

Proposed Metro Plan Amendments

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Table of Contents

Chapter	Page
Preface.....	i
I. Introduction.....	I-1
Background.....	I-1
Purpose.....	I-1
Population Forecast.....	I-2
Planning Functions.....	I-2
Use of the <i>Metro Plan</i>	I-3
Relationship to Other Plans, Policies, and Reports.....	I-5
General Assumptions and Findings	I-6
II. Fundamental Principles and Growth Management Policy Framework.....	II-A-1
A. Fundamental Principles.....	II-A-1
B. Metropolitan Goals	II-B-1
C. Growth Management Goals, Findings, and Policies.....	II-C-1
D. Jurisdictional Responsibility.....	II-D-1
E. Urban and Urbanizable Land.....	II-E-1
[F. River Road and Santa Clara Goals, Findings, and Policies.....	II-F-1]
G. <i>Metro Plan</i> Diagram	II-G-1
III. Specific Elements	III-A-1
A. Residential Land Use and Housing Element	III-A-1
B. Economic Element.....	III-B-1
C. Environmental Resources Element.....	III-C-1
D. Willamette River Greenway, River Corridors, and Waterways Element	III-D-1
E. Environmental Design Element.....	III-E-1
F. Transportation Element.....	III-F-1
G. Public Facilities and Services Element.....	III-G-1
H. Parks and Recreation Facilities Element.....	III-H-1
I. Historic Preservation Element	III-I-1
J. Energy Element.....	III-J-1
K. Citizen Involvement Element	III-K-1
IV. <i>Metro Plan</i> Review, Amendment, and Refinement.....	IV-1
V. Glossary	V-1

Chapter II

Fundamental Principles and Growth Management Policy Framework

This chapter contains Fundamental Principles that reflect the overall themes of the *Metro Plan*. The chapter also contains: Metropolitan Goals; Growth Management Goals, Findings, and Policies; Eugene and Springfield Jurisdictional Responsibility; Urban and Urbanizable Land; [~~River Road and Santa Clara Goals, Findings and Policies;~~] and *Metro Plan* Diagram.

~~[F. River Road and Santa Clara Goals, Findings, Objectives, and Policies~~

~~The River Road and Santa Clara portions of the Eugene-Springfield metropolitan area are important components of the metropolitan community. Both River Road and Santa Clara have:~~

- ~~• Unique and distinctive neighborhood identities~~
- ~~• Experienced considerable private investment in the past years~~
- ~~• Experienced considerable public investments; e.g., transmission facilities by the Eugene Water & Electric Board (EWEB) and educational facilities by public school systems~~
- ~~• A sound housing stock~~

~~In Santa Clara, relatively large parcels of vacant land exist which, with adequate urban services, can be developed at increased densities; in River Road, relatively large developed lots exist which could be further developed by their owners.~~

~~The future of both the River Road and Santa Clara areas will play a critical role in the growth of the metropolitan area. For some years, officials of Lane County and Eugene have cooperatively discussed methods of delivering services to these neighborhoods.~~

~~These discussions have continually focused on two sides of a single, critical issue:~~

~~How can the short-range costs and benefits to the residents and other service providers be balanced against, and what are the long-range costs and benefits to the residents and the entire metropolitan area of logical growth and increased densities?~~

~~Inflation has drastically increased the need to balance these two potentially divergent objectives. The effects of continued inflation can be mitigated by identifying and implementing a solution to the servicing issue.~~

~~A unique set of circumstances has occurred which lends direction to resolution of the service delivery questions for both River Road and Santa Clara.~~

- ~~1. As part of the acknowledgement process for the *Metro Plan*, the Land Conservation and Development Commission (LCDC) directed that a servicing plan be developed for both River Road and Santa Clara and that Eugene provide those services.~~
- ~~2. Discussions between Eugene officials and state and county representatives of the River Road and Santa Clara area have led to reconsideration of Eugene's policy to provide services to these neighborhoods only after annexation to the City of Eugene of both areas has occurred.~~
- ~~3. Preliminary review of Eugene's comprehensive capital improvement program suggested a full range of services could not be provided immediately even if the areas were annexed at one time~~

Based on these three conditions, a situation evolved which led to a set of findings, objectives, and policies for inclusion in the *Metro Plan* and ultimately will lead to delivery of urban services to the River Road and Santa Clara areas in cooperation with the residents of these neighborhoods. That situation is as follows.

