City Council
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EUGENE CITY COUNCIL AGENDA

March 15, 2023

12:00 p.m. CITY COUNCIL WORK SESSION

City Council meetings will continue to be held in hybrid format using in person and virtual meeting technology. Information about online or other options for access and participation will be available at https://www.eugene-or.gov/3360/Webcasts-and-Meeting-Materials

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Meeting of March 15, 2023;
Her Honor Mayor Lucy Vinis Presiding

Councilors

Randy Groves, President	Matt Keating, Vice President
Mike Clark	Greg Evans
Lyndsie Leech	Emily Semple
Jennifer Yeh	Alan Zelenka

12:00 p.m. CITY COUNCIL WORK SESSION

1. **WORK SESSION: Proposed Wastewater Expansion to serve Goshen and the Short Mountain Landfill**

2. **WORK SESSION: Topic Pending Confirmation**

The Eugene City Council welcomes your interest in these agenda items. This meeting location is wheelchair-accessible. For the hearing impaired, an interpreter can be provided with 48 hours' notice prior to the meeting. Spanish-language interpretation will also be provided with 48 hours' notice. To arrange for these services, contact the receptionist at 541-682-5010. City Council meetings are telecast live on Metro Television, Comcast channel 21, and rebroadcast later in the week.

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

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EUGENE CITY COUNCIL
AGENDA ITEM SUMMARY

Work Session: Proposed Wastewater Expansion to serve Goshen and the Short Mountain Landfill

Meeting Date: March 15, 2023
Department: Central Services
www.eugene-or.gov

Agenda Item Number: 1
Staff Contact: Matt Rodrigues
Contact Telephone Number: 541-682-6877

ISSUE STATEMENT

Lane County has been working to advance economic development in the Goshen unincorporated area for over a decade through land-use actions and wastewater feasibility studies. In this work session, Lane County staff will provide an update on the Goshen Wastewater Project and will discuss next steps involving the Eugene-Springfield Metropolitan Area General Plan (Metro Plan).

BACKGROUND

The Goshen unincorporated area is located just south of the Eugene/Springfield metro area and encompasses more than 300 acres of industrially zoned land. The area has unique attributes including easy access to major transportation facilities (rail/highway/interstate) and close proximity to labor markets, making it an ideal area for industrial development rarely found in Oregon. Recognizing these attributes, the State of Oregon has designated Goshen as a Regionally Significant Industrial Area; however, a lack of infrastructure, particularly wastewater, presents a significant barrier to development and investment.

The history of the Goshen wastewater project extends to 2011, when Lane County sought to facilitate regional economic development in the area. At that time, the Board of County Commissioners identified development in Goshen as a strategic goal and estimated that 2000-3000 industrial manufacturing jobs could be created on the existing industrial lands. To realize this goal, Lane County developed the Goshen Region Employment and Transition Plan that included obtaining a land use exception to Oregon Statewide Land Use Planning Goal 14 (Urbanization) and a zoning change to allow urban levels of industrial development.

Lane County has been working with consultants since 2014 to assess the feasibility of providing wastewater services to Goshen. Through a series of studies, the County has determined that the most cost-effective method for providing wastewater services would be to connect to the Metropolitan Wastewater Management Commission regional wastewater system. At this time, Metropolitan Wastewater Management Commission policy does not allow for connections to Goshen because the area is outside the currently defined service boundary.

In 2015, the County prepared a Wastewater Feasibility Study to demonstrate the feasibility of providing wastewater service to the Goshen area. The 2015 study recommended connection to the Metropolitan Wastewater Management Commission regional system as it had the lowest cost of all alternatives considered for wastewater treatment.

In 2017, the County completed a Financial and System Administration Study that estimated connection charges for the Metropolitan Wastewater Management Commission connection. The 2017 study also identified system administrative functions that would be required for the operation of the Goshen wastewater system. The 2017 study reviewed several alternatives for system governance, ultimately recommending the proposed Goshen facilities be incorporated into the Metropolitan Wastewater Management Commission regional system, integrating operations and maintenance (O&M) and administrative functions in partnership with the City of Eugene and City of Springfield.

