



TOPIC: Urbanization Study – Tasks 9, 10, 11 & 12

Meeting Date: December 8, 2009
Staff Contact: Petra Schuetz
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ACTION: Receive update on the Coburg Future Urban Growth Boundary Open House on November 18, 2009. Review public feedback on the Urbanization Study. Consider options (beginning on page 5) regarding employment lands expansion and decidewhether to pursue employment expansion. Provide preliminary comments on Policy Analysis review.

AGENDA ITEM SUMMARY

Substantial progress has been made on the Coburg Urbanization Study. This item summarizes some of the outcomes of the Coburg Future Urban Growth Boundary Open House. This memo also provides an overview of important decision factors related to Employment Expansion and the upcoming Policy Evaluation.

Staff Recommendation: Staff recommends that City Council consider the information and discuss the issues presented in Sections I, II, III, summarized as follows:

I. OPEN HOUSE OVERVIEW

A. Who was there?

The Open House was held the evening of Wednesday, November 18th, 2009 in the Coburg Rural Fire District Station. Staff estimates that there were approximately 35 citizens in attendance. Attachment A is a graphic summary of a map that was placed at the entrance to the event, and upon which participants were asked to identify where they live, work or have a property interest. The map depicts a fairly even split between interests both in and outside of the UGB. There were a significant number of residents living in bordering exception areas in attendance. Participants also represented a mix of both landowner interests, and resident interests.

Also present at the Open House were a number of representatives from local, regional and state agencies. These included Coburg City Council and Planning Commission members, City of Coburg Staff, Lane Council of Governments Staff and Oregon Department of Transportation staff. Several members of the Urbanization Technical Advisory Committee were also present.

B. What was shared?

During the three hour Open House, participants had the opportunity to browse wall maps, acquire study summaries and materials, ask questions of staff, and experience a Power Point presentation addressing the Urbanization Study process, a review of critical points for feedback and a summary of the next steps of the project.

Wall maps presented at the Open House included the following:

- *Buildable Lands Inventory Map*
- *Infill and Redevelopment Potential Map*
- *Housing Needs Analysis Process Summary*
- *Overall Urbanization Study Decision Tree/Process Chart*
- *Study Areas Map*
- *All Six Expansion Alternative Maps (Aerial and Soil Maps)*

The presentation, which contains copies of these materials, is available for review at a website devoted to the project: <http://www.lcog.org/coburgurbanization/default.cfm>. The presentation given at the Open House was essentially identical to the presentation given to the Planning Commission and City Council at their joint worksession in November. The Open House presentation dedicated more time and additional slides to the sections regarding the urbanization analyses undertaken up to this point. Staff felt that a primary focus of the Open House was providing the public with a background for how and why expansion happens.

C. What did staff learn?

The Open House provided an ideal environment for citizens to voice concerns, insights and support for the Urbanization Studies assumptions and conclusions up to this point. Staff's presentations garnered a number of insightful and valuable questions from participants. Staff was also able to have a number of valuable one on one conversations with participants which supplemented the group questions and discussions that took place. Throughout the Open House, participants were encouraged to participate in a dot exercise designed to rate their preferences related to the three identified residential expansion alternatives and the three employment expansion alternatives. Finally, staff prepared a comment form with specific questions and ample space for any additional written feedback.

Attachment B provides a detailed summary of this feedback (including staff responses). Points which stood out from the discussion and exercises include the following:

- *Concern about the impacts that inclusion in the UGB would have on property owner's taxes, pressures for development, regulation.*
- *Concern about the state imposing a "one size fits all" framework on Coburg.*
- *The difference between annexation and being in the UGB*
- *The relationship of the Urbanization Study's findings to future Wastewater.*
- *Interest in expanding all land uses (not just employment) east of the interstate.*
- *Property owner concern about expansion boundaries and the resulting consequences to their property*
- *The possibility of a different and perhaps smaller employment lands alternative.*
- *Concern about and opposition to industrial employment growth*
- *Concern about the transportation impacts of various alternatives*
- *Concern about the location of mixed use development*
- *Concern about expansion to the south (maintaining the buffer between Coburg and Eugene-Springfield)*
- *Questions about the impacts of development east of I-5 on the I-5 interchange.*

Attachment C provides a copy of the UGB Expansion Alternatives that attendees were asked to rate through a dot exercise. The following table provides a summary of the dot exercise for the expansion alternatives. In the exercise participants were given two sets of a green, yellow and red dot. The green dot represented the alternative which seemed most preferable, red represented the least preferable and yellow represented either second best (or second worst). Here are the results of that exercise. (N represents the number of total dots on the map).

