

Chapter Six
Financing

FINANCING

INTRODUCTION

A vital and unique aspect of WEWSAS is its proposal for a financing program designed to pay for the protection, restoration and maintenance of the wetland system in the Amazon Creek basin. The financing program is a cornerstone for the wetland program, simply because the Plan's goals cannot be fully realized without sufficient funding. The total cost for the proposed wetland acquisition, mitigation, restoration, enhancement and maintenance is estimated to be \$16.7 million over ten years (1993 - 2003). The WEWSAS Technical Report explores a variety of funding sources and organizational structures, and concludes that a few of these approaches are most promising. The Plan's financing effort relies primarily upon (1) securing state and federal funds, (2) instituting a local, city-wide stormwater utility fee, (3) sale of "credits" in the regional wetland mitigation bank, and (4) private contributions through or to non-profit organizations or foundations. Other financing mechanisms given strong consideration include a local bond measure and designating a portion of the stormwater systems development charge to finance flood control, water quality and stormwater management portions of the wetland program.

Acquisition for Protection, Mitigation, Restoration and Enhancement

The outright purchase of wetlands by the public has been demonstrated to be the most effective method to insure resource protection. The Plan proposes a priority schedule for the acquisition of all wetlands designated for protection. As proposed, a total of 1,070 wetland acres within the primary study area will be acquired over a six year period, at an estimated price of \$ 1.1 million.

The Plan proposes to provide choice and flexibility in the methods used to meet mitigation obligations, including participation in a regional mitigation bank and through conventional individual permit efforts. Because the mitigation bank method provides greater potential for success and meets other City objectives, such as flood control and water quality enhancement, financial incentives are proposed to encourage participation in the bank system. While other options are possible, the Plan recommends the bank be publicly owned and managed by a private-nonprofit or public organization. The Plan proposes a priority acquisition schedule for lands within the Bank area and for areas located outside of the bank where mitigation credit is given for corridor linkages.

A variety of funding sources may be used to accomplish acquisition, such as federal and state programs, bond measure, private donations and systems development charges. A bond measure may be instrumental if matching funds are required to secure federal land acquisition program dollars.

Construction for Mitigation, Restoration and Enhancement

In addition to land acquisition, costs will be incurred for the enhancement, restoration and construction of these lands. In conjunction with the priority schedule for acquisition, construction will occur accordingly. Total construction cost is estimated to be \$ 11.9 million. Possible funding sources for these costs include mitigation requirements for obtaining a wetland impact permit, federal and state demonstration projects, private donations, system development charges, public grants and stormwater user fees.

Operating, Maintaining, and Monitoring

WEWSAS proposes a comprehensive program to monitor and maintain the areas proposed for protection, mitigation, enhancement and restoration. The City Public Works Department is proposed to have lead responsibility for these functions. The level of service will graduate as the amount of area comes into the program. It is estimated that at full service level, the annual cost will be \$ 250,000. Financing the annual budget is proposed to be provided through a stormwater user fee which will be charged to all households and businesses within the city limits.

GOALS, POLICIES, RECOMMENDED ACTIONS

GOALS

- 6.1 Establish a stable funding program for achieving long-term and short-term goals for wetland protection, mitigation, maintenance, flood control, water quality restoration, and educational programs.

POLICIES

General

- 6.1 Protect and restore wetlands in advance of development needs and reduce long-term costs and delays by designating an agency responsible for land acquisition.
- 6.2 Set wetland funding priorities in accordance with this Plan.
- 6.3 To maximize use of public funds, coordinate the planning and budgeting needs of various departments with the financial needs of WEWSAS so that opportunities to combine resources and achieve similar objectives are realized.
- 6.4 Minimize total costs to the community for wetlands protection, flood control, and water quality purification.
- 6.5 Use a variety of funding sources to finance the land acquisition, construction, maintenance and monitoring programs.

- 6.6 The City shall work with non-profit organizations and interested educational institutions to develop coordinated research programs related to the west Eugene wetlands. Efforts at securing funds for priority research projects shall be part of a cooperative effort.
- 6.7 Outside the regional wetland mitigation bank program, private owners shall pay the full cost of land acquisition, wetlands construction, and required wetlands monitoring and improvement.

Acquisition

- 6.8 The City shall seek federal and state funds for land acquisition.
- 6.9 The City's land acquisition program shall be coordinated with one or more nonprofit organizations to provide financial advantages and incentives for property owners willing to participate in this program.

