplished through in-fill, redevelopment, and annexation of territory which can be served with a minimum level of key urban services and facilities. 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 and services.
2. In accordance with Statewide Planning Goal 11 and OAR 660, the *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 UGB are provided by the City of Eugene, the City of Springfield, Lane County, EWEB, SUB, the 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.



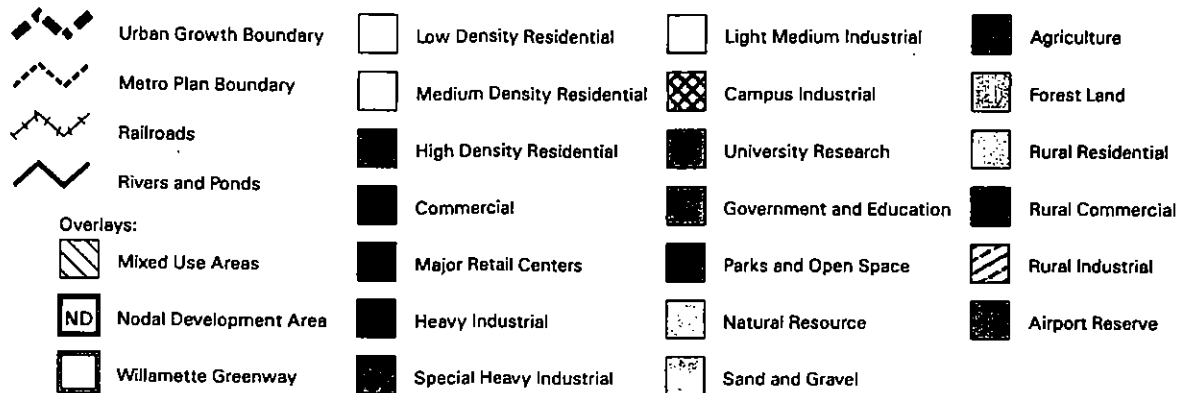
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Eugene-Springfield Metropolitan Area

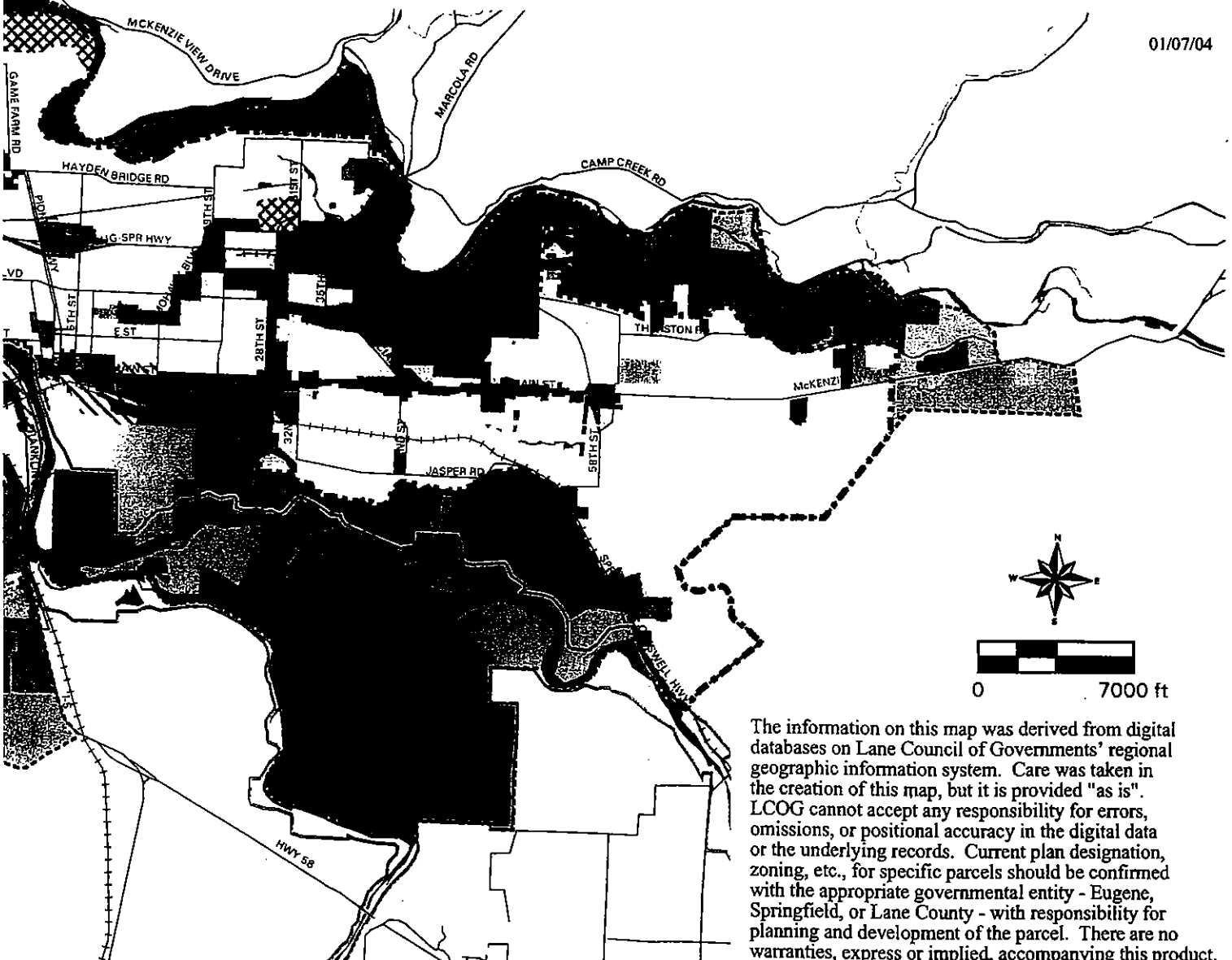
General Plan

Proposed Plan Diagram

(The interpretation and purpose of the Plan Diagram, and descriptions of the land uses and symbols shown, are contained in Chapter II-G.)