Public Open House Alternatives Dot Exercise Results				
	Green	Yellow	Red	N
<i>Residential Alternatives</i>				
Alternative 1	2	2	15	19
	11%	11%	79%	
Alternative 2	10	5	1	16
	63%	31%	6%	
Alternative 3	5	5	4	14
	36%	36%	29%	
<i>Employment Alternatives</i>				
Alternative 1	6	1	2	9
	67%	11%	22%	
Alternative 2	4	6		10
	40%	60%	0%	
Alternative 3	8	2	5	15
	53%	13%	33%	

As the table displays, the residential preference is Alternative 2. Residential Alternative 3 also received support. Residential Alternative 1 was identified by 79% of the participants with a red dot (least preferable).

The employment expansion alternatives revealed mixed preferences. Employment Alternative 1 received the most green dots, however Employment Alternative 2 received only green and yellow dots (no red dots). Employment Alternative 3 also received many green dots. Additionally, other feedback from the event provided important insights that may result in a reconfiguration of the alternatives or a reconsideration of employment growth all together. This issue will be addressed further in this memo.

D. Primary considerations

The Open House was an important opportunity to familiarize the public with breadth of the project considerations. It was also an opportunity for staff to identify content areas which require clarification or reconsideration.

Considering the results of the Open House, a number of issues need to be addressed: i

1. Employment Lands Expansion.

Staff has previously brought the issue of employment land needs for Council consideration. Council indicated that additional study of expanding the UGB to serve potentially unmet economic opportunities was warranted; requesting that this item be brought back for further consideration after the Open House.. The following information provides decision-making context that Council should consider:

Preliminary Results of Economic Opportunities Analysis:

- Education and Health Services, Government and Professional and Businesses Services sectors are expected to lead employment growth in Lane County and within Coburg. It is anticipated that there is sufficient capacity within the existing UGB to accommodate the forecasted growth for these types of services.

- Despite a gradual shift from manufacturing based industries to service oriented industries, manufacturing, wholesale, and warehousing and distribution are anticipated to grow within the region.
- Coburg is positioned to attract this type of industrial activity given its competitive location.
- With utility extension and interchange improvements, Coburg has the potential to provide additional suitable Industrial land (land containing relatively flat topography, with good transportation access, and infrastructure).
- An inventory of Coburg's buildable lands identified 71.6 acres of buildable employment lands; 28.4 acres was zoned for light industrial development, with the largest site being 25.3 acres (several contiguously properties combined). While all of the land inventoried in this supply analysis is technically buildable, it does not function equally in meeting tenant requirements. For example, a small infill parcel cannot meet the demands of a large 20-acre prospect.
- A variety of parcel sizes is likely needed, if Coburg would like to potential to attract certain types of industrial uses, such as warehouse and distribution, general manufacturing and tech flex. Coburg currently lacks the type of larger development sites needed to support some types of industrial activity, such as warehouse and distribution, general manufacturing and tech flex. There is potential for land aggregation to occur, but it would likely need to be supported by changes to existing policies that would facilitate land aggregation.
- Costs associated with expansion of utility service and transportation/interchange improvements on the east side of I-5 could affect the suitability of these properties for employment land activity. It should be noted that the current Interchange Area Management Plan (IAMP) which provides the City, County and State transportation requirements around the interchange, does not include analysis of additional City land east of I-5 because no IAMP may model future development outside the adopted Comprehensive Plan Map. If additional land east of I-5 was included in the UGB, and a development proposal was submitted to the City; the developer would be required to pay for transportation infrastructure improvements beyond the current reconstruction design if deemed necessary by ODOT.

Discussion from Open House:

Two main concerns arose from the open house regarding employment demand and supply:

- Continued expression of concern about increased industrial development.
- Specific concerns about the proposed employment expansions from a transportation and land ownership perspective.