Construction

- 6.10 The City shall seek federal and state funds and establish a stormwater user fee for constructing public works projects, wetlands demonstration projects, and other improvements outlined in this Plan.
- 6.11 When the City assumes permitting responsibility for the regional wetland system, a fee should be charged to private participants in the wetland bank. That fee would be used to contribute to the land acquisition and construction program.
- 6.12 The City should use a portion of its stormwater systems development charge to finance construction of stormwater projects which are part of the west Eugene wetlands system.
- 6.13 The City Public Works Department shall have responsibility for managing the design and construction function of Comprehensive Monitoring and Maintenance Program (CMMP).

Operations

- 6.14 The City Public Works Department should have responsibility for managing flood control, water quality, wetland operations and maintenance functions.
- 6.15 Establish a stormwater user fee to fund the flood control, water quality and wetlands operations and maintenance functions.
- 6.16 In conjunction with its community education program, the City should coordinate volunteer efforts, to help in reducing operating costs.

RECOMMENDED ACTIONS

- 6.1 The City and Lane County should coordinate use of possible funding options that provide benefit for the region-wide mitigation program.
- 6.2 The City and Lane County should consider dedication of city and county owned lands in the study area region for the protection, restoration, and mitigation program.
- 6.3 The City should investigate formation of a land trust or trust fund to promote private contributions in the wetlands funding program or should combine its local funding efforts with established non-profit group's existing programs, with particular attention to Willow Creek and the Amazon Creek basin.
- 6.4 To facilitate compliance with wetland mitigation requirements and federal water quality standards, the City should encourage local business to participate in creating a matching fund for demonstration projects and funding acquisition and construction.
- 6.5 The City should seek private foundation support for implementing the model aspects of its wetlands program.
- 6.6 The City should consider conducting a public opinion survey regarding public support for a combined "joint parks, natural resources, and wetlands" bond measure. If the results are positive, the City should consider a revenue bond (backed by a stormwater user fee) to fund the local share of acquisition and construction projects.
- 6.7 The City should use local improvement districts for assessing public improvements outside the mitigation bank where owners directly benefit from a public works project in this Plan.
- 6.8 The City should consider creating an annual natural resources/wetlands stamp to raise funds. A children's art contest, a poster contest, and other means could be issued to generate interest in the city's natural resources program and could generate revenues.

PUBLIC FACILITY, RECREATION AND WETLANDS IMPROVEMENT PROJECTS

The following is a list of recommended wetland sites to be acquired and public improvement projects designed to implement the multiple objectives of this Plan. The projects are numbered 1 through 27 and organized by topic. Where known, priority for acquisition and construction is indicated. To find the location of each project, refer to Map #5 (Land Acquisition Priorities) and Map #6 (Future Public Facility Projects).

- A. **Land Acquisition** - A total of 3500 acres are to be acquired in four priority phases over a 10 to 20 year period. Of these, 1300 acres are within the Primary Study Boundary.

1. Priority One:

a.	Primary Study Boundary	=	900 acres
b.	Secondary Study Boundary	=	600 acres
	TOTAL	=	1500 acres

At an estimated cost of \$1,000 per acre, these 1500 acres are recommended for acquisition during the first, three year period following adoption of the Plan. These areas represent both high value wetland sites and the adjoining areas along the Amazon Channel and Willow Creek that are essential in providing a continuous wetland corridor to Fern Ridge Reservoir. These areas are represented by the color orange on Map #5.

2. Priority Two:

a.	Primary Study Boundary	=	150 acres
b.	Secondary Study Boundary	=	300 acres
	TOTAL	=	450 acres

At an estimated cost of \$1,000 per acre, these 450 acres are recommended for acquisition during the second, three year period following adoption of the Plan. These areas represent both moderate value wetlands located on the western fringe of the study area and non-wetland areas that provide important linkages along the A-3 and A Channels. These areas are represented by the color red on Map # 5.

3. Priority Three:

a.	Primary Study Boundary	=	250 acres
b.	Secondary Study Boundary	=	400 acres
	TOTAL	=	650 acres

At an estimated cost of \$1,000 per acre, these 650 acres are recommended for acquisition during years seven through ten following adoption of the plan. These

are the remaining fringe areas within the Amazon Creek drainage basin. These areas are represented by the color blue on Map #5.