The City of Eugene constructed and owns the main wastewater system that serves the River Road and Santa Clara neighborhoods. Eugene has altered its policies pertaining to the service delivery to both River Road and Santa Clara to allow incremental annexation. Annexation must, however, be consistent with state law and other applicable local policies (e.g., the ability of the city to deliver key urban facilities and services in a timely manner). Eugene will pursue annexation only in accordance with applicable state laws and will not use these mechanisms to circumvent the process. In every case, Eugene will make every reasonable attempt to provide for annexation only on a voluntary basis and in accord with previous individual property annexation agreements. The City, in conjunction with Lane County and the citizens of both River Road and Santa Clara, developed a *River Road-Santa Clara Urban Facilities Plan* which is responsive to the basic service infrastructure which is either in place or contemplated for these areas. An integral part of the implementation phase of the *River Road-Santa Clara Urban Facilities Plan* is a financing mechanism which takes into account the financial abilities of residents/property owners and the City of Eugene to pay for service delivery in that area.

The following findings, objectives, and policies reflect the situation that evolved.

Findings, Objectives, and Policies

Findings

1. Land supply in the River Road and Santa Clara areas is of metropolitan-wide significance.
2. In order to achieve urban densities, urban services, including public wastewater service, must be provided.
3. For a long period of time, officials of Lane County and Eugene have made great efforts to resolve the service delivery problems for both River Road and Santa Clara.
4. The history and pattern of development in River Road and Santa Clara have resulted in the creation of two unique metropolitan neighborhoods.
5. The most cost-effective method of service delivery is through annexation.
6. An urban facilities plan is the best method of providing a framework for capital improvements programming in the River Road and Santa Clara areas.
7. Because of the substantial public investments already made in both neighborhoods, it is most cost-efficient to achieve urban densities in River Road and Santa Clara prior to

accommodating new development needs in totally undeveloped areas.

8. ~~The 1970 CH2M Hill *Sewerage System Study, River Road Santa Clara* publication demonstrates the feasibility of providing wastewater service to the River Road and Santa Clara area in a manner consistent with the *Eugene-Springfield Metropolitan Waste Treatment Alternatives Report (208 Facilities Plan)* and the *Metro Plan*.~~
9. ~~The CH2M Hill publication defined study boundaries and made population projections which are different than those contained in the *Metro Plan*; modifications to these factors is occurring as part of the required system design work prior to construction.~~
10. ~~The detailed design work which will occur as part of development of the system will allow discussion of various system concepts with the residents and property owners of the River Road and Santa Clara areas.~~
11. ~~The *River Road Santa Clara Urban Facilities Plan* has been completed.~~
12. ~~Based on the *River Road/Santa Clara Groundwater Study, Final Technical Report, February, 1980* by Sweet, Edwards, and Associates, Inc., the Oregon Environmental Quality Commission (EQC) found on April 18, 1980, that:
 - a. ~~The River Road Santa Clara shallow aquifer is generally contaminated with fecal coliform organisms in excess of drinking water and body contact standards.~~
 - b. ~~Existing nitrate-nitrogen concentrations within the area exceed the planning target on the average.~~
 - c. ~~About 73 percent of the nitrate-nitrogen pollutants (and, by analogy, a similar share of the fecal coliform contaminations) result from septic tank effluent. Septic tank pollutants can migrate rapidly to the groundwater from drainfields via macropore travel.~~~~
13. ~~The EQC concluded that a public health hazard exists based on fecal coliform data for people using the aquifer for domestic (drinking) or irrigation and that a health hazard similarly exists in several areas based on nitrate-nitrogen levels.~~
14. ~~To remedy the groundwater pollution problem, the Environmental Protection Agency (EPA) awarded Eugene a grant to build a wastewater system to replace the individual septic systems in use throughout River Road and Santa Clara according to a prescribed time frame.~~
15. ~~Efforts toward incremental and voluntary annexation of River Road and Santa Clara properties to Eugene and connection to the wastewater system according to the EPA's time frame have not been successful.~~