01/07/04



The information on this map was derived from digital databases on Lane Council of Governments' regional geographic information system. Care was taken in the creation of this map, but it is provided "as is". LCOG cannot accept any responsibility for errors, omissions, or positional accuracy in the digital data or the underlying records. Current plan designation, zoning, etc., for specific parcels should be confirmed with the appropriate governmental entity - Eugene, Springfield, or Lane County - with responsibility for planning and development of the parcel. There are no warranties, express or implied, accompanying this product. However, notification of any errors will be appreciated.

5. With the improvements specified in the *Public Facilities and Services Plan* project lists, all urbanizable areas within the Eugene-Springfield UGB 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 UGB 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 660-011-0005 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 the *Public Facilities and Services Plan*.
7. In accordance with ORS 195.020 to 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 UGB.
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-C, 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* planned facilities Maps 1, 2 and 3, requires amending the *Public Facilities and Services Plan* and the *Metro Plan*, except for the following:

- a. 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
- b. Technical and environmental modifications to a public facility which are made pursuant to final engineering on a project; or
- c. 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; or
- d. Public facility projects included in the PFSP to serve land designated Urban Reserve prior to the removal of the Urban Reserve designation, which projects shall be removed from the PFSP at the time of the next Periodic Review of the Metro Plan.-

- 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. 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.

12. Known and potential groundwater pollution exists in the metropolitan area. Known and potential sources of groundwater pollution include septic tank wastes, industrial, commercial, and residential runoff; leakage from sanitary sewer pipes; leaking from sanitary landfills; agricultural non-point sources (spraying and animal wastes); chemical and petroleum spills, and natural contaminants (arsenic).
13. Beneficial uses of groundwater in the metropolitan area include domestic and municipal water supplies, industrial supplies, and domestic and commercial irrigation. The value and frequency of these uses varies among incorporated, urbanizable, and rural areas.

(Note: findings 12 and 13 were moved from Chapter III-C, Environmental Resources Element)

Policies

- G.9 Eugene and Springfield and their respective utility branches, EWEB and SUB, shall ultimately be the water service providers within the UGB.
- 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 UGB 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

142. 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.

- | 153. 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.”
- | 164. 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.
- | 175. The Clean Water Act requires states to assess the quality of their surface waters every three years, and to list those waters which 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.
- | 186. 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.
- | 197. 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.
- | 2048. 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.
- | 2149. 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.
- | 2220. 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.
- | 2324. 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 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. 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 ESA.
- 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 affects 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 UGB 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.
- 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

Finding

- | 2422. 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

Finding

- | 2523. 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 UGB.
- | 2624. ORS 197.296(4)(a) states that when the UGB 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.”

- | 2725. 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 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.
- | 2826. 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.
- | 2927. 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.
- | 3028. 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.
- | 3129. 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 UGB 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 LCC 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

Finding

- | 3230. 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

- | 3334. Providing key urban services, such as water, to areas outside the UGB increases pressure for urban development in rural areas. This can encourage premature development outside the UGB at rural densities, increasing the cost of public facilities and services to all users of the systems.
- | 3432. Land application of biosolids, treated wastewater, or cannery waste on agricultural sites outside the UGB for beneficial reuse of treated wastewater byproducts generated within the UGB is more efficient and environmentally beneficial than land filling or other means of disposal.
- | 3533. Lane County land use data show that, outside the UGB, land uses consist of:
 - a. Those which are primarily intended for resource management; and
 - b. 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 UGB except to the following areas, and the cities may require consent to annex agreements as a prerequisite to providing these services in any instance:

- a. The area of the Eugene Airport designated Government and Education on the *Metro Plan* Diagram, the Seasonal Industrial Waste Facility, the Regional Wastewater Biosolids Management Facility, and agricultural sites used for land application of biosolids and cannery byproducts. These sites serve the entire metropolitan area.
- b. An existing development outside the UGB when it has been determined that it poses an immediate threat of public health or safety to the citizens within the Eugene-Springfield UGB that can only be remedied by extension of the service.

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

G.26 Plan for the following levels of service for rural designations outside the UGB within the 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

- | 3634. 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 UGB when the facilities exclusively serve land within the UGB, pursuant to OAR 660-006 and 660-033.
- | 3735. 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.
- | 3836. The *Public Facilities and Services Plan* planned facilities maps show the location of some planned public facilities outside the UGB and Plan Boundary, exclusively to serve land within the UGB. The ultimate construction of these facilities will require close coordination with and permitting by Lane County and possible *Lane County Rural Comprehensive Plan* amendments.
- | 3937. Statewide Planning Goal 5 and OAR 660-023-0090 require state and local jurisdictions to identify and protect riparian corridors.
- | 4038. In accordance with OAR 660-033-0090, 660-033-0130(2), and 660-033-0120, building schools on high value farm land outside the UGB 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 UGB only when the facilities exclusively serve land inside the UGB 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 UGB, as needed to serve land within the UGB.
- 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 UGB 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 UGB.
- G.31 Measures to protect, enhance, or alter Class F Streams outside the UGB, 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 UGB.

Financing

Findings

- | 4139. ORS 197.712(2)(e) states that the project timing and financing provisions of public facility plans shall not be considered land use decisions.
- | 4240. 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.
- | 4341. 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;
 - SUB, Rainbow Water District: water;
 - Eugene: stormwater, wastewater, parks, and transportation; and,
 - EWEB: water.
- | 4442. 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.
- | 4543. 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.
- | 4644. 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 UGB where the full range of key urban services and facilities is not available.
- G.35 Require development to pay the cost, as determined by the local jurisdiction, of extending urban services and 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.

H. Parks and Recreation Facilities Element

A parks and recreation program with sufficient diversity to meet the needs of the citizenry is an essential ingredient to enhancing the livability of a community. The Eugene-Springfield metropolitan area has a long history of supporting parks and recreation programs, and this plan further strengthens that commitment. The main types of parks and recreational facilities that have been developed are:

Regional-Metropolitan Parks

Regional-metropolitan parks serve the entire metropolitan population, as well as the surrounding population and provide a variety of recreational opportunities including water areas, trails, picnic areas, recreational facilities, and natural areas (e.g., Alton Baker Park).

Community Parks

Community parks serve surrounding metropolitan residents with a variety of specialized recreational facilities and programs, such as swimming pools, tennis courts, and community centers (e.g., Amazon Park and Willamalane Park).