Attachment B provides further details on these issues.

City Council Options:

Recent correspondence with Oregon Department of Land and Conservation Development (DLCD) staff suggested that "factual" analysis remains subject to local policy and decision making.

Both the decision to increase employment lands, and not to increase employment lands can be supported by the analysis.

In order to determine how to proceed with the findings of the EOA study, staff needs Council direction on whether to expand the UGB for employment lands..

If expansion of employment lands is pursued, staff requests that Council endorse a preferred expansion plan. The following options outline some potential options for the Council to consider:

Option 1: Pursue Employment Expansion

Pursue expansion of the UGB to provide additional employment lands to meet the regional demand for warehouse and distribution, general manufacturing and tech flex, or similar large industrial users. **It is noted that this option is necessitated only by the City's identification of and support for additional warehousing, manufacturing or other industrial uses, which require large sites. (Note: existing zoning restrictions that cap the size of wholesaling, warehousing and similar uses could still be incorporated, in keeping with Coburg's preference for manufacturing uses). A focus on other employment needs eliminates the demand for employment sites outside of the existing UGB.**

If Option 1 is chosen then:

- The Council's decision to pursue employment expansion will likely necessitate adding all of Study Area 8 (staff's recommendation) or all of Study Area 7. This is due to recently gained understanding of the dynamics and constraints of these properties. Staff may also investigate the opportunities for improved traffic circulation via Study Area 9 (Selby Way).
- Industrial development on the eastside could vary greatly depending on size and type of a proposed development. The recently completed Interchange Area Management Plan (IAMP) could not model future development outside of the existing UGB. If land was incorporated on the eastside of I-5 and it was zoned for an industrial use and the development exceeded the reduced mobility standard within the IAMP boundary, the developer would be responsible for the necessary infrastructure improvements to the interchange to protect the long-term capacity of the structure. Transportation infrastructure costs could be a deterrent for a prospective developer.

Coburg is planning updates to its Transportation System Plan (TSP) in early 2010. This process will address development east of I-5.

- Eastside developers also have public utility connection costs to consider. Currently, there are no water and wastewater connections to eastside properties. There are future plans for connection, though cost responsibility has not been determined.
- It is recommended that the City consider the zoning designations, allowed uses, and development standards that would apply within the UGB expansion area upon annexation. Previous studies as part of the 2005 Zoning Implementation that were never completed showed

additional employment lands designated as Campus Industrial. Careful review of the Campus Industrial zone would be needed to ensure that the standards do not favor office development over industrial development. Piecemeal development of commercial office or other similar development in this area would erode its use for a larger manufacturing site. For example, if the existing height standards are used, office development would be able to obtain additional stories than industrial development, which typically require large floor to ceiling heights, making the site potentially more valuable for an office development. A minimum lot size may also be needed to ensure that the property is not subsequently divided into smaller lots.

- It is recommended that the City develop design standards for industrial development uses, which have yet to be prepared or implemented. (A Technical Assistance application has been submitted to complete this work). Further, an evaluation of the zoning standards should be made to determine whether existing provisions would support the intended use of these properties, consistent with community development objectives.

Staff Recommendation: If the Council decides to pursue employment expansion, staff's recommendation is to pursue Study Area 8 in its entirety (depicted in Attachment D). Employment Expansion Alternative 3 included 65 acres Study Area 8. Staff is recommending the addition of the remaining 40 acres of Study Area 8 for the following reasons:

- The property owners of Study Area 8 noted that if only 65 acres are utilized, the remaining 40 acres to the south are isolated and useless for their current designated purpose.
- It has also been noted that Study Area 8 may contain more physical constraints (wetlands) than originally anticipated, supporting the idea of additional acreage.

Land south of Van Duyn are favored over lands north of Van Duyn largely due to the fact that a frontage road is already planned to be constructed to serve sites south and east of the interchange and because the area is already separated from other like uses by Van Duyn. Areas north of Van Duyn do have the benefit of greater separation from existing residential uses east of the interstate, and freeway frontage (exposure), but in the end Study Area 8 seemed better suited overall.