Objectives

1. ~~Ensure the availability of land in River Road and Santa Clara for urban levels of development.~~
2. ~~Capitalize on existing public expectations by providing further public services which will allow the River Road and Santa Clara areas to achieve urban densities.~~
3. ~~Deliver a full range of urban services to the River Road and Santa Clara areas through annexation.~~
4. ~~Consider the unique situation of the residents of River Road and Santa Clara by providing financing mechanisms which will take into account the financial ability of the residents to pay for service delivery and the City of Eugene's ability to provide these services.~~
5. ~~Guide capital improvements in the River Road and Santa Clara areas through the *River Road-Santa Clara Urban Facilities plan* developed cooperatively by Lane County, the City of Eugene, and the residents and property owners of the two areas.~~
6. ~~Eliminate groundwater pollution from individual septic tank disposal systems in River Road and Santa Clara.~~

Policies

1. ~~Eugene shall develop methods of financing improvements in the River Road and Santa Clara areas which are responsive to the unique situation of residents and property owners, as well as the City of Eugene.~~
2. ~~Eugene will plan, design, construct, and maintain ownership of the entire wastewater system that services the River Road and Santa Clara areas. This will involve extraterritorial extension which will be supported by Lane County before the Lane County Local Government Boundary Commission and all other applicable bodies.~~
3. ~~Annexation of the River Road and Santa Clara areas will occur only through strict application of state laws and local policies (e.g., ability to extend key urban facilities and services in a timely manner). In each case, Eugene will make every reasonable attempt to provide for annexation only on a voluntary basis and according to prior individual property annexation agreements.~~
4. ~~The City of Eugene shall provide urban services to the River Road and Santa Clara neighborhoods upon annexation. In the meantime, to reduce the groundwater pollution problem, Eugene will extend wastewater service to developed properties.~~

5. ~~Using the CH2M Hill report as a foundation, efforts to prepare more detailed engineering studies which will provide the basis for a capital improvement program to sewer the River Road and Santa Clara areas in a manner consistent with the above policy direction shall proceed.~~
6. ~~No particular section of the *Metro Plan* shall be interpreted as prohibiting the process of incorporation of a new city in River Road and Santa Clara in accordance with ORS 199 and 221. This means that:~~
 - a. ~~As a comprehensive planning document, no particular section of the *Metro Plan* shall be used in isolation to evaluate different courses of action.~~
 - b. ~~The phrase “process of incorporation” refers to the specific steps of incorporation outlined in ORS 199 and 221.~~
 - c. ~~This policy does not negate the requirement of public wastewater service as a minimum level of key urban facilities and services. Any institutional solution to providing urban services in the River Road and Santa Clara areas must provide public wastewater service to address LCDC requirements and to protect public health and safety in resolving groundwater pollution problems. Public wastewater service is also required to achieve higher than septic tank level of urban residential densities and to utilize efficiently valuable metropolitan-scale buildable land.~~

**METRO PLAN APPENDIX B
REFINEMENT PLANS, FUNCTIONAL PLANS,
AND OTHER PLANNING DOCUMENTS**

RIVER ROAD-SANTA CLARA NEIGHBORHOOD PLAN

Date: XXX, 2024
Adopted by: Eugene City Council
Lane County Board of Commissioners
Adopting Ordinances: #xxx
Adoption Date: XXX XX, 2024