Neighborhood Parks

Neighborhood parks serve the various neighborhoods within the metropolitan area. Neighborhood parks may include courts and fields for active recreation.

Play Lots

Play lots serve residents of surrounding subdivisions and are normally within walking distance of their users' homes.

Community Centers

Community centers are usually located within community parks. They emphasize recreational activities such as swimming, tennis, art, music, etc.

Special Recreational Facilities

Special recreational facilities include, for example, public and private golf courses, tennis courts, and swimming pools.

Parks and recreation facilities and programs are administered by park and recreation agencies in Eugene and Lane County and by two park and recreation districts (River Road Park and Recreation District and Willamalane Park and Recreation District).

Among these agencies and districts, a wide variety of parks and recreation programs, encompassing those previously mentioned, are provided for the residents they serve.

In addition, the park and recreation agencies and the metropolitan school districts have combined their resources and coordinated efforts to provide open space and parks and recreation facilities in conjunction with the schools.

Also, in recent years, private recreational facilities, such as swimming pools and tennis and racquetball courts, have been developed. Several private golf courses have been in operation in the community for a number of years.

Goal

Provide a variety of parks and recreation facilities to serve the diverse needs of the community's citizens.

Findings and Policies

Findings

1. Increases in leisure time, income, transportation energy costs, and projected population growth indicate that there will continue to be a significant demand for a diversity of park and recreational opportunities in the metropolitan area.
2. Regardless of what standard is used, it is becoming increasingly difficult for local park agencies to meet the demands and needs of the community for parks and recreation facilities. The major problems include:
 - a. Areas developing without parks and recreation facilities available for the residents.
 - b. Competition for limited available financial resources between the need to purchase park land to meet future demands (before the land is no longer available) and the need to develop existing park land to meet current demand.
 - c. Competition for limited financial resources to provide the diversity of parks and recreational programs demanded by the community's citizens.
 - d. Land suitable and available for parks and recreation facilities often competes with other land use activities and needs in the metropolitan area.
3. ~~For the purposes of the *Metro Plan*, the existing level of parks and recreation facilities in this community were compared to the standards of the National Recreation and Park Association (based on acres or facilities per thousand population). When compared to NRPA standards, there is a gap between the overall supply and demand for park and~~

recreation facilities in this community. This gap is projected to increase unless additional park land and recreational facilities are provided.

- a. ~~Based on National Recreation and Park Association (NRPA) standards, there are sufficient gross acres of regional metropolitan park land to meet a future metropolitan population of 246,000. But gross acreage does not accurately reflect the adequacy of regional metropolitan parks to meet both active and passive recreational needs, and a more detailed analysis of regional park supply and demand is necessary.~~
- b. ~~Based on NRPA standards, the supply for community park land is less than what is currently needed.~~
- c. ~~Based on NRPA standards, the supply of neighborhood parks is less than what is currently needed.~~
- d. ~~Based on NRPA standards, there are enough community centers to meet demand of a future metropolitan population of 195,000. However, existing community centers are not evenly distributed throughout the metropolitan area.~~
- e. ~~Based on NRPA standards, the metropolitan area currently lacks an adequate number of swimming pools, tennis courts, golf courses, and other recreational facilities (such as ball fields, all-purpose courts, etc.).~~

- 4. ~~While the NRPA standards provide a useful comparison, they should not be used as the determinant of the adequacy of the parks and recreation facilities provided by each jurisdiction. A determination of the adequacy must be based, not only on total acres or facilities, but also on the values of the residents, the location of parks and recreation facilities in relation to the residents each is intended to serve, the specific function each park is intended to serve and the role private facilities play in providing recreational opportunities.~~

- 3. The level of service for parks and recreation facilities in the metropolitan area was last evaluated in 1989. At that time, regional figures were compared to standards of the National Recreation and Park Association (NRPA). When compared to NRPA standards, there was a gap between community needs for parks and open space and the available supply of parkland. In 2003, the City of Eugene and Willamalane Park & Recreation District are preparing Parks, Recreation & Open Space Comprehensive Plans. These plans will update the regional parkland inventory and make comparisons to regional standards, which will provide a more detailed analysis of regional park supply and demand.

- 54. Providing adequate parks and recreation facilities is made more difficult by the lack of a detailed metropolitan-wide parks and recreation analysis and plan that incorporates a methodology reflecting demand characteristics of this local area. Such an analysis and plan would serve a number of essential functions, including:

- a. The development of a complete inventory of parks and recreation facilities, the development of local standards for use by the local governing bodies in determining the type and level of parks and facilities that are needed, the development of demand effectiveness measurements, and the development of capital improvements programming and other implementation strategies.
- b. Indication of how much land is needed for each type of park (regional, community, neighborhood, etc.), and indication of what types of activities should be provided in each park (e.g., active recreational opportunities such as ball fields, tennis courts, and playgrounds vs. passive recreational opportunities such as hiking trails).
- c. Indication of how the resources of the local and state park agencies can be coordinated and maximized in order for each agency to provide the level and type of recreational opportunities for which it is best suited.
- d. Indication of where the advance purchase of park land should occur in anticipation of future demand.

65. Private recreational facilities supplement and help meet the demand for a variety of recreational opportunities.

6. The Lane County Board of Commissioners adopted the *Howard Buford Recreation Area Master Plan* as a refinement to the *Metro Plan* on June 15, 1994 (Ordinance No. PA 1056).

Goal

~~Provide a variety of parks and recreation facilities to serve the diverse needs of the community's citizens.~~

Objectives

1. ~~Coordinate regional metropolitan parks planning and development among local and state agencies.~~
2. ~~Ensure that regional metropolitan parks planning provides a balanced variety of park and recreational opportunities.~~
3. ~~Develop local standards, measures, and implementation techniques to determine the level and types of local park and recreation facilities necessary to serve the needs of the residents of each jurisdiction.~~
4. ~~Develop park sites and recreation facilities in the manner best suited to serve the diverse interests of local residents and in areas of greatest need.~~

5. ~~Close the gap between the current supply of park and recreation facilities and the projected demand.~~

6. ~~Expand opportunities for the development of private recreational facilities.~~

Policies

H.1 Develop a system of regional-metropolitan recreational activity areas based on a facilities plan for the metropolitan area that includes acquisition, development, and management programs. The *Metro Plan* and system should include reservoir and hill parks, the Willamette River Greenway, and other river corridors.