In August 2018, the Board of County Commissioners directed Lane County staff to pursue the next phase of work on a wastewater feasibility study. This phase, called the Project Definition phase, included updating construction cost estimates, development of a permitting plan and project schedule, and recommendations for proposed pipelines and pump stations. During this planning phase an extension to Lane County's Short Mountain Landfill was added that would convey landfill wastewater (leachate) that is currently being delivered to the Metropolitan Wastewater Management Commission system daily by tanker trucks.

In September 2019, the Board of County Commissioners directed Lane County staff to continue with the necessary work to bring the project to a readiness state such that it can compete for future state and federal funding opportunities.

In February 2022, Lane County finalized a Project Definition Report (PDR), that refines the conceptual planning and financial estimates from the 2015 and 2017 studies. The PDR includes route evaluations for gravity sewers and pressure force mains as well as capital cost estimates, connection charge estimates, and a Permitting Plan with anticipated timelines.

In November 2019 and again in December 2022, Lane County provided project updates to the Metropolitan Wastewater Management Commission, noting that amendments would be needed to the Eugene-Springfield Metropolitan Area General Plan (Metro Plan) and the Metropolitan Wastewater Management Commission Intergovernmental Agreement (IGA) to allow a wastewater connection beyond an urban growth boundary (UBG).

The Metro Plan, which serves as the long-range comprehensive plan for the cities of Eugene and Springfield and metropolitan Lane County, includes several policies that prohibit the extension of water and wastewater service to land outside of the UGBs of Eugene and Springfield. Amendment of these policies requires a formal land use adoption process with all three jurisdictions (Eugene, Springfield and Lane County), including a joint planning commission public hearing and recommendations, followed by a joint elected officials public hearing, and action. The joint planning commission and joint elected officials' public hearings are in the process of being scheduled, starting in spring 2023.

RELATED CITY POLICIES

Specific exemptions in state law (Oregon Administrative Rule 660-011-0060) allow sewer services to be extended beyond urban growth boundaries for project such as Goshen and the Short Mountain Landfill. However, as noted above, the Metro Plan contains specific policies prohibiting extension of wastewater service outside of the UGBs. Policies in the Metro Plan that would need to be amended to allow the extension of wastewater to Goshen and Short Mountain Landfill are listed below:

> Metro Plan Chapter II (Growth Management)
> *Policy #21: Cities shall not extend water or wastewater service outside city limits to serve a residence or business without first obtaining a valid annexation petition, a consent to annex agreement, or when a health hazard annexation is required.*
>
> Metro Plan Chapter III G (Public Facilities and Services Element)
> *Policy #26: Wastewater and water service shall not be provided outside the UGB except to the following areas, and the cities may require consent to annex agreements as a prerequisite to providing these services in any instance:*
>
> *a. The area of the Eugene Airport designated Government and Education on the Metro Plan Diagram, the Seasonal Industrial Waste Facility, the Regional Wastewater Biosolids Management Facility, and agricultural sites used for land application of biosolids and cannery byproducts. These sites serve the entire metropolitan area.*
>
> *b. An existing development outside the UGB when it has been determined that it poses an immediate threat of public health or safety to the citizens within the Eugene-Springfield UGB that can only be remedied by extension of the service.*

The following definition in the Metropolitan Wastewater Management Commission IGA would also need to be amended:

> Metropolitan Wastewater Management Commission IGA Appendix "A" – Eugene-Springfield Regional Sewerage Facilities Definition:
> *Service shall be provided only within the Urban Growth Boundary. Facilities shall be designed and constructed to that end, but may be constructed either inside or outside the Urban Growth Boundary*.

PREVIOUS COUNCIL DIRECTION

Council has not previously considered expansion of the regional wastewater system to serve Goshen. A leachate pipeline was considered in the late 1990's for the landfill but was not approved.

COUNCIL OPTIONS

This is an informational work session only.

SUGGESTED MOTION
None. This is an informational work session only.

ATTACHMENTS
None.

FOR MORE INFORMATION
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