4. Priority Four:

a.	Primary Study Boundary	=	0 acres
b.	Secondary Study Boundary	=	900 acres
	TOTAL	=	900 acres

At an estimated cost of \$1,000 per acre, these 1000 acres are recommended as the final area for acquisition. This area is located in the Coyote Creek drainage basin and would provide expanded habitat and enhancement to the south Fern Ridge Reservoir area. These areas are represented by the color green on Map #5.

B. Wetland Mitigation Restoration and Public Observation Points

The Plan recommends a variety of wetland types and habitat be restored and created, such as shallow ponds, marshes, wet prairie grassland, riparian and forested wetlands. The estimates include design, engineering, construction and original planting costs. They also includes low impact recreation costs such as nature trails, information bulletin boards, and observation structures. They don't include monitoring, maintenance or operational costs, such as replanting, constructing the ridgeline trail or bicycle paths.

Wetland Restoration

Priority One, Years 1 - 3: 300 Acres @ \$10,800/ac = \$ 3.3 M

Priority Two, Years 4 - 6: 300 Acres @ \$13,632/ac = \$ 4.1 M

Priority Three, Years 7 - 10: 267 Acres @ \$17,006/ac = \$ 4.5 M

Public Observation Points: **NOTE: Cost information not available

Priority One, Years 1 - 3:

Stewart Pond

Danebo Pond

A-3, A, Amazon Channels

BLM Site

Willow Creek

A and Amazon Channels at Royal Avenue

Priority Two, Years 4 - 6:

West End Royal Avenue

Lower Amazon Channel

Priority Three, Years 7 - 10:

Neilsen Road

C. Channel Improvements

Priority One, Years 1 - 3:

Amazon Widening: SPRR - Bertelsen 125' to 50', 9600 lineal feet.

Amazon Widening: UGB - SPRR, 50', 7800 lineal feet.

Priority Two, Years 4 - 6:

Amazon Widening: Seneca Road Vicinity: 50' to 35', 4200 lineal feet.

A-3 Channel Bank Alterations: A Channel to Danebo Pond, 5400 lineal feet.

A-3 Channel Bank Alterations: SPRR - Bertelsen Road, 3800 lineal feet.

Amazon Bank Improvements: Seneca Road - Bertelsen Road, 6200 lineal feet.

Priority Three, Years 7 - 10:

A Channel Bank Improvements: A-3 Channel to Clear Lake Road, 19,200 feet.

D. Flood Detention Impoundments

Priority One, Years 1 - 3:

Upper Willow Creek Detention Basin, located south of Gimpl Hill Road near its intersection with Bailey Hill Road, OTAK Master Storm Plan, \$2.2 Million

Detention Basin #3, located west of the intersection of the amazon Channel and Southern Pacific Railroad tracks, OTAK Master Storm Plan, \$700,000

Detention Basin #8, located on a vacant parcel at the Lane County Fairgrounds, OTAK Master Storm Plan, \$425,000

Priority Two, Years 4 - 6: None

Priority Three, Years 7 - 10: None

E. Water Quality

Priority One, Years 1 - 3:

Detention Basin #3, located west of the intersection of the Amazon Channel and Southern Pacific Railroad tracks, OTAK Master Storm Plan. The Plan, through EPA Grant, suggests engineering design be prepared for this facility.

Priority Two, Years 4 - 6: None

Priority Three, Years 7 - 10: None

F. Projects for Future Study

These projects are suggested in the Plan or are recommended for further study. They are not included in the West Eugene Wetlands Plan's cost estimates.

Upper Amazon Water Features. The Plan suggests improvements be made at these locations to provide additional flood capacity storage in the Upper Amazon Basin:

Amazon Park
Amazon Drive
Lane County Fairgrounds
Westmoreland Park/Patterson School Vicinity
Concrete-lined Channel

Interpretive Center. The Plan suggests, through an EPA grant, a feasibility study for this facility be conducted. There are no cost estimates available for such a center.