H.2 Local parks and recreation plans and analyses shall be prepared by each jurisdiction and coordinated on a metropolitan level. The park standards adopted by the applicable city and incorporated into the city's development code shall be used in local development processes.

H.3 Accelerate the acquisition of park land in projected growth areas by establishing guidelines determining where and when developers will be required to dedicate land for park and recreation facilities, or money in lieu thereof, to serve their developments.

H.4 Encourage the development of private recreational facilities.

H.5 Develop mechanisms and processes by which residents of an area to be served by a neighborhood park, neighborhood center, or play lot can participate in the design, development, and maintenance of the facility.

H.6 All metropolitan area parks and recreation programs and districts shall cooperate to the greatest possible extent in the acquisition of public and private funds to support their operations.

H.7 The City of Eugene shall cooperate with the University of Oregon in the resolution of any loss of recreational facilities associated with development in the Riverfront Park.

I. Historic Preservation Element

The metropolitan area has experienced, and it appears will continue to experience, growth and change. On the other hand, public interest and commitment to historic preservation has been increasing, at least partly due to recognition that historic structures, sites, and areas which provide a tangible physical connection with the past are a nonrenewable resource. This link with previous times provides a sense of permanence, continuity, and perspective to our lives, as well as a context within which change occurs. Historic structures can enrich our lives by offering architectural diversity to the visual environment and provide tangible links to the future.

Goal

Preserve and restore reminders of our origin and historic development as links between past, present, and future generations.

Findings and Policies

Findings

1. Programs and publications that identify sites, structures, objects, and cultural areas and activities of historic significance serve as a visual and educational experience for the public.
2. Structures and sites of historic significance contribute to an area's ability to attract tourism.
3. The metropolitan area has an important heritage of historic sites, structures, and objects worthy of preservation.
4. When positive measures are not taken, visible evidence of ties to the past and reminders of our heritage disappear.
5. ~~To varying degrees, Springfield, Lane County, and Eugene are currently designing and implementing programs of historic preservation and awareness.~~
6. While several archaeological sites are located in the metropolitan area, the value and significance of only one has been determined. There remain many sections of the metropolitan area in which no surveying has been done to locate archaeological sites.
7. Historic preservation programs generally allow continued and changing occupancy of historic structures and sites.
8. Beginning with the Antiquities Act of 1906 and through the present time, both the federal and Oregon state governments have expressed an interest in and enacted laws providing for the protection and preservation of sites, structures, objects, and areas of historic significance.

9. Depending on the nature and condition of an individual structure, rehabilitation, rather than replacement, may be less costly per square foot, more labor-intensive, and less energy-consuming, thereby resulting in net savings.

Goal

~~Preserve and restore reminders of our origin and historic development as links between past, present, and future generations.~~

Objectives

- ~~1. Develop and expand public awareness of the metropolitan area's origin, development, and history.~~
- ~~2. Encourage preservation and restoration of sites, structures, objects and areas of cultural, historic, or archaeological significance for the enjoyment and knowledge of present and future generations.~~

Policies

- I.1 Adopt and implement historic preservation policies, regulations, and incentive programs that encourage the inventory, preservation, and restoration of structures; landmarks; sites; and areas of cultural, historic, or archaeological significance, consistent with overall policies.
- I.2 Institute and support projects and programs that increase citizen and visitor awareness of the area's history and encourage citizen participation in and support of programs designed to recognize and memorialize the area's history.
- I.3 Explore the feasibility of a metropolitan non-profit historic preservation development organization to bring together public and private funding sources.
- I.4 Periodically review state and federal programs intended to assist in preservation of historic and archaeological sites for possible use in connection with local implementation programs.
- I.5 Monitor and evaluate the effect of these actions on other adopted policies and the metropolitan area as a whole.
- ~~I.6 Local jurisdictions shall develop a working paper before the end of the next Plan update and adopt policy guidelines for resource management of archaeological sites using the information from the University of Oregon study entitled "Archaeological Resources of the Eugene Springfield Metropolitan Area, Oregon: Overview and Management Recommendations," and any other available information. This working paper shall (inventory) and examine a process for determining significance of the archaeological~~

~~sites identified in the University of Oregon study and shall contain a procedure for determining the significance of new sites. A public hearing will be held prior to the adoption of the working paper and accompanying inventory.~~

~~I.7 — Local governments shall develop a list of experts qualified to assist with the identification and evaluation of archaeological sites.~~

~~I.8 — Local governments shall pursue grants from all available sources to assist with the identification and evaluation of archaeological sites.~~

J. Energy Element

The Energy Element deals with the conservation and efficient use of energy in the metropolitan area and is meant to provide a long-range guide to energy-related decisions concerning physical development and land uses.

The use of energy is essential for the development and operation of the urban area. Many vital processes, such as commercial and industrial activities; transportation of goods; and the lighting, heating, and cooling of buildings depend on energy supplies for their operation. In addition, our daily lives are greatly influenced by the consumption of energy for a vast number of purposes, such as automobile and home appliance use.

As the cost of energy supplies increases and the availability of new energy sources decreases, we will continue to experience a greater need for conserving and efficiently using existing supplies. Many energy supplies are nonrenewable in that they are only produced once, as in the case of metals, or take hundreds of thousands of years to be produced, as in the case of petroleum and other fossil fuels. It is especially important to efficiently use and conserve energy sources in order that future generations will not unnecessarily suffer by their shortage or absence. Conservation makes possible the use of energy sources to serve greater numbers of people and also reduces the immediate need for the development of new centralized facilities, such as those required for the large-scale generation of electricity.

While a number of specific decisions relating to energy can be made using the energy policies in this element, it is not written at the level of detail that would be required for it to serve as a comprehensive energy plan for the metropolitan area. Examples given in this element are used to illustrate statements and are not meant to be inclusive. Other specific examples that reflect the same statement can also be applied by the reader.

As developments and data relating to energy production and conservation are rapidly changing, the findings, objectives, and policies of the Energy Element should be frequently monitored to ensure their relevancy.