Option 2: No employment expansion – Incentivize/Re-designate Existing Employment Inventory

If the Council decides not to expand employment lands at this time, then staff would recommend that the following issues be examined for implementation to address the potential lack of larger sites:

- Evaluate existing zoning regulations and implement new provisions to create incentives for the owner's to assemble the properties; and disincentives to do otherwise. This could include implementing Master Planning process for Industrial development which allows for greater flexibility for some development standards (e.g. height, lot coverage, etc.) in exchange for a specified larger minimum lot size (e.g. 20 acres).
- Re-designate properties within the existing UGB from Highway Commercial to an industrial classification. There is currently a 21+ acre surplus of Highway

Commercial properties anticipated. Some of the larger site acreages are zoned for Highway Commercial and could be re-designated, if these were consistent with community objectives regarding commercial and industrial development.

City Council Action Requested: Weigh the options and factors presented in this memo to determine whether employment expansion should be pursued.

2. Residential Land Needs.

Three residential growth alternatives have been presented to the City Council, Planning Commission, and the Public. Determination of a residential expansion recommendation by staff is the result of analysis of statewide planning goals, rules and statutes, public and public official feedback, as well as agency coordination.

Staff Recommendation: Staff has provided a residential expansion recommendation in Attachment E. The recommendation is the preferred alternative for both Planning Commission and City Council, is supported by previous planning efforts, and was the more preferred alternative at the Open House. This alternative includes a portion of Exceptions land and lands that provide for the City's preference for livability and orderly expansion.

City Council Action Requested: Confirm whether it supports the recommended residential expansion alternative depicted in Attachment F.

3. A Mixed Use Area

Members of the Planning Commission have firmly expressed a concern for staff's inclusion of mapped representations of a proposed mixed use area on the Stevenson property on the north side of Pearl St., west of Coburg Industrial Way. This consideration is included because it was a final consideration during Periodic Review.. Two Commissioners assert that the 2004 mapped representation does not best reflect the direction and feedback that they recall from that process.

While the history of a mixed-use zone may be in question, it is more important to focus on whether the mixed-use zone is a concept that the City wants to include in the current Urbanization Study. The assumptions of higher density in that area are key to current expansion configurations and overall density assumptions of the current analysis.

The option to include mixed-use within the existing UGB was also considered by staff also for the following reasons:

- The area proposed to be re-designated for mixed-use development is presently designated as Traditional Residential, a low-density residential zone that would bordered on two sides by major roads (Pearl Street is designated as an arterial, while Coburg Industrial Way is designated as a collector), industrial development to the east, and a planned 15-acre residential rehabilitation facility. The mixed-use development could provide a transition from these higher intensity uses to the adjoining residential development to the west.
- The mixed-use would be located upon a high-capacity transportation corridor (Pearl Street), which is serviced by bus transportation.
- A portion of the Coburg Loop trail is planned along Industrial Way and could be integrated into a mixed-use development proposal.

- A market analysis¹ of Coburg (measured within a 1 mile radius of the City Hall) shows a leakage of retail sales in several areas, which could be met with additional retail development in the area, supported in part by higher density development (see section below for more information on the market analysis). A convenience center (10,000-30,000 square feet offering an array of goods and services, typically anchored by a small specialty food mart or pharmacy, together with 5-8 other smaller (1,500-3,000 square foot) businesses) would need about 2,000 residents to be supported and have a typical retail trade area of up to a 1-mile radius². Given the anticipated population increase within Coburg and current market leakages based on the marketing analysis, there may be potential for a convenience center type development to form within Coburg. If the community would support development of this type, then of the vacant or redevelopable sites outside of the CBD, this site would make the most sense, given its location and size.
- In addition, when the larger rural area around Coburg is evaluated (within a 3-mile radius of City Hall) additional leakage is shown, demonstrating the potential for Coburg to provide a larger role in providing area retail services. This is also variable, since future development on the north part of Eugene may compete for retail trade (e.g. a grocery store at Crescent Village).
- While some demand will be met with development within the CBD, the CBD lacks larger parcels sizes that would be needed to accommodate a cluster of businesses like a convenience center, where businesses typically benefit from being located in close proximity.