Bike Paths. These paths are outlined in TransPlan, the Eugene Bicycle Master Plan, and the U.S. Army Corps of Engineers Fern Ridge Lake Master Plan:

Amazon Bicycle Path - Seneca to Fir Butte Road
Fern Ridge Bicycle Path - Fir Butte Road to Orchard Point
A-3 Bicycle Path - Seneca to A Channel

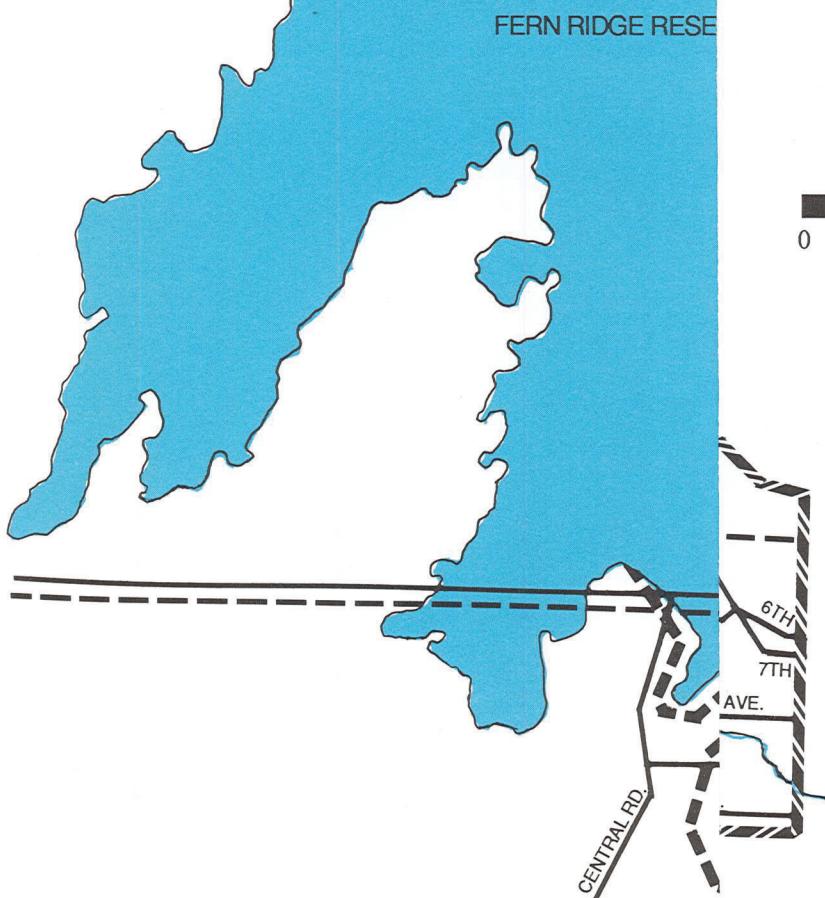
Emerald Canal. This project is being promoted by the Emerald Waterways Citizen Committee. The Plan suggests that this separate project be monitored for its relationship to west Eugene wetlands.