Goals

1. Maximize the conservation and efficient utilization of all types of energy.
2. Develop environmentally acceptable energy resource alternatives.

Findings and Policies

Findings

1. Energy conservation measures can serve as an energy source by making limited energy supplies serve greater numbers of users.

2. Many energy supply and demand factors which influence the metropolitan area are beyond local control. An example is the petroleum supply decisions made by Organization of Petroleum Exporting Countries (OPEC) nations. Furthermore, at the present rate of population growth and energy consumption, it cannot be stated with certainty that overall energy supplies will be adequate to meet demand through the planning period; i.e., a metropolitan population increase to 293,700.
- ~~3.~~ Based on metropolitan population projections and current energy use patterns, peak electrical energy demand for the metropolitan area will nearly double by the end of the planning period; i.e., a metropolitan population of 293,700. Energy efficient land use patterns, conservation efforts, and load management would reduce projected demand. (The highest energy demand to date was on February 2, 1979, when the combined systems of EWEB and SUB experienced a peak hour demand of 703,000 kilowatts.
- ~~43.~~ Energy savings can be obtained by utilizing forms of energy other than electricity or fossil fuels for space heating.
- ~~54.~~ Recent trends and analysis indicate that the relative cost of non-renewable energy supplies, such as petroleum, and the relative cost of the majority of the electric power received by the metropolitan area, will increase in the future.
- ~~65.~~ Wood fiber presently provides a significant amount of energy to the metropolitan area. The continued utilization of this alternative energy source will be influenced by the economic and resource conditions affecting the lumber industry and by the air quality conditions and regulations affecting the metropolitan area.
- ~~76.~~ Municipal waste can serve as an indirect energy source through the energy savings resulting from the recycling of nonrenewable resources such as metals and glass containers.
- ~~97.~~ Solar energy can provide a significant amount of the energy used for the metropolitan area hot water heating and can provide cost-effective supplementary space heating when used in basic, simple, passive systems.
- ~~4.~~ Approximately 25 percent of all energy in the metropolitan area is consumed by automobile use. This is the largest amount consumed by any specific use.
- ~~5.~~ Electricity supplies over 60 percent of the energy consumed for all residential uses in the metropolitan area.
- ~~118.~~ An electrical generation facility which is powered by part of an industrial process (cogeneration) is presently operating in the metropolitan area. Additional opportunities for cogeneration facilities exist in the region.
- ~~129.~~ Waste heat from metropolitan area industrial processes can be used for space heating of nearby buildings.

- ~~4. Over 75 percent of the total energy utilized by metropolitan area industry is consumed by the three industrial categories of metal manufacturing, chemical manufacturing, and the paper industry.~~
- ~~5. School buildings use over half of the energy consumed by the metropolitan area government sector but less than two percent of the total energy consumed in the metropolitan area.~~
- ~~6. Transportation and space heating consume the largest proportion of energy used in the commercial sector.~~

Goals

- ~~1. Maximize the conservation and efficient utilization of all types of energy.~~
- ~~2. Develop environmentally acceptable energy resource alternatives.~~

Objectives

- ~~1. Utilize cost effective energy conservation techniques, as determined by methods which consider initial operating, replacement, and decommissioning costs of facilities in other words, life cycle costs.~~
- ~~2. Maintain options for the potential use of energy conservation methods, such as increased building weatherization and some forms of public transit, that are not cost effective at the present time.~~
- ~~3. Minimize negative environmental effects associated with energy production and use and encourage the utilization of energy sources having the least negative environmental impact.~~
- ~~4. Encourage the utilization of renewable energy sources in order to conserve nonrenewable energy resources.~~
- ~~5. Promote the recovery and reuse of nonrenewable resources, such as metals, as an energy conservation measure.~~
- ~~6. Facilitate the permanent use of solar energy and other decentralized energy sources to displace centralized energy supplies and diversify energy production.~~
- ~~7. Continue and intensify efforts to allocate land uses in a manner that creates a compact growth form for the metropolitan area.~~
- ~~8. Promote policies that minimize the energy consumed for heating, cooling, lighting, appliance use, and other processes in commercial, industrial, and residential buildings.~~

9. Encourage the maximum amount of energy conservation associated with automobile use.
10. Encourage industrial activities that use energy in the most efficient and productive manner.
11. Encourage the minimization of energy consumption in determining the placement, density, and design of all types of urban land uses.
12. Continue and support energy conservation efforts that are being undertaken by the public and private sector.
13. Continue and support efforts to increase public awareness of energy conservation issues and of methods to effectively utilize solar energy and other renewable energy supplies.

Policies

J.1 — It is recommended that the coordinated development of a detailed metropolitan energy management plan or plans be undertaken, recognizing existing related energy documents, with the active participation of local jurisdictions in order to address local energy issues in greater depth than can be attempted in a metropolitan general plan. The products of this additional process would be considered as part of all metropolitan area planning policies in shaping the development of the region and should be continually monitored and reviewed to ensure their continued relevancy. Most of the energy data needed for this planning effort can be best be collected and stored by a unified energy data bank that would, at a minimum, serve the entire metropolitan area.

This effort should at least:

- a. — Establish the current demand and projected energy demand for the various sectors of the economy in the metropolitan area.
- b. — Inventory the current supply sources of energy for the metro area and include projected sources, renewable and nonrenewable, centralized and decentralized, and the price projections for each source.
- c. — Coordinate the development of a uniform reporting system to be used by the various energy suppliers in the metropolitan area in order to generate an ongoing, accurate data base for energy planning.
- d. — Examine the potential economic impacts to metro area residents resulting from projected energy demand, supply, and price.
- e. — Determine the impact of current land use policies and actions on energy use and reaffirm or point out adjustments to land use policies, regulations, and activities, as necessary, to reflect these considerations.

- f. ~~Research revisions to regulations which would have a positive effect on the use of renewable, decentralized energy sources, such as solar energy.~~
- g. ~~Research land use patterns which would facilitate the use of centralized, small-scale energy generation and storage in residential, commercial, industrial, and mixed use applications.~~
- h. ~~Specify implementation processes.~~

J.21 Carefully control, through the use of operating techniques and other methods, energy-related actions, such as automobile use, in order to minimize adverse air quality impacts. Trade-offs between air quality and energy actions shall be made with the best possible understanding of how one process affects the other.