This option is also supported by the following existing policies contained in the Coburg Comprehensive Plan:

Economy, Policy 23: The City shall encourage mixed-use in the Central Business District, and where appropriate, in adjacent areas.

Economy, Policy 13: The City shall foster a business environment and land use system that meet a variety of residents' needs for goods and services, to reduce daily travel to Eugene, while maintaining Coburg's small town character.

*Housing, Policy 3: A variety of residential development will be provided by:
a. Permitting the development of housing types that include accessory dwellings on single-family lots, manufactured homes, elderly housing, co-housing, and residential care homes and facilities, as well as traditional single-family detached homes, multi-family developments (limited to duplexes, tri-plexes and four-plexes, single-family attached rowhouses, live/work units and residential units above commercial (mixed-use));*

Housing, Policy 29: The City shall consider a range of tools to meet the housing needs of present and future residents, including (but not limited to) multiple residential zones, mixed-use zones, sufficient land to meet identified housing needs, appropriate minimum lot sizes, and accessory dwelling units.

¹ ESRI

² Sustainable Urbanism: Urban Design with Nature. Farr, Douglas. 2008.

Transportation, Policy 25: *The City shall require land use development and transportation improvements that encourage transit, bicycles, and pedestrian amenities in new commercial, public, mixed use, and multi-family residential development.*

Energy Conservation, Policy 2: *The City shall encourage the location of future medium density development and mixed use along high capacity transportation corridors.*

Urbanization, Policy 28: *The City shall encourage the compatible integration of different land uses such as single- and multi-family dwellings, parks, and mixed use.*

Urbanization, Policy 38: *The City shall encourage the incorporation of limited mixed-use commercial/residential development in commercial zoning districts by providing incentives such as density bonuses. Limit commercial development in industrial zones to those small-scale retail and service uses that serve the industrial area employees and customers but not the community-wide or region-wide market.*

Urbanization, Policy 51: *The City shall encourage the incorporation of limited commercial development through the use of density bonuses for mixed-use commercial/residential buildings in certain areas*

In order to determine how to proceed with the findings of the HNA study, staff needs Council direction on whether to plan for re-designation of existing TR zoned land for mixed-used development or not. The following outline some potential options for the Council to consider:

Option 1: Pursue Mixed-Use Designation

If this option is chosen, then no changes are needed to the HNA or Comprehensive Plan Policies noted above.

Option 2: Do Not Pursue Mixed-Use Designation

If this option is chosen, then changes are needed to the HNA as well as to some of the Comprehensive Plan policies noted above. With respect to the HNA, the density that was accommodated within the mixed-use zone would need to be reallocated, resulting in additional UGB expansion that would be necessary. In evaluating additional UGB expansion, it is recommended that the City consider where within UGB expansion areas it would be willing to accommodate the higher densities needed to meet the overall density goal of 6.5 dwelling units/net acre for new housing contained in the Comprehensive Plan (see Housing Policy 30).

<p><u>City Council Action Requested:</u> Weigh the options and factors presented in this memo to determine whether a mixed-use designation should be pursued.</p>
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4. A Refinement of Retail Needs

Questions about retail potential in Coburg have been pervasive and were further voiced at the Open House. CUS staff thus decided to perform a more in depth analysis of retail market factors in Coburg (see Attachment F). Demographic and market data has been acquired through ESRI. The goal of this analysis will be to determine what retail activities can be supported by the City of Coburg and its economic area. This will be

important as Coburg establishes economic policies and plans for future land use within employment zones. This will also be critical in determining the feasibility of and justification for mixed use areas.

5. *Transportation Impacts*

Concerns about traffic have been evident throughout the study process. With expansion alternatives identified, staff intends to run the regional transportation model to further inform the land use decisions.

II. POLICY ANALYSIS

What prior policy recommendations has Coburg already implemented?

Attachment G contains an overview of policy recommendations stemming from the 2004 Urbanization Study and analyzes steps that the City has taken to address these issues. As noted, many of the recommendations have been implemented. Key areas that have not been addressed include:

- Meeting housing needs
- Development of a Mixed-Use Plan designation,
- Addressing truck traffic in a TSP update,
- Drafting an Economic Development Strategy,
- Development of a cost estimate of servicing the various UGB expansion study areas as part of the public facilities and services plan update, and
- Development of a system of Urban Reserves.