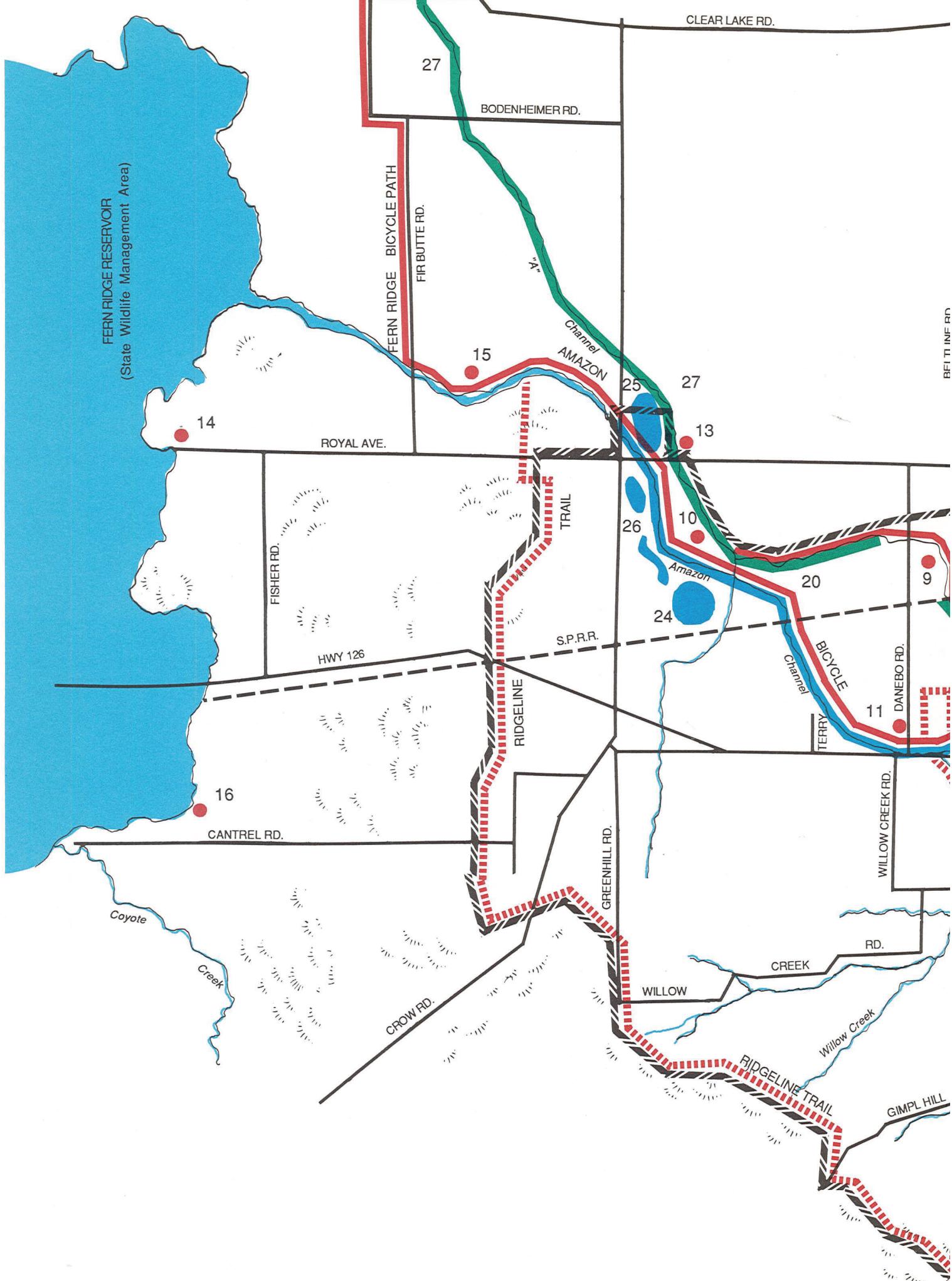
Ridgeline Trail. This project is included in several existing City of Eugene plans: The South Hills Study, Parks and Recreation Master Plan, and the Willow Creek Special Area Study.

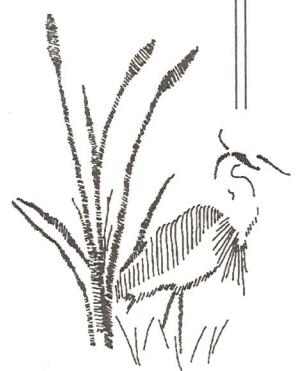
Map 5
Land Acquisition
Priorities

- 1st Priority 1-3 Years
- 2nd Priority 4-6 Years
- 3rd Priority 7-10 Years
- 4th Priority Beyond 10 Years
- Primary Study Area
- Western Study Area

West Eugene Wetland Special Area Study, 1991







*Chapter Seven
Future Studies*

FUTURE STUDIES

While much information about the west Eugene wetlands has been developed, it is recognized that additional study and research is warranted. This chapter recommends completion of some of those studies which are underway in early 1991 and recommends undertaking other future studies.

As conditions change and as the Plan matures, adjustments will be needed. The impacts of other studies on the area and the impacts of this Plan on other studies may have implications which require future actions. This chapter proposes a method for monitoring some of those activities which may require amendment or update of this Plan.

While many measures are in place, some additional measures are needed to implement the Plan's goals and policies. This chapter summarizes those needed actions.

GOALS, POLICIES, RECOMMENDED ACTIONS

GOALS

- 7.1 Keep the Plan current with changing natural and human conditions and community attitudes by conducting on-going studies.
- 7.2 Make other community plans, regulations, policies and operating procedures consistent with the West Eugene Wetlands Plan.
- 7.3 Implement the recommended goals, policies and actions of the West Eugene Wetlands Plan.