J.32 Land allocation and development patterns shall permit the highest possible current and future utilization of solar energy for space heating and cooling, in balance with the requirements of other planning policies.

J.43 Encourage development that takes advantage of natural conditions, such as microclimate, and utilizes renewable energy supplies, such as solar energy, to minimize non-renewable and overall energy consumption.

J.54 Resource recovery facilities may serve as a valuable energy source. Their operation and refinement should be investigated by all metropolitan area jurisdictions. Source separation of recyclable materials from waste should be encouraged as a separate, related energy conservation measure.

J.65 Local jurisdictions and utilities shall examine methods of expanding existing residential, commercial, and industrial energy conservation programs. One potential method would be offering advice concerning the use of solar water heating systems.

J.76 Encourage medium- and high-density residential uses when balanced with other planning policies in order to maximize the efficient utilization of all forms of energy. The greatest energy savings can be made in the areas of space heating and cooling and transportation. For example, the highest relative densities of residential development shall be concentrated to the greatest extent possible in areas that are or can be well served by mass transit, paratransit, and foot and bicycle paths.

J.87 Commercial, residential, and recreational land uses shall be integrated to the greatest extent possible, balanced with all planning policies to reduce travel distances, optimize reuse of waste heat, and optimize potential on-site energy generation.

J.98 Encourage industrial activities that use the smallest relative amounts of non-renewable energy.

- | J.409 Support efforts to develop industries that have a relatively high potential for utilizing renewable energy sources or waste heat.
- | J.4110 Encourage the use and development of cogenerative and decentralized energy supplies for commercial and industrial purposes in an environmentally beneficial manner.
- | J.4211 When practical, the government sector should take the lead in demonstrating and implementing:
 - a. Cost-effective use of renewable and decentralized energy sources, such as solar space and water heating systems.
 - b. Selection and efficient use of energy-saving vehicles.
- | J.4312 Continue and encourage cooperation and communication between citizenry, utilities, and local, state, and federal governmental entities concerning energy-related issues, especially as they pertain to service area boundaries and economic development.
- | J.4413 Continue to encourage efforts at the state level to promote energy conservation, such as in the statewide building code.
- | J.4514 Continued coordination of information and programs concerning energy conservation shall be a high priority for affected local governments.
- | ~~J.16 Prior to July 1987, Eugene, Springfield, and Lane County shall cooperate with the Bonneville Power Administration and affected local electrical utilities in designing a work program and initiating a study of major transmission line routes in the metropolitan region. Metro Plan amendments resulting from that study will be considered during the update process.~~
- | J.4715 The Energy Element should be re-evaluated during the *Metro Plan* update in light of the program activities for local governments that were laid out in the *Northwest Conservation and Electric Power Plan*.

K. Citizen Involvement Element

Active, on-going, and meaningful citizen involvement is an essential ingredient to the development and implementation of any successful planning program. Citizens in the Eugene-Springfield metropolitan area have participated in and articulated their concerns on planning activities and decisions as individuals and through various private interest groups, community and neighborhood organizations, and citizen advisory committees.

A citizens advisory committee was established for the *1990 Plan* and was an integral part of that plan's development. The adopted *1990 Plan* included a recommendation that a permanent citizens advisory committee be established. That recommendation was implemented by the three governing bodies when the Metropolitan Area Planning Advisory Committee (MAPAC) was established. (MAPAC consisted of 21 members, seven from each jurisdiction.) MAPAC's responsibilities included monitoring the use and implementation of the *Metro Plan*, serving as the Lane Council of Government (LCOG) advisory committee on natural resources, and reviewing and commenting on planning issues of metropolitan-wide significance. MAPAC's responsibilities for conducting a citizen involvement program for the *Metro Plan* were transferred to the Joint Planning Commission Committee (JPCC) in 1990. The JPCC is made up of two planning commissioners from Eugene, Springfield, and Lane County.

In recent years, citizen advisory committees have also been established to provide the citizen's perspective on a wide variety of specific planning issues (e.g., transportation, Greenway, solid waste management).

This emphasis on citizen participation has been recognized at the state level where the Land Conservation and Development Commission (LCDC) adopted citizen involvement as a mandatory statewide planning goal. Eugene, Springfield, and Lane County, in accordance with LCDC's Statewide Planning Goal 1: Citizen Involvement, have each appointed committees for citizen involvement whose responsibilities include developing, monitoring, and evaluating the citizen involvement programs in their respective jurisdictions and recommending programs and techniques which will increase citizen participation.

For the purposes of future updates of the *Metro Plan*, the three governing bodies designated JPCC as the citizens committee for coordinating and soliciting citizen input on the update process. The functions of JPCC also include the monitoring of the citizen involvement process regarding amendments to and the implementation of the *Metro Plan*.

Goal

Continue to develop, maintain, and refine programs and procedures that maximize the opportunity for meaningful, ongoing citizen involvement in the community's planning and planning implementation processes consistent with mandatory statewide planning standards.

Findings and Policies

Findings

1. The Eugene-Springfield metropolitan area has a history of encouraging and recognizing citizen involvement as an essential element in its planning program.
2. Citizen advisory committees have been established to provide the citizen's perspective on a variety of metropolitan-wide planning and related issues.
3. Springfield, Lane County, and Eugene each use either their local planning commission or a committee for citizen involvement in monitoring citizen involvement in the planning process.
4. JPCC has been designated as the citizen organization for developing and conducting a citizen involvement program for the *Metro Plan*, including update processes.
5. The governing bodies have furthered their efforts at citizen involvement through the development and support of community neighborhood organizations, community surveys, citizen involvement advisory committees, and various media techniques for citizen involvement and education.
6. How effective the *Metro Plan* will be depends to a large extent upon how much support is provided by the metropolitan area residents in seeing that the *Metro Plan* is implemented.
7. Successful *Metro Plan* development and implementation is dependent on a joint effort of citizens, public and semi-public agencies, and elected officials.
8. Benefits of an ongoing metropolitan area planning advisory committee to provide citizen perspective include an accumulation of knowledge and experience in the planning process.
9. In 1984, an ongoing metropolitan policy committee, the Metropolitan Planning Committee, was formed to provide policy direction for the *Metro Plan* 2-1/2-Year Mid-Period Review. It was comprised of two elected officials and one Planning Commissioner each from Eugene, Springfield, and Lane County, and one representative of the metropolitan citizen committee participates as a non-voting member.
10. In 1987, the Metropolitan Planning Committee was replaced by the Metropolitan Policy Committee (MPC). The MPC is comprised of two elected officials each from Eugene, Springfield, and Lane County. The chief administrative officers of the three jurisdictions serve as non-voting, ex-officio members of the MPC. When the MPC is considering metropolitan transportation matters, the two members of the Lane Transit District (LTD) Board shall serve as voting members and the General Manager of LTD and the Director of the Oregon Department of Transportation (ODOT) shall also serve as non-voting, ex-officio members of MPC.