A core component of the Urbanization Study Update is to visit the Coburg Comprehensive Plan policies and objectives and determine which elements have been accomplished as well as decide if others remain aligned with the community's vision. Attachment H contains an overview of some of the key Comprehensive Plan Policies addressing urbanization and analyzes the extent to which these policies have already been implemented. As noted, many of the recommendations have been implemented. Key areas that have not been addressed include:

- Establishment of agreements with Lane County to manage the use of land that is intended for future urban development but is yet to be annexed.
- Establishment of agreements with Lane County concerning development in and around Coburg.
- Intergovernmental agreements with Lane County and other jurisdictions to preserve the Coburg Hills as a scenic resource.
- Fostering a business environment and land use system that meet a variety of residents' needs for goods and services, to reduce daily travel to Eugene, while maintaining Coburg's small town character.
- Development of Urban Reserve Areas.
- Provide a variety of residential housing types;
- Use of a range of tools to meet housing needs, including multiple residential zones, mixed-use zones, sufficient land to meet identified housing needs, appropriate minimum lot sizes, and accessory dwelling units.
- Encourage the location of future medium density development and mixed use along high capacity transportation corridors.
- Promote infill development that includes options such as triplexes on corner lots, mid-block developments (lots fronting a public or private lane), and flag lots. Allow variations in building setbacks and lot dimensions as needed to encourage development of lots that would otherwise be undevelopable, without requiring a variance process.

- Compatible integration of uses through design standards.

For each of the issues, staff recommends that the Council consider whether the policy or recommendation remains aligned with the Community Vision and should be retained, or whether the policy should be deleted entirely or replaced with new policies that more accurately reflect current community sentiment.

In addition, staff recommends that the additional issues be addressed by the Council to determine whether there is support for adding or amending policies in the Comprehensive Plan:

- Does the Council wish to retain the current policy: **Policy 4: Multi-family residential areas will consist of no more than four dwelling units in any single structure.** There has been strong support for this policy from some Planning Commission members. Staff has expressed concerns that this policy may adversely impact housing choice and affordability issues. It should be noted that the HNA results do assume continuation of this policy – land demand would not change significantly if larger units were allowed.
- Does the Council wish to include policies addressing any of the additional potential infill strategies as further discussed in Attachment I:
 - Zero lot line housing;
 - Attached single family;
 - Cottage housing;
 - Small lot single-family housing;
 - Historic residence preservation incentives;
 - Flexible lot coverage standards;
 - Lot coverage exemptions;
 - Lot size averaging;
 - Height bonuses for mixed-use development;
 - Floor area ratio standards; and
 - Open space flexibility.
- In addition, staff would recommend some issues be amended in the future to address consistency issues, including: Comprehensive Map and designation of multiple residential land uses; amendment to the Open Space Plan to re-evaluate logical location of new facilities given the preferred UGB expansion; and TSP update.

City Council Action Requested: Determine whether to delete or amend any of the recommendations or policies that are not implemented, as listed above. In addition, determine whether or not to include any of the additional infill strategies, as listed above.

III. NEXT STEPS

What are the next steps?

Key activities that will occur in the coming months include:

- Incorporation of the preferred employment and residential expansion alternative into the study analyses and narrative.

- Meet with the TAC, Planning Commission and City Council to discuss policy and code amendments to implement the land use efficiency measures and support the preferred UGB alternative.
- Public hearings for adoption of the Urbanization Report
- Review and adoption of findings supporting the UGB expansion by the City and Lane County

The schedule is for much of the technical work and outreach to be completed by fall and for final adoption hearings to occur in winter of 2009/2010.

VI. ATTACHMENTS

- A. Open House Attendee Map
- B. Open House Feedback
- C. Open House Expansion Alternatives
- D. Recommended Employment Land Expansion
- E. Recommended Residential Land Expansion
- F. Coburg Market Analysis
- G. 2004 Urbanization Study Recommendations Analysis
- H. Comprehensive Plan Policy Analysis
- I. Residential Infill Strategies