POLICIES

- 7.1 Conduct further studies to:
 - Improve wetland system management for multiple uses
 - Determine techniques for managing the system in an efficient and beneficial manner
 - Compensate for changes caused by the West Eugene Wetlands Plan
- 7.2 Conduct the water quality and wetlands studies outlined in the 1990 EPA grant to the Lane Council of Governments:
 - Analyze habitat and hydrology
 - Evaluate identified potential restoration and mitigation sites
 - Review detailed restoration and mitigation design and construction plans

- Design wetlands created to treat stormwater pollution
- Study the feasibility of a wetlands interpretive center in west Eugene for possible use as:
 - visitor center
 - educational center
 - office for a non-profit organization
 - offices for university & graduate student wetland research
 - wetland library
 - meeting room and auditorium

- 7.3 Conduct studies and expand the west Eugene inventories to the broader study area and other sections of the City:
- Delineations and functions and values analysis outside the urban growth boundary
 - Inventory and evaluate wetlands and hydric soil areas throughout the greater Eugene urban region with top priority areas being the Highway 99 and Eugene Airport regions and the north Willakenzie neighborhood
 - Apply the wildlife habitat rating methodology to selected number of agriculturally disturbed wetlands, including WEWSAS, Highway 99, and Willakenzie areas
 - Expand the historic wetlands inventory methodology to the broader study area
- 7.4 The City shall promote and encourage scientific research of benefit to the west Eugene wetlands system.
- 7.5 The City shall consider up-stream improvements and studies that would benefit water quality and quantity in the Amazon drainage system.
- 7.6 The City shall continue to work with the Oregon Division of State Lands, the U.S. Army Corps of Engineers, and the U.S. Environmental Protection Agency toward obtaining a regional wetland permit to be administered by the City.
- 7.7 The City, in cooperation with one or more non-profit organizations, shall develop and maintain a computerized wetlands data base linked to the regional geographic data system. The data base should cover the broader wetlands study area. The data base should include information on: wetland boundaries, soils, plants, animals, hydrology, topography, permit activities, and land use. Establishing compatibility among local, state, and federal data bases should be explored.
- 7.8 The City of Eugene shall monitor changes to laws, regulations, definitions, and inventories and shall assess implications for the West Eugene Wetlands Plan.

- 7.9 The Plan shall be amended periodically to adjust to changing conditions.
- 7.10 The Plan shall be updated every seven to ten years.
- 7.11 The City shall prepare a map showing acceptable and prohibited fill disposal sites in the WEWSAS area.

RECOMMENDED ACTIONS

- 7.1 The City should consider developing local regulations controlling fill and drainage activities in wetland areas of the City.
- 7.2 The City of Eugene should participate in the study of water diversion (via pipe or canal) from the Willamette River and Eugene Millrace to the Amazon to benefit water quality, aquatic habitat, wetlands hydrology and enhancement, flood control and recreation.
- 7.3 The City of Eugene should consider Amazon channel improvements that would restore more natural stream conditions in or near Amazon Park, Westmoreland Park/Patterson School, and the Lane County Fairgrounds.
- 7.4 The City of Eugene, in cooperation with the U.S. Soil Conservation Service and the U.S. Army Corps of Engineers, should study the feasibility of water control structures on the concrete-lined section of the Amazon between Jefferson Street and East 19th Avenue to improve water quality and quantity.
- 7.5 The City of Eugene should consider applying for water rights and/or claims to instream flow in the Willow Creek, Amazon, and Coyote Creek basins for wetlands and water quality purposes.
- 7.6 The City of Eugene should consider regulations to require on-site stormwater detention, and other pre-treatment of storm run-off prior to discharge into storm systems or any wetland or wetland receiving stream in west Eugene in conjunction with the city-wide stormwater quality study.
- 7.7 The City of Eugene should consider stronger regulations in west Eugene to control erosion and sedimentation resulting from construction activities, and to require re-vegetation and rehabilitation of disturbed areas following construction.
- 7.8 This Plan should be scheduled for update every five years and no later than the planning cycle required by the City of Eugene's Land Conservation and Development Commission Periodic Review schedule and DSL's requirements for comprehensive wetland plans.

- 7.9 The City of Eugene should address the effects of new information and changing conditions on the Plan and the wetlands system in the annual report.
- 7.10 The City should apply the stormwater planning policy of the Metropolitan Natural Resources Special Study (policy #6) to the west Eugene study area.