~~Continue to develop, maintain, and refine programs and procedures that maximize the opportunity for meaningful, ongoing citizen involvement in the community's planning and planning implementation processes consistent with mandatory statewide planning standards.~~

Objectives

- ~~1. Promote and strengthen communication and coordination among various citizens organizations: business, industrial, and other groups in the community; and between these groups and government.~~
- ~~2. Insure adequate opportunities and provide adequate support for citizen involvement in metropolitan planning and related issues.~~
- ~~3. Insure that the roles and responsibilities of the various citizen advisory committees remain effective and responsive vehicles for citizen involvement.~~
- ~~4. Maintain a permanent citizens advisory committee to monitor the adequacy of citizen involvement in metropolitan wide planning processes.~~

Policies

- K.1 Maintain an ongoing citizen advisory committee to the governing bodies of Springfield, Eugene, and Lane County to monitor the adequacy of citizen involvement in the update, review, and amendments to the *Metro Plan*.
- K.2 Maintain and adequately fund a variety of programs and procedures for encouraging and providing opportunities for citizen involvement in metropolitan area planning issues. Such programs should provide for widespread citizen involvement, effective communication, access to technical information, and feedback mechanisms from policymakers. These programs shall be coordinated with local citizen involvement programs and shall be prepared on the metropolitan level by the JPCC, a committee composed of two representatives from each of the three metropolitan planning commissions.
- K.3 Improve and maintain local mechanisms that provide the opportunity for residents and property owners in existing residential areas to participate in the implementation of policies in the *Metro Plan* that may affect the character of those areas.
- K.4 Maintain an ongoing metropolitan region policy committee, known as the MPC, to provide policy direction on major *Metro Plan* updates, *Metro Plan* amendments, and special studies. MPC shall resolve land use issues and other disagreements at the elected official level among the two cities and the county and fulfill other intergovernmental functions as required by the three metropolitan governments.

- K.5 In addition to its citizen involvement responsibilities, JPCC shall provide guidance for intergovernmental studies and projects and shall provide a forum at the Planning Commission level for resolving intergovernmental planning issues, including proposed *Metro Plan* amendments.

Chapter IV

***Metro Plan* Review, Amendments, and Refinements**

The *Metro Plan* is the long-range public policy document which establishes the broad framework upon which Eugene, Springfield, and Lane County make coordinated land use decisions. While the *Metro Plan* is the basic guiding land use policy document, it may be amended from time to time. Likewise, the *Metro Plan* may be augmented and implemented by more detailed refinement plans and regulatory measures.

Goal

Ensure that the *Metro Plan* is responsive to the changing conditions, needs, and attitudes of the community.

Findings and Policies

Findings

1. If the *Metro Plan* is to maintain its effectiveness as a policy guide, it must be adaptable to the changing needs and circumstances of the community.
2. Between *Metro Plan* updates, changes to the *Metro Plan* may occur through Periodic Review and amendments initiated by the governing bodies and citizens.
3. Refinements to the *Metro Plan* are necessary in certain geographical portions of the community where there is a great deal of development pressure or for certain special purposes.
4. Refinement plans augment and assist in the implementation of the *Metro Plan*.

Goal

~~Ensure that the Metropolitan Area General Plan is responsive to the changing conditions, needs, and attitudes of the community.~~

Objectives

- ~~1. Maintain a schedule for monitoring, reviewing, and amending the Metropolitan Area General Plan so it will remain current and valid.~~
- ~~2. Maintain a current land use and parcel information base for monitoring and updating the Metropolitan Area General Plan.~~
- ~~3. Prepare refinement and functional plans that supplement the Metropolitan Area General Plan.~~

Policies

1. A special review, and if appropriate, *Metro Plan* amendment, shall be initiated if changes in the basic assumptions of the *Metro Plan* occur. An example would be a change in public demand for certain housing types that in turn may affect the overall inventory of residential land.
2. The regional land information database shall be maintained on a regular basis.
3. All amendments to the *Metro Plan* shall be classified as a Type I or Type II amendment depending upon the specific changes sought by the initiator of the proposal.
 - a. A Type I amendment shall include any change to the urban growth boundary (UGB) or the *Metro Plan* Plan Boundary (Plan Boundary) of the *Metro Plan*; any change that requires a goal exception to be taken under Statewide Planning Goal 2 that is not related to the UGB expansion; and any amendment to the *Metro Plan* text that is non-site specific.
 - b. A Type II amendment shall include any change to the *Metro Plan* Diagram or *Metro Plan* text that is site specific and not otherwise a Type I category amendment.
 - c. Adoption or amendment of some refinement plans, functional plans, or special area plans may, in some circumstances, be classified as Type I or Type II amendments. Amendments to the *Metro Plan* that result from state mandated Periodic Review or *Metro Plan* updates also shall be classified as Type I or Type II amendments depending upon the specific changes that would result from these actions.
4. Initiation of *Metro Plan* amendments shall be as follows:
 - a. A Type I amendment may be initiated at the discretion of any one of the three governing bodies, ~~or by any citizen who owns property that is subject of the proposed amendment.~~ (Note: this correction reflects adopted ordinance and code.)
 - b. A Type II amendment may be initiated at the discretion of any one of the three governing bodies or by any citizen who owns property that is subject of the proposed amendment.
 - c. Only a governing body may initiate a refinement plan, a functional plan, a special area study or Periodic Review or *Metro Plan* update.
 - d. The governing bodies of the three metropolitan jurisdictions may initiate an amendment to the *Metro Plan* at any time. Citizen initiated Type II amendments may be initiated at any time.

5. The approval process for *Metro Plan* amendments, including the number of governing bodies who participate and the timeline for final action, will vary depending upon the classification of amendment and whether a determination is made that the proposed amendment will have Regional Impact.
 - a. All three governing bodies must approve non-site-specific text amendments; site specific *Metro Plan* Diagram amendments that involve a UGB or Plan Boundary change that crosses the Willamette or McKenzie Rivers or that crosses over a ridge into a new basin; and, amendments that involve a goal exception not related to a UGB expansion.
 - b. A site specific Type I *Metro Plan* amendment that involves a UGB expansion or Plan Boundary change and a Type II *Metro Plan* amendment between the city limits and Plan Boundary, must be approved by the home city and Lane County (Springfield is the home city for amendments east of I-5 and Eugene is the home city for amendments west of I-5). The non-home city will be sent a referral of the proposed amendment and, based upon a determination that the proposal will have Regional Impact, may choose to participate in the decision. Unless the non-home city makes affirmative findings of Regional Impact, the non-home city will not participate in the decision.
 - c. An amendment will be considered to have Regional Impact if:
 - (1) It will require an amendment to a jointly adopted functional plan [*Eugene-Springfield Metropolitan Area Transportation Plan (TransPlan)*, *Eugene-Springfield Public Facilities and Services Plan (Public Facilities and Services Plan)*, etc.] in order to provide the subject property with an adequate level of urban services and facilities; or
 - (2) It has a demonstrable impact on the water, storm drainage, wastewater, or transportation facilities of the non-home city; or
 - (3) It affects the buildable land inventory by significantly adding to Low Density Residential (LDR), Campus Industrial (CI), Light-Medium Industrial (LMI), or Heavy Industrial (HI) designations or significantly reducing the Medium Density Residential (MDR), High Density Residential (HDR), or Community Commercial (CC) designations.
 - d. A jurisdiction may amend a *Metro Plan* designation without causing Regional Impact when this action is taken to: compensate for reductions in buildable land caused by protection of newly discovered natural resources within its own jurisdiction; or accommodate the contiguous expansion of an existing business with a site-specific requirement.

- e. Decisions on all Type II amendments within city limits shall be the sole responsibility of the home city.
- 6. Public hearings by the governing bodies for *Metro Plan* amendments requiring participation from one or two jurisdictions shall be held within 120 days of the initiation date. *Metro Plan* amendments that require a final decision from all three governing bodies shall be concluded within 180 days of the initiation date. When more than one jurisdiction participates in the decision, the Planning Commissions of the participating jurisdictions shall conduct a joint public hearing and forward that record and their recommendations to their respective elected officials. The elected officials also shall conduct a joint public hearing prior to making a final decision. The time frames prescribed in connection with Type II *Metro Plan* amendment processes can be waived if the applicant agrees to the waiver.
- 7. If all participating jurisdictions reach a consensus to approve a proposed amendment, substantively identical ordinances affecting the changes shall be adopted. Where there is a consensus to deny a proposed amendment, it may not be re-initiated, except by one of the three governing bodies, for one year. Amendments for which there is no consensus shall be referred to the Metropolitan Policy Committee (MPC) for additional study, conflict resolution, and recommendation back to the governing bodies.
- 8. Adopted or denied *Metro Plan* amendments may be appealed to the Oregon Land Use Board of Appeals (LUBA) or the Department of Land Conservation and Development (DLCD) according to applicable state law.
- 9. The three metropolitan jurisdictions shall jointly develop and adopt *Metro Plan* amendment application procedures and a fee schedule.
- 10. *Metro Plan* updates shall be initiated no less frequently than during the state required Periodic Review of the *Metro Plan*, although the governing bodies may initiate an update of the *Metro Plan* at any time.
- 11. In addition to the update of the *Metro Plan*, refinement studies may be undertaken for individual geographical areas and special purpose or functional elements, as determined appropriate by each governing body.
- 12. All refinement and functional plans must be consistent with the *Metro Plan* and should inconsistencies occur, the *Metro Plan* is the prevailing policy document.
- 13. Refinement plans developed by one jurisdiction shall be referred to the other two jurisdictions for their review. Either of the two referral jurisdictions may determine that an amendment to the *Metro Plan* is required.
- 14. Local implementing ordinances shall provide a process for zoning lands in conformance with the *Metro Plan*.

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Chapter V

Glossary

The purpose of the Glossary is to define commonly used terms, as used in the *Metro Plan*.

1. Affordable housing: Housing priced so that a household at or below median income pays no more than 30 percent of its total gross income on housing and utilities. (The U.S. Department of Housing and Urban Development's (HUD) HUD's figure for 1997 annual median income for a family of three in Lane County is \$33,900; 30 percent = \$847/month.)
2. Annexation: An extension of the boundaries of a city or special district. Annexations are governed by Oregon Revised Statutes. In the Eugene-Springfield metropolitan area, annexations currently require approval by the Lane County Local Government Boundary Commission.
3. Assumption: A position, projection, or conclusion considered to be reasonable. Assumptions differ from findings in that they are not known facts.
4. 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. Buildable residential lands: Land in urban and urbanizable areas that is suitable, available, and necessary for residential uses. Buildable land includes both vacant land and developed land likely to be redeveloped. Lands defined as unbuildable within the metropolitan urban growth boundary (UGB) are those within the floodway, land within easement of 230 KV power lines, land within 75 feet of Class A streams or ponds, land within 50 feet of Class B streams or ponds, protected wetlands and wetland mitigation sites in Eugene, and wetlands larger than 0.25 acres in Springfield. Publicly owned land is generally not considered available for residential use. Buildable land includes property not currently sewered but scheduled to be sewered within the 20-year planning period.
6. 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 to 635.
7. Compact Urban Growth: The filling in of vacant and underutilized lands in the UGB, as well as redevelopment inside the UGB.
8. Density: The average number of families, persons, or housing units per unit of land. Density is usually expressed as dwelling units